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Jurisdictional Team Training  
Tippecanoe County, Indiana  
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## THE CORE GROUP AND DEFINING THE DETENTION SYSTEM

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### Note-Taking Guide & Handouts

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**Use of secure detention has serious consequences for:**

- The youth who are detained
- The juvenile justice system
- The community at large

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**Consequences of unnecessary secure confinement for detained youth:**

- Substantially restricts liberty, primarily of youth in pretrial status
- Increases dangers to mental and physical well-being
- Reduces opportunity for family contact
- Interferes with education ...

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**Continued...**

- Interferes with other positive activities/relationships in the community
- Reduces ability to help prepare legal case
- Reduces ability to make changes that will ensure future success in the community
- Increases likelihood of taking on negative self-image

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### Characteristics of Youth in Secure Detention:

- Most are held for property crimes (39%) - Only 27% for personal crimes
- A surprising number are held on public disorder offenses (e.g. drinking in public)
- Ethnic or racial minorities are more likely to be detained, even controlling for type of offense
- 32% of detained youth are 14 years or younger

Source: Snyder, H.N., and Eckmund, M., OJJDP, *Juvenile Offenders and Victims: A National Report* (1999), pp. 152, 155

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### Detention administrators have also reported that a wide range of problems are common among detained juveniles, including:

Family Problems - 74%	Suicidal/Self-violent - 20%
Drug/Alcohol Abuse - 58%	Predatory Sex - 18%
Peer Problems - 56%	Disruptive Behavior - 31%
Depression - 55%	Thought Disorders - 20%
Parental Abuse - 49%	Rape Victim - 15%
Learning Problems - 43%	Prostitution - 15%
Gang Involvement - 41%	Mental Retardation - 10%
Violence - 39%	

Source: Snyder, H.N., and Eckmund, M., OJJDP, *Juvenile Offenders and Victims: A National Report* (1999), p. 148

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### Consequences of unnecessary secure detention for juvenile justice system:

- The most expensive supervision \$100,000 - \$150,000 to build each bed \$36,000 average annual operating cost for each bed
- Over-reliance diverts resources from other needed services
- Physical setting with emphasis on security and control, is not appropriate for rehabilitative services

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### Consequences of unnecessary secure detention for juvenile justice system:

- Offends our most basic beliefs about liberty and due process
- Unnecessarily subjects youth to the negative effects of detention
- Reduces the effectiveness of intervention
- May result in further acts of delinquency or other damage to youth and the community

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### Core Purposes of Secure Detention:

1. To confine minors who are likely to commit a new offense pending adjudication
2. To confine minors at risk of flight pending adjudication

Unnecessary Detention - secure confinement for other reasons, or for a period longer than is needed to meet a core purpose.

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### Unnecessary Detention Includes:

- abused/neglected children
- status offenders
- youth on INS holds
- lightweight offenders because of "bad" home situations
- because parents are angry or don't want the child at home
- lightweight offenders with serious mental health problems...

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### Continued...

- using as a sentencing option (like jail for adults)
- using as a routine sanction for probation violations
- using as an automatic response for bench warrants
- after disposition ordering nonsecure placement
- pending commitment to another institution
- for the purpose of assessment

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### Core Working Group includes:

- chief juvenile court judge
- local law enforcement
- juvenile court administrator
- prosecutor and public defender
- citizen leadership, private sector
- community service providers, Inc. faith-based
- youth serving agencies (mental health, child welfare, education)
- parent groups
- state youth agency

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### Agenda of Core Working Group:

- Understand the impact of secure confinement in the jurisdiction
- Develop and analyze juvenile justice data
- Define the purpose of detention for the jurisdiction
- Develop a risk assessment instrument
- Develop a continuum of detention services/interventions
- Develop strategy for sustaining Core Group
- Monitor outcomes, respond to new issues, make needed adjustments

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# Juvenile Detention as Process and Place

by Earl L. Dunlap and David W. Roush, Ph.D.

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## Introduction

Juvenile detention is an often overlooked, often maligned, and often misunderstood component of the juvenile justice system. However, current juvenile justice policy issues are bringing increased attention to juvenile detention. Detention is an important component of various reform strategies (Roush, 1993). While any attention to juvenile detention is significant to the overall improvement of the profession, juvenile justice policy analysts also identify and highlight many of the shortcomings and negative aspects of detention with little regard for the origins of these problems or for constructive solutions (Frazier, 1989). One shortcoming is the lack of consensus about the definition of juvenile detention.

National practitioner groups, such as the National Council of Juvenile and Family Court Judges (NCJFCJ), the American Correctional Association (ACA) and the National Juvenile Detention Association (NJDA), have established national forums and training institutes with the assistance of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) where national policy analysts have had the opportunity to interact with the profession in a constructive and forthright manner. Current efforts to reform juvenile justice have drawn juvenile detention into the process, producing definition statements that are grounded in detention practice even though they may reflect a

particular ideology (Flintrop, 1991; Schwartz, 1992).

The problems associated with a definition of juvenile detention are twofold. First, detention practitioners have not done a good job of recording the history of detention nor assembling a catalogue of effective practices. Therefore, the general inability to describe or understand good detention practice can be blamed, in large part, on this profession's failures in publication and dissemination. Second, the profession has not entered the debate with constructive nor creative arguments about juvenile detention. This article represents one attempt to organize professional detention knowledge around the important topic of the definition of juvenile detention and to challenge the juvenile justice community to look at juvenile detention from a different perspective.

## Definition of Juvenile Detention

There are numerous definitions of juvenile detention, but until recently no single definition had achieved priority. Without such a definition, juvenile detention had become all things to all segments of the juvenile justice system (Hammergren, 1984). On October 31, 1989, following three years of work on the subject, the board of directors of NJDA unanimously adopted the following definition of juvenile detention:

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

Further, juvenile detention provides a wide range of helpful services that support the juvenile's physical, emotional, and social development.

Helpful services minimally include: education, visitation, communication, counseling, continuous supervision, medical and health care services, nutrition, recreation, and reading.

Juvenile detention includes or provides for a system of clinical observation and assessment that complements the helpful services and report findings.

This definition was developed from the seven definitional themes for juvenile detention identified by the ACA Juvenile Detention Committee (Smith, Roush & Kelley, 1990). These themes are defined as follows:

**Temporary Custody:** Of all the methods of incarceration within the criminal justice system, only juvenile detention stresses its temporary nature. Detention should be as short as possible.

**Safe Custody:** This concept implies freedom from fear and freedom from harm for both the juvenile and the community. This definitional theme refers to a safe and humane environment with programming and staffing to insure the physical and psychological safety of detained juveniles.

**Restricted Environment:** The nature or degree of restrictiveness of the environment is generally associated with the traditional classifications of maximum, medium or minimum security or custody.

**Community Protection:** In addition to the factors listed above, the court has a legitimate right to detain juveniles for the purpose of preventing further serious and/or violent delinquent behavior.

**Pending Legal Action:** This theme includes the time spent awaiting a hearing, pend-

ing disposition, awaiting a placement, or pending a return to a previous placement.

**Helpful Services:** Programs are available to detained juveniles that will help resolve a host of problems commonly facing detained juveniles. Because detention has the potential of creating a tremendously negative impact on some juveniles, it is important that programming have the depth of services required to meet the needs of a wide range of juvenile problems.

**Clinical Observation and Assessment:** Most juvenile codes specifically refer to this theme as a purpose for detention. The controlled environment of juvenile detention is often a time of intense observation and assessment in order to enhance decision-

making capabilities. Competent clinical services are provided by individuals holding proper credentials who coordinate and conduct the observation and assessment process. (This service may be provided by staff or through contract.)

The NJDA definition incorporates those program elements outlined in ACA standards. The collaboration between ACA and NJDA has generated a definition statement grounded in professional agreement (Stokes & Smith, 1990).

## Confusion of Function

Juvenile detention is a paradox that makes it difficult to define. Hughes and Reuterman (1982) explain the paradox in their second national survey of juvenile detention. They note that juvenile detention is a very important part of the juvenile justice system. Yet, their survey responses simultaneously indicate that detention is often ignored, criticized and deprived of the support and assistance available to other juvenile justice agencies. These findings echo the earlier comments of Rosemary Sarri (1973) that detention is both "significant and ignored."

## History of Confusion

The confusion of function has a long history in juvenile detention. Contradictory defi-

nitions generate ambivalence and confusion, and detention is at the whim of the individual(s) or agency that exercises control over it. Cohen (1946) maintained that a "good" detention program cannot be established if detention is viewed as a catchall. Without a clear mission and goals, Hammergren (1984) warned that detention will become all things to all segments of the juvenile justice system. In some jurisdictions, secure detention is a convenient alternative to the court-wide range of troubling youth. Schwartz, Fishman, Hatfield, Krisberg and Eisikovitz (1986) specifically point to the problem of confusion of function as a culprit for the overuse of detention.

In a recent analysis of the problems in the administration of juvenile detention, Kihm (1981) states that detention management is the most difficult job in the juvenile justice system. The reason for this difficulty stems from "the framework of contradictions" within which detention must operate.

While Kihm lists several kinds of problems associated with these contradictions the importance of his work is its focus on the difficulties created by the absence of a clear definition of detention. It is the confusion linked to contradictory definitions that is the central problem for juvenile detention administrators.

## Recommendations

The confusion of function ranks even above the perennial problems of crowding, the lack of funding, and the lack of adequately trained personnel. The National Conference (1947) recommended four distinct solutions to the confusion of function: 1) detention must have a clear definition; 2) there should be controls on intake in the form of guidelines or criteria; 3) there should be cooperation between children's agencies to divert youths into alternative programs who do not require secure detention; and 4) there should be a well-organized network for transferring youths to the appropriate placement. The intent of these solutions is to open detention to those youths who really need secure, temporary custody.

Despite these straightforward recommendations, the confusion of function persists.

The National Juvenile Detention Association (NJDA) reported that the absence of clearly defined standards for detention services permits the use of subjective reasons for incarceration which range from punishment to protection ("Studies Charge," 1982). In an analysis of detention programs, Carbone (1984) pointed to the lack of a mission statement as the central problem preventing effective detention programs. Confusion of function also means that the field continues to ignore questions about a uniform definition. With no curricula nor training programs required of detention administrators, the day-to-day administration of detention is marked by a lack of consistency (Gallas, 1985). The absence of administrative uniformity has been identified by Norman (1946), more recently by Pappenfort and Young (1980) and Hughes and Reuterman (1982); Hughes, Reuterman & McGibany (1982); Reuterman & Hughes, (1984); Reuterman, Hughes & Love, (1971)), and currently by Parent, et al. (1994).

## What Are the Functions of Detention?

Two themes make up the conflicting parts of juvenile detention paradox. First, detention restrains and inhibits a youth's freedom or liberty through placement in a locked institution or a physically restricting environment or other levels of custody and supervision. This function is called preventive detention (cf., *Schall v. Martin*). Second, detention is also one of the services associated with the juvenile court. When detention services include helpful programs for the diagnosis, remediation, or restoration of the juvenile offender, this function is called therapeutic detention.

Hughes and Reuterman (1980, 1982) addressed this issue in a national survey of detention administrators. Starting from the assumption that a definition of juvenile detention should incorporate both functions, the "ideal" definition placed primary emphasis on custody (preventive detention) and a secondary emphasis on rehabilitation (therapeutic detention). Their findings reveal an interesting perception of juvenile detention. One-third of the detention administrators agreed with the ideal definition,

whereas approximately 37% indicated that custody is the single and exclusive function of detention. Some detention administrators exclude the therapeutic detention concept as a legitimate function of detention.

### ***Preventive Detention***

The earliest studies of juvenile detention identify security and a physically restricting environment as consistent and universal characteristics of juvenile detention (Warner, 1933). These are the essential characteristics of preventive detention. The preventive function is the easier to understand because it is consistent with the meaning of the word "detention." The dictionary definition of detention means "a keeping in custody or confinement." Custody means "a guardian or keeping safe; care; and protection." The implications for preventive detention are that detention is a form of custody that prevents certain things from happening in order that some other forms of protection or safe keeping can occur.

What are the goals preventive detention? There are differences of opinion regarding how many goals are included in the preventive detention function. However, three general themes emerge:

- 1) Detention provides a reasonable assurance to the juvenile court that the youth will be available and present for court hearings and other legal matters (detention *prevents* absconding, running away, or a failure to appear before the court).
- 2) Detention is used to prevent harm (or to protect) the juvenile offender, the family, and/or the community.
- 3) Detention is used to prevent the juvenile's re-offending during the legal process (Pappenfort & Young, 1980).

While there is little doubt that protection of the child and protection of the community (or public safety) are universal goals expressed in the detention literature, is preventive detention the exclusive function of juvenile detention?

### ***Therapeutic Detention***

The word "therapeutic" is sometimes misleading. While preventive detention may stop or disrupt certain behaviors or actions, the nature of therapeutic detention is to start or cause certain events to take place. Therefore, therapeutic detention could also be called "educative detention," "helpful detention," or "proactive detention." This function examines those things that detention can do to help the juvenile achieve the preventive detention goals of protecting the offender, family, community, and to prevent re-offending.

While the ultimate goal of therapeutic detention is not the complete rehabilitation of the juvenile offender, detention should be seen as the place where the process begins (Brown, 1983; Previte, 1994). The term "therapeutic" is associated with the programs and services provided juvenile court. The range of services may include youth services bureau involvement, restitution programs, informal probation, electronic surveillance, foster care, probation, home detention, or institutional placement, and all of these may include a referral for an extensive range of mental health services.

The basis for the therapeutic detention rationale is the emphasis on diagnosis and observation. Tappan (1949) specifically lists clinical observation as an important reason for detention. The court needs information regarding the juvenile, the home environment, and peers in order to make an informed decision about the future of the juvenile. Short-term detention has been used as an opportunity to accomplish this task (Cohen, 1946; Lenz, 1942; National Conference, 1947; Norman & Norman, 1946; Norman, 1946, 1949, 1951, 1957, 1961). The diagnosis and observation themes are so common that most juvenile codes include them as a rationale for detention. It is this concept that created much of the conflict in the definition of detention goals.

It is difficult to know exactly when the conflict began. The confusion of function (goals) began to appear in the detention literature over 50 years ago. Like many of the critical issues in juvenile detention, the debate about the goals of detention was articulated by

Sherwood Norman. Our present understanding of the preventive detention versus therapeutic detention controversy is a result of the national surveys conducted by Drs. Tom Hughes and Nick Reuterman. Even though all therapeutic concepts within juvenile detention have their origins in the philosophy of the juvenile court, the diagnosis and observation rationale may have had the greatest impact on the professionalization of staff, services, training and programming.

### Balanced Approach

Preventive detention and therapeutic detention are not mutually exclusive. However, the lack of consensus about juvenile justice philosophy and policy direction sustains the tension between these two functions; and until the action of NJDA to establish a national definition of detention, the confusion of function was the major obstacle to a definition of detention. The problem was the inability of practitioners to integrate these two sets of detention goals and to find a balance between them in daily practice.

The critical areas of practice addressed in the NJDA definition of juvenile detention moves the profession towards the goal of adopting a more "balanced approach" to detention services. Such an approach acknowledges the value of including, to some degree, an entire set of principles for community protection, accountability, competency development and/or treatment, and individualized assessment and classification. In describing the balanced approach concept, Maloney, Romig, and Armstrong (1985) suggest that all the particular circumstances of the delinquent act (the defender's culpability and other social/psychological factors of the youth) will play a determining role in exactly how the system responds. A policy decision to consider the possible relevance of each principle in each case is a significant step forward, and it avoids the rather extreme remedies that characterized both ends of the pendulum's swing during the past two decades.

### Place Versus Process Argument

Using the preventive and therapeutic functions as the goals of detention, another controversy arises regarding the objectives of detention or the way in which it goes about meeting or achieving these goals. There are two different ways of representing the objectives of juvenile detention. One way is more restricted and narrow in its focus, the other is quite broad and flexible.

Let's use the game of golf as an example. If your goal is to shoot a low score and if your golf skills are as good as they will ever be (meaning we'll hold your ability as a constant), there are a range of variables that will affect your score. These variables include: course selection (you want to choose a course that fits your golf skills), weather (wind, rain and cold weather make golf more difficult), club selection (golfers are allowed to carry 14 clubs but there are over 20 different clubs to choose from), and mental attitude (good golf is a challenging activity, requiring concentration and a positive mental attitude). As each of these variables changes, the good golfer is flexible enough to adapt to the conditions.

What would happen if someone were to control these variables so that you had to play a very challenging golf course on a cold, wet, and windy day with only a driver and a putter in your golf bag in front of a gallery of your severest critics with your job on the line? By narrowing the alternatives available to you, the task is made significantly more difficult; you must work significantly harder to achieve the same results; and the increased stress and pressure will probably reduce your ability to perform. If given the choice, you would not choose this particular arrangement for golf. Much of the place versus process controversy in juvenile detention is similar to this analogy. Juvenile detention is being forced to play the game under very difficult conditions with severely restricted options.

Many years ago, the National Council on Crime and Delinquency (NCCD) suggested that juvenile detention should be understood as a process, not as a place (Norman, 1961). Recent problems regarding the overcrowding

of juvenile detention facilities call attention to the definition and mission of juvenile detention. While overcrowding is a function of several variables, Dunlap (1993) uses the place versus process controversy as the focal point for evaluating successful versus unsuccessful responses to overcrowding. Dunlap links overcrowding (and system-wide failures to reduce its negative effects) to an organization that defines juvenile detention as a place. The systems that have successfully addressed the increases in juvenile delinquency without overcrowding juvenile detention are systems that view detention as a process. As the pressures on juvenile justice and juvenile detention continue to increase, detention as process offers more alternatives and greater flexibility.

From the perspective of how detention systems are organized, the place versus process controversy is particularly relevant. If the system defines detention as a place, then the physical plant becomes the focus of detention services, and incarceration is the primary intervention strategy for the system. While detention frequently serves as the focal point for juvenile justice interventions through an emphasis on the brokering of services, incarceration is a very expensive alternative. In light of public pressures for increased incarceration, operational costs may become overwhelming. As an example, one county in New Jersey eliminated juvenile detention because of the excessive cost of its operation.

### **Detention as Place**

References to juvenile detention as a place emphasize the physical structure of detention, the building, and its physical characteristics, such as security hardware, square footage, furnishings, and sanitation. References to place also denote the objective characteristics of detention. Place focuses on the "what" of juvenile detention, and it includes the development of administrative and operational rules and regulations expressed in policy and procedure. Detention as place is a more narrow and limited definition commonly associated with greater costs of care and increased liability.

Detention as a place is a passive concept. It is the object or outcome of juvenile court action.

When the demands increase for greater use of detention, the detention as place argument focuses on the increase in secure beds or the increase in capacity. The operation of a detention facility becomes the primary concern of the court, and detention is the place from which all other options for youth evolve. Detention as place is best captured by the aphorism: "If a hammer is the only tool in your tool box, soon all your problems will start to look like nails."

### **Detention as Process**

References to detention as process focus on the "how" of detention or the detention experience. Key words reflective of process are intensity of services, quality of care, quality of staff and their relationships with youths and families, and philosophy of detention. From an organizational perspective, process moves juvenile detention beyond a single building or entity and suggests a wide range of services under the "umbrella of detention." Detention as process is associated with references to graduated sanctions, a continuum of care, and the least intrusive but most appropriate option.

Detention as process is an active concept. Detention refers to the act of providing care, custody, and restrictive supervision. This custody can occur in a wide range of fashions so that there is a match between the custody needs of the individual youth and the ability of juvenile detention to achieve its goals (insuring the youth's presence at trial; providing protection to the youth, community, and family; and preventing re-offending during the legal process). The range of custody options available to the court appears to be limited only by the creativity of the leadership and by clear policy direction within the juvenile justice system.

When a wide range of custody alternatives exists, detention becomes a question of matching the level of restrictiveness with the detention needs of the offender. This concept is called a continuum of services or continuum of care. Detention becomes a series of alternatives available within the continuum instead of being the single focus or departure point for all juvenile justice services. Detention as process includes detention as place as one component

of the continuum of care.

The standards movement by ACA is a critically important component of the "what" factor. However, the standards have not been instructive regarding how to implement successful detention (Roush, 1989). This imbalance has been documented by the OJJDP Conditions of Confinement Study (Parent, et al., 1944) that indicates little correspondence between conformance with nationally acceptable standards and improved conditions of confinement.

Effective detention safeguards the health, safety and well-being of staff, residents, and the public. Practitioners understand that process issues are more influential in affecting safety and security within a juvenile detention setting than are policies and procedures. A balanced approach includes both.

### Graduated Sanctions

The OJJDP plan (Wilson & Howell, 1993) identifies three levels of graduated sanctions: immediate sanctions, intermediate sanctions, and incarceration. *Immediate sanctions* are nonresidential community-based programs located in or near the juvenile's home that maintain community participation in program planning, operation and evaluation. First-time delinquent offenders and nonserious repeat offenders generally are targeted for this type of sanction. Examples of immediate sanctions programs are as follows: juvenile court diversion, informal probation, school counselors serving as probation officers, probation, home probation, mediation, community service, restitution, day treatment programs, alcohol and other drug-abuse treatment (outpatient), mentoring programs, and family preservation programs.

*Intermediate sanctions* are for those offenders who are inappropriate for immediate sanctions or who have failed to respond to an immediate sanctions program. These include: regular drug testing, weekend detention, intensive supervision probation, alcohol and other drug abuse treatment (inpatient), outdoor challenge programs, community-based residential programs (group electronic monitoring, boot

camps (see Taylor, 1992), and staff secure detention. *Incarceration* includes secure detention, specialized residential treatment, training schools, youth ranches, residential placement institutions, and transfer to adult court jurisdiction.

### Continuum of Care

For years, juvenile justice practitioners have complained that juvenile detention is the mainstay of the local juvenile justice system, and misfortune has accrued because incarceration has been the only answer for all problems facing the juvenile court (Hammergren, 1984). As far back as 1946, the service component of the juvenile justice system was defined as a continuum. Juvenile justice practitioners schooled in this train of thought welcome the OJJDP plan because graduated sanctions are another way of defining a continuum of care. Those states and local jurisdictions that have exemplary programs and services for juvenile offenders incorporate a continuum of care as a significant portion of the intervention strategy (Armbruster, Abbey & Schwartz, 1990).

The Center for the Study of Youth Policy at the University of Michigan concludes that the existence of a continuum of services provides community protection and public safety in a cost-efficient manner. Massachusetts was the pioneer in creating community-based alternatives for delinquents. Since its transition to a community-based continuum of services, the number of juvenile offenders going into the adult correctional system has dropped from 35% to 15%. Similar positive results have been experienced through the development of a continuum of community-based services in Utah (Armbruster, Abbey & Schwartz, 1990).

On the local level, the best example of a continuum of services is the Jefferson County (Kentucky) Juvenile Services Division, an executive branch of county government, developed by Earl Dunlap and Hon. Mitch McConnell to include a wide range of community-based alternatives ranging in various degrees of restrictiveness. Used on the pre-adjudicatory level, the juvenile court judge made the detention decision, and the Juvenile Services staff



conducted a risk assessment and placed the juvenile in the appropriate program in accordance with the policy and placement guidelines collaboratively established by the court and the county.

The ability to manage resident movement within the continuum of services resulted in a very low number of detention days care in the Jefferson County Youth Center (JCYC). JCYC was regularly below its rated capacity (fre-

quently at 50% capacity), a rare phenomenon for a metropolitan detention center with a history of overcrowding (Kihm, 1981). This program concept is still used as a model for other local juvenile justice systems; it earned Jefferson County the status of a National Resource Center by the ACA; and OJJDP technical assistance projects continue to include references to the Jefferson County model.

Table 1

Sample Continuum of Care

Low	Big Brothers/Big Sisters
	After School Programs
	After School Employment
	Drop-In Centers
	Street Outreach Workers
	Mentor Programs
	Informal Probation (No Probation Officer Assigned)
	Informal Probation (Supervision by Adult Friend or Relative)
	Informal Probation (Supervision by Allied Agency, e.g., Scouts)
	Alternative Education Programs
	Community Services (Health, pregnancy, crisis intervention, etc.)
	Foster Home Placement
	Volunteer Probation
	Probation
	Restitution
	Attendant Care or Holdover
	Group Homes: Parent Model
	Group Homes: Staff-secure Diagnostic
	Group Homes: Staff-secure Treatment
Medium	Family Preservation Programs
	Alcohol and Other Drug Treatment (Out-patient)
	Nonresidential Boot Camps
	Intensive Probation
	Tracking Probation
	Tracking Probation <i>Plus</i> (Staff-secure detention bed available)
	Home Detention
	Electronic Monitoring
	Intensive Day Treatment
	Alcohol and Other Drug Treatment (Inpatient)
	Nonsecure Detention
	Periodic Detention
	Weekend Detention (Detained Friday through Sunday Evening)
	Post-Dispositional Electronic Monitoring
	Short-term, High Intensity Residential Boot Camps
	Specialized Residential Treatment
	Training School
High	Secure Detention
	Training School: Maximum Security Unit
	Adult Detention (Jail)
	Adult Corrections (Prison)

Note: The order of appearance of programs and services represents a general estimate of the level of intervention or restrictiveness. Individual programs may vary in intensity from one jurisdiction to another.

**Mentor Programs.** Mentors or proctor-advocate programs allow individual youth to live in the homes of professional staff who act in a surrogate parent capacity. Mentors advocate for youth and provide positive behavior modeling. The residential component distinguishes these programs from typical mentoring programs, such as Big Brothers/Big Sisters.

**Group Homes: Parent Model.** In addition to the traditional parent model for group homes where house parents or foster parents provide services to six or fewer youths who attend community schools, two additional variations are worth consideration.

**Group Homes: Staff-Secure Diagnostic.** Using 24-hour supervision by professional staff, 12 or fewer youths reside in such homes. Youths are placed in these homes while a more permanent placement is being developed. Along with assessing youths for treatment placement needs, youths are also oriented and their attitudes are prepared for the treatment placement assignment.

**Group Homes: Staff-Secure Detention.** Using 24-hour supervision by professionally trained staff, 12 or fewer youths live in such homes. Youths may attend community schools, but usually, education is provided on the premises, given the security risks.

Community-based, staff-secure detention accounts for about half of the annual detention admissions in the State of New York. Virtually every county has access to community-based detention programs, and these programs are an integral part of the detention system. Some localities use community-based detention exclusively for status offenders and others exclusively for delinquents. Due to its nonsecure nature, some community-based detention programs mix the two populations.

On the basis of the New York experience, there are several elements crucial to the success of a community-based, staff-secure detention program. The mission of the program must be clear. The intake screening process must be designed to admit legally eligible youths who do not require a higher level of restrictive care. Frequent mistakes in this area will doom the program.

It is, of course, the rare community that welcomes a nonsecure residential facility in its midst. Efforts to educate the community about the mission of the facility are critical. Linkages must be made, preferably by written agreement, with community agencies (health, education, mental health, and emergency services) which provide services to the facility on an ongoing, or as needed, basis.

**Intensive Day Treatment.** Intensive day treatment programs consist of highly structured and focused daily activities for youth. Structured programs may be eight to 15 hours long and include evenings and weekends. Family participation is required, and youths live in their own homes or foster homes. Program content varies but includes some or all of the following: education, vocational development, specialized counseling (sex offense, substance abuse), family counseling, leisure time activities, community projects, wilderness experiences. Programs occur at various locations, including the detention center, a public school, or a community center.

**Intensive Family Preservation Programs.** Family treatment or preservation, such as Washington's Home Builders and Michigan's Families First, are programs where youths live at home and an extensive range of highly intensive services and resources are brought into the home in order to maintain and strengthen the family unit. This is a short-term, high-impact program designed to work with families from 10 to 30 hours per week for 30 to 60 days. Family preservation caseworkers are usually assigned to no more than two families at a time.

**Intensive Probation.** Intensive probation provides increased daily contact with youths, usually at least two to three daily contacts. Specially trained probation officers know each youth's schedule of activities and whereabouts at all times. Youths are required to "check in" personally (normally there is one "face-to-face" contact daily) or by telephone and to review their schedule of the day's activities. Intensive probation officers often work with the families. Intensive probation is a popular alternative to secure detention or to dispositional placements. This model can also be used for high-risk youths on aftercare status.

**Tracking Probation.** Tracking probation is a variation of intensive probation. Instead of two to three daily contacts, youths assigned to tracking probation are usually required to have four or more contacts with the tracking probation officer (tracker), and more than one of these contacts may be "face-to-face." Similar to intensive probation, two philosophies of tracking have evolved. First, because of the intensive contact, some jurisdictions use tracking as a therapeutic intervention strategy with youths and their families. Second, increased tracking caseloads means that most trackers have only enough time to provide the basic monitoring functions. In these instances, trackers become surveillance officers or enforcement officers or "bird dogs." In either case, tracking provides an increased level of accountability for youths on probation.

**Tracking Probation Plus.** Tracking Probation Plus is a variation on tracking probation that includes a staff supervised short-term bed for youths who lose control while on regular tracking probation. The availability of such a bed can eliminate the need for temporary detention or other secure placement. Youths generally return to the regular tracking probation within one to three days.

**Boot Camps.** Military-style boot camps that emphasize order, discipline, and hard work are an intermediate sanction prior to the use of the more costly secure institutions. They fit within the graduated sanctions concept (Wilson & Howell, 1993), plus they have a sensational or glamorous appeal to politicians and elected officials who see boot camps as a way to "get tough on juvenile crime." To understand the boot camp as applied to juvenile justice, ACA studied the concept and recommended the following program components: academic and vocational education, substance abuse treatment, experiential education, social skills training, and values clarification in addition to the aforementioned concepts of exercise, structure, and discipline (Taylor, 1992). Some promising examples of these principles are: the Eckerd Family Youth Alternatives based in Florida; Camp Roulston based in Richmond, Ohio and operated by the North American Family Institute, Inc.; and the Green River Boys' Camp operated by the Kentucky

Department of Social Services.

These programs do not address the two significant criticisms of boot camps. First, research studies show no differences in the recidivism between offenders who served time in a shorter shock boot camp program and those in traditional incarceration nor between those who were given a sentence of probation with no incarceration (Morris, 1993). While boot camps may be less expensive to operate, they are no more effective than incarceration nor probation. Second, on a conceptual level, the military-style boot camp model that encourages staff to act like "drill sergeants" (yelling orders, berating youths as a form of motivation, and physical intimidation) may set the stage for an abuse of power by encouraging aggressive behaviors by both staff and juvenile offenders (Morash & Rucker, 1990). Some juvenile justice experts believe that adults in a boot camp program model the wrong types of problem-solving behaviors for delinquent youths.

**Non-Residential Boot Camp.** Mel Brown (1994) devised a creative alternative to the traditional boot camp concept that combines the services of the local juvenile court and the public schools. Juvenile offenders assigned to the program live at home and attend the local public school. Parents must make a commitment to get the youths to the program and to participate in family counseling activities. Juveniles report to the school at 5:30 a.m., participate in calisthenics, shower, and eat breakfast, while under the supervision of court staff. They attend the regular school day and report back to the program when school is over. A program of calisthenics, tutoring, supper, and counseling runs through 8:00 p.m. when court staff transports the youths home. An Aftercare Worker monitors the youths by telephone between 8:30 p.m. and midnight to make sure that they are at home. This component is similar to intensive probation. Costs are minimal (morning and evening staff, meals, and transportation), and the program does not involve a resident placement. Youths who violate the program contract are placed in secure detention pending further court action.

**Specialized Residential Treatment.** Therapeutic or specialized residential treatment pro-

grams address homogeneous populations, such as sex offenders, teen prostitutes, and substance abusers. These programs can take the form of professional, staff-secure group homes or small (up to 12 beds) or self-contained residential programs within larger institutions.

**"Draw Down" Programs.** Behavior management "draw down" programs operate in secure detention facilities and are systematic way to reinforce appropriate institutional behavior by providing an opportunity for detainees to move to a lesser restrictive placement, when appropriate. These programs require the continuum of services to be under one agency's control so that the placement of a youth in the appropriate alternative is an administrative function supported by the court. In this manner, youth may earn the opportunity to move from secure detention to staff-secure detention that results in a more appropriate level of service and a more cost-efficient use of resources. The "down" component is one-way because movement down from greater to lesser security does not require a due process hearing.

**Periodic Detention.** Eskridge and Newbold (1993) describe a variation on the home detention and weekend detention strategies. Periodic detention (PD) was pioneered in New Zealand and is the oldest and probably the most successful of the country's noncustodial alternatives. It is also one of the most popular, accounting for 35% of all those on community sentences. PD began in 1963 as a form of weekend confinement for juveniles. It has since been extended to adults, and its residential component has been dropped in an attempt to cut cost. Today, the sentence allows for a periodic detainee to be kept in custody of a PD ward for up to 9 hours on any one day and for up to 15 hours per week, for up to 22 months. In practice, the bulk of periodic detainees reports at a PD work center each Saturday. Accompanied by a PD warden, they go out in gangs of about 10 to work, unpaid, on community projects such as cutting scrub, picking up trash, and cleaning government buildings.

## Summary

The challenges to the future of juvenile justice include the building of coalitions, the increase in discretion, and the dissemination of

effective practices to overcome years of mismanagement (Fabelo, 1992). In almost every instance of projecting the future of juvenile justice, coalitions are seen as vital to its long-term effectiveness; and several models of collaboration have been identified (Roush, 1993). Also, the National Juvenile Detention Association, through a grant from OJJDP, has assembled a manual of effective and innovative program ideas for juvenile detention and corrections (Roush & Wyss, 1994). The only component of Fabelo's triad that needs additional attention is the increase in discretion. Detention as process increases discretion by increasing the number of choices available to the court.

Detention as process can be criticized as a "net widening" strategy, and this is a valid criticism. Of course, it applies to all pre-detention programs and services. However, in those jurisdictions where detention as process was used within a continuum of services as a problem-solving approach to overcrowding and dangerous conditions of confinement, "net-widening" did not arise as an issue. Overcrowding, and deteriorating conditions of confinement are sufficient concerns, and they are indicative of other problems far more ominous than "net-widening."

When the leadership in juvenile justice uses detention as process to shape a positive and proactive response to contemporary problems, several critical questions must be answered:

- Is there a vision, philosophy, policy, and mission that drives the juvenile justice system?
- Do isolated incidents of crisis management drive policy or does an engaged community shape public policy?
- Does the juvenile justice system promote a child-centered, family-focused neighborhood and community-based approach?
- Does the policy direction promote the least intrusive and least restrictive appropriate alternative to an incarcerated setting?
- Is detention a process or place; are

there alternatives to detention or is detention the alternative?

The future of juvenile justice may depend on the ability of its leaders to generate new or innovative strategies for solving problems. Whether this is called a "rethinking," a transformation, a "recreating," or a new paradigm of juvenile justice, one thing is clear: effective strategies will require different approaches to contemporary problems. Detention as process, while not a new idea, offers a different and innovative way of looking at juvenile detention and its problems.

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## THE CORE GROUP AND DEFINING THE DETENTION SYSTEM

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### Note-Taking Guide & Handouts

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**Characteristics of Youth in Secure Detention:**

- Most are held for property crimes (39%) - Only 27% for personal crimes
- A surprising number are held on public disorder offenses (e.g. drinking in public)
- Ethnic or racial minorities are more likely to be detained, even controlling for type of offense
- 32% of detained youth are 14 years or younger

Source: Snyder, H.J., and Sickmund, M., OJJDP, *Juvenile Offenders and Victims: 1999 National Report*, pp.152, 153

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**Consequences of unnecessary secure detention for juvenile justice system:**

- The most expensive supervision \$100,000 - \$150,000 to build each bed \$36,000 average annual operating cost for each bed
- Over-reliance diverts resources from other needed services
- Physical setting with emphasis on security and control, is not appropriate for rehabilitative services

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**Consequences of unnecessary secure detention for juvenile justice system:**

- Offends our most basic beliefs about liberty and due process
- Unnecessarily subjects youth to the negative effects of detention
- Reduces the effectiveness of intervention
- May result in further acts of delinquency or other damage to youth and the community

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**Core Purposes of Secure Detention:**

1. To confine minors who are likely to commit a new offense pending adjudication
2. To confine minors at risk of flight pending adjudication

**Unnecessary Detention** - secure confinement for other reasons, or for a period longer than is needed to meet a core purpose.

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**Defining Detention**

- **PLACE:** The Building is the Centerpiece
- **PROCESS:** A Range of appropriate interventions which may include the **PLACE**.

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**Detention - as PROCESS**

The action taken by the court to cause three kinds of behavior to cease.

- Re-offending - thus protecting public safety
- Absconding - ensuring the youth's presence at court, and
- Self-harm - preventing the individual from harming self.

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**Detention - as PLACE**

The physical environment with varying levels of security, construction, hardware, and technology that produce the care and custody of youth.

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**"Balanced" Approach**

- The Needs of Youth WITH the Need for Public Safety
- Engages the Family
- Supports Existing Community Resources or Identifies Gaps
- Cost-Benefit Ratio

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**Vision/Mission**

*"Where there is no vision, the people perish."*  
*Book of Proverbs*

1. Where is one going?
2. A Systemic Approach
3. A "Balanced Approach
4. A Partnership

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### Creating an Interagency Group: Fundamental Principles

1. Collaboration
2. Key Stakeholders
3. Consensus
4. Negotiation
5. Self Assessment
6. Will and Capacity

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### Composition: Policy Level Stakeholders

- Chief Juvenile Court Judge
- Juvenile Court Administration
- Public Defender/Prosecutor
- Law Enforcement
- Youth-serving agencies (i.e., education, medical, mental health, and child welfare)
- State Agency
- Community Organizations (i.e., advocacy, parent groups)
- Faith Community
- Community Private Providers
- Citizen Leadership/Private Sector

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### Work Group Agenda

- Understanding the Need for Detention and/or the Impact of Crowding (overcrowding), including the impact of disproportionate minority confinement
- Developing and/or Analyzing Relevant Juvenile Justice Data
- Analyzing the Jurisdiction's Current Policy/Practice
- Developing a Definition/Purpose of Detention
- Developing a Risk Assessment Instrument
- Developing a Continuum of Detention Services Interventions
- Developing Step Down Strategies
- Developing a Strategy for Sustainability of core working group
- Developing Monitoring Strategies

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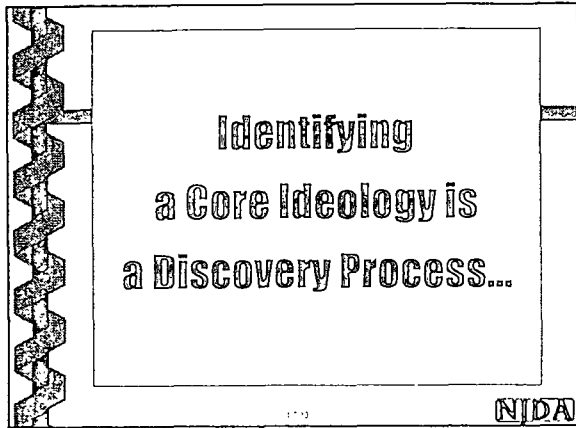
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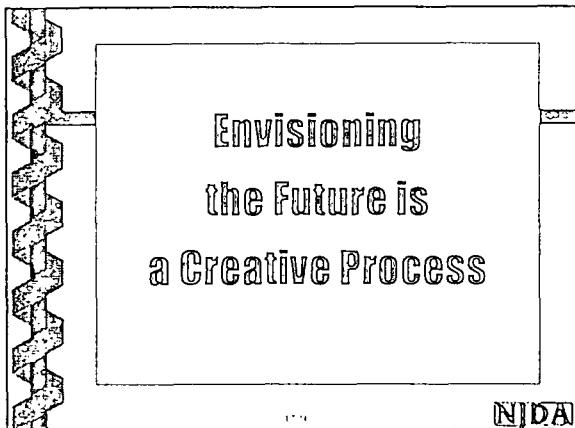
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# Juvenile Detention as Process and Place

by Earl L. Dunlap and David W. Roush, Ph.D.

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## Introduction

Juvenile detention is an often overlooked, often maligned, and often misunderstood component of the juvenile justice system. However, current juvenile justice policy issues are bringing increased attention to juvenile detention. Detention is an important component of various reform strategies (Roush, 1993). While any attention to juvenile detention is significant to the overall improvement of the profession, juvenile justice policy analysts also identify and highlight many of the shortcomings and negative aspects of detention with little regard for the origins of these problems or for constructive solutions (Frazier, 1989). One shortcoming is the lack of consensus about the definition of juvenile detention.

National practitioner groups, such as the National Council of Juvenile and Family Court Judges (NCJFCJ), the American Correctional Association (ACA) and the National Juvenile Detention Association (NJDA), have established national forums and training institutes with the assistance of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) where national policy analysts have had the opportunity to interact with the profession in a constructive and forthright manner. Current efforts to reform juvenile justice have drawn juvenile detention into the process, producing definition statements that are grounded in detention practice even though they may reflect a

particular ideology (Flintrop, 1991; Schwartz, 1992).

The problems associated with a definition of juvenile detention are twofold. First, detention practitioners have not done a good job of recording the history of detention nor assembling a catalogue of effective practices. Therefore, the general inability to describe or understand good detention practice can be blamed, in large part, on this profession's failures in publication and dissemination. Second, the profession has not entered the debate with constructive nor creative arguments about juvenile detention. This article represents one attempt to organize professional detention knowledge around the important topic of the definition of juvenile detention and to challenge the juvenile justice community to look at juvenile detention from a different perspective.

## Definition of Juvenile Detention

There are numerous definitions of juvenile detention, but until recently no single definition had achieved priority. Without such a definition, juvenile detention had become all things to all segments of the juvenile justice system (Hammergren, 1984). On October 31, 1989, following three years of work on the subject, the board of directors of NJDA unanimously adopted the following definition of juvenile detention:

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

Further, juvenile detention provides a wide range of helpful services that support the juvenile's physical, emotional, and social development.

Helpful services minimally include: education, visitation, communication, counseling, continuous supervision, medical and health care services, nutrition, recreation, and reading.

Juvenile detention includes or provides for a system of clinical observation and assessment that complements the helpful services and report findings.

This definition was developed from the seven definitional themes for juvenile detention identified by the ACA Juvenile Detention Committee (Smith, Roush & Kelley, 1990). These themes are defined as follows:

**Temporary Custody:** Of all the methods of incarceration within the criminal justice system, only juvenile detention stresses its temporary nature. Detention should be as short as possible.

**Safe Custody:** This concept implies freedom from fear and freedom from harm for both the juvenile and the community. This definitional theme refers to a safe and humane environment with programming and staffing to insure the physical and psychological safety of detained juveniles.

**Restricted Environment:** The nature or degree of restrictiveness of the environment is generally associated with the traditional classifications of maximum, medium or minimum security or custody.

**Community Protection:** In addition to the factors listed above, the court has a legitimate right to detain juveniles for the purpose of preventing further serious and/or violent delinquent behavior.

**Pending Legal Action:** This theme includes the time spent awaiting a hearing, pend-

ing disposition, awaiting a placement, or pending a return to a previous placement.

**Helpful Services:** Programs are available to detained juveniles that will help resolve a host of problems commonly facing detained juveniles. Because detention has the potential of creating a tremendously negative impact on some juveniles, it is important that programming have the depth of services required to meet the needs of a wide range of juvenile problems.

**Clinical Observation and Assessment:** Most juvenile codes specifically refer to this theme as a purpose for detention. The controlled environment of juvenile detention is often a time of intense observation and assessment in order to enhance decision-making capabilities. Competent clinical services are provided by individuals holding proper credentials who coordinate and conduct the observation and assessment process. (This service may be provided by staff or through contract.)

The NJDA definition incorporates those program elements outlined in ACA standards. The collaboration between ACA and NJDA has generated a definition statement grounded in professional agreement (Stokes & Smith, 1990).

## Confusion of Function

Juvenile detention is a paradox that makes it difficult to define. Hughes and Reuterman (1982) explain the paradox in their second national survey of juvenile detention. They note that juvenile detention is a very important part of the juvenile justice system. Yet, their survey responses simultaneously indicate that detention is often ignored, criticized and deprived of the support and assistance available to other juvenile justice agencies. These findings echo the earlier comments of Rosemary Sarri (1973) that detention is both "significant and ignored."

## History of Confusion

The confusion of function has a long history in juvenile detention. Contradictory defi-

nitions generate ambivalence and confusion, and detention is at the whim of the individual(s) or agency that exercises control over it. Cohen (1946) maintained that a "good" detention program cannot be established if detention is viewed as a catchall. Without a clear mission and goals, Hammergren (1984) warned that detention will become all things to all segments of the juvenile justice system. In some jurisdictions, secure detention is a convenient alternative to the court-wide range of troubling youth. Schwartz, Fishman, Hatfield, Krisberg and Eisikovitz (1986) specifically point to the problem of confusion of function as a culprit for the overuse of detention.

In a recent analysis of the problems in the administration of juvenile detention, Kihm (1981) states that detention management is the most difficult job in the juvenile justice system. The reason for this difficulty stems from "the framework of contradictions" within which detention must operate.

While Kihm lists several kinds of problems associated with these contradictions the importance of his work is its focus on the difficulties created by the absence of a clear definition of detention. It is the confusion linked to contradictory definitions that is the central problem for juvenile detention administrators.

### Recommendations

The confusion of function ranks even above the perennial problems of crowding, the lack of funding, and the lack of adequately trained personnel. The National Conference (1947) recommended four distinct solutions to the confusion of function: 1) detention must have a clear definition; 2) there should be controls on intake in the form of guidelines or criteria; 3) there should be cooperation between children's agencies to divert youths into alternative programs who do not require secure detention; and 4) there should be a well-organized network for transferring youths to the appropriate placement. The intent of these solutions is to open detention to those youths who really need secure, temporary custody.

Despite these straightforward recommendations, the confusion of function persists.

The National Juvenile Detention Association (NJDA) reported that the absence of clearly defined standards for detention services permits the use of subjective reasons for incarceration which range from punishment to protection ("Studies Charge," 1982). In an analysis of detention programs, Carbone (1984) pointed to the lack of a mission statement as the central problem preventing effective detention programs. Confusion of function also means that the field continues to ignore questions about a uniform definition. With no curricula nor training programs required of detention administrators, the day-to-day administration of detention is marked by a lack of consistency (Gallas, 1985). The absence of administrative uniformity has been identified by Norman (1946), more recently by Pappenfort and Young (1980) and Hughes and Reuterman (1982); Hughes, Reuterman & McGibany (1982); Reuterman & Hughes, (1984); Reuterman, Hughes & Love, (1971)), and currently by Parent, et al. (1994).

### What Are the Functions of Detention?

Two themes make up the conflicting parts of juvenile detention paradox. First, detention restrains and inhibits a youth's freedom or liberty through placement in a locked institution or a physically restricting environment or other levels of custody and supervision. This function is called preventive detention (cf., *Schall v. Martin*). Second, detention is also one of the services associated with the juvenile court. When detention services include helpful programs for the diagnosis, remediation, or restoration of the juvenile offender, this function is called therapeutic detention.

Hughes and Reuterman (1980, 1982) addressed this issue in a national survey of detention administrators. Starting from the assumption that a definition of juvenile detention should incorporate both functions, the "ideal" definition placed primary emphasis on custody (preventive detention) and a secondary emphasis on rehabilitation (therapeutic detention). Their findings reveal an interesting perception of juvenile detention. One-third of the detention administrators agreed with the ideal definition,



whereas approximately 37% indicated that custody is the single and exclusive function of detention. Some detention administrators exclude the therapeutic detention concept as a legitimate function of detention.

### *Preventive Detention*

The earliest studies of juvenile detention identify security and a physically restricting environment as consistent and universal characteristics of juvenile detention (Warner, 1933). These are the essential characteristics of preventive detention. The preventive function is the easier to understand because it is consistent with the meaning of the word "detention." The dictionary definition of detention means "a keeping in custody or confinement." Custody means "a guardian or keeping safe; care; and protection." The implications for preventive detention are that detention is a form of custody that prevents certain things from happening in order that some other forms of protection or keeping can occur.

What are the goals preventive detention? There are differences of opinion regarding how many goals are included in the preventive detention function. However, three general themes emerge:

- 1) Detention provides a reasonable assurance to the juvenile court that the youth will be available and present for court hearings and other legal matters (detention *prevents* absconding, running away, or a failure to appear before the court).
- 2) Detention is used to prevent harm (or to protect) the juvenile offender, the family, and/or the community.
- 3) Detention is used to prevent the juvenile's re-offending during the legal process (Pappenfort & Young, 1980).

While there is little doubt that protection of child and protection of the community (or public safety) are universal goals expressed in the detention literature, is preventive detention the exclusive function of juvenile detention?

### *Therapeutic Detention*

The word "therapeutic" is sometimes misleading. While preventive detention may stop or disrupt certain behaviors or actions, the nature of therapeutic detention is to start or cause certain events to take place. Therefore, therapeutic detention could also be called "educative detention," "helpful detention," or "proactive detention." This function examines those things that detention can do to help the juvenile achieve the preventive detention goals of protecting the offender, family, community, and to prevent re-offending.

While the ultimate goal of therapeutic detention is not the complete rehabilitation of the juvenile offender, detention should be seen as the place where the process begins (Brown, 1983; Previte, 1994). The term "therapeutic" is associated with the programs and services provided juvenile court. The range of services may include youth services bureau involvement, restitution programs, informal probation, electronic surveillance, foster care, probation, home detention, or institutional placement, and all of these may include a referral for an extensive range of mental health services.

The basis for the therapeutic detention rationale is the emphasis on diagnosis and observation. Tappan (1949) specifically lists clinical observation as an important reason for detention. The court needs information regarding the juvenile, the home environment, and peers in order to make an informed decision about the future of the juvenile. Short-term detention has been used as an opportunity to accomplish this task (Cohen, 1946; Lenz, 1942; National Conference, 1947; Norman & Norman, 1946; Norman, 1946, 1949, 1951, 1957, 1961). The diagnosis and observation themes are so common that most juvenile codes include them as a rationale for detention. It is this concept that created much of the conflict in the definition of detention goals.

It is difficult to know exactly when the conflict began. The confusion of function (goals) began to appear in the detention literature over 50 years ago. Like many of the critical issues in juvenile detention, the debate about the goals of detention was articulated by

Sherwood Norman. Our present understanding of the preventive detention versus therapeutic detention controversy is a result of the national surveys conducted by Drs. Tom Hughes and Nick Reuterman. Even though all therapeutic concepts within juvenile detention have their origins in the philosophy of the juvenile court, the diagnosis and observation rationale may have had the greatest impact on the professionalization of staff, services, training and programming.

### Balanced Approach

Preventive detention and therapeutic detention are not mutually exclusive. However, the lack of consensus about juvenile justice philosophy and policy direction sustains the tension between these two functions; and until the action of NJDA to establish a national definition of detention, the confusion of function was the major obstacle to a definition of detention. The problem was the inability of practitioners to integrate these two sets of detention goals and to find a balance between them in daily practice.

The critical areas of practice addressed in the NJDA definition of juvenile detention moves the profession towards the goal of adopting a more "balanced approach" to detention services. Such an approach acknowledges the value of including, to some degree, an entire set of principles for community protection, accountability, competency development and/or treatment, and individualized assessment and classification. In describing the balanced approach concept, Maloney, Romig, and Armstrong (1985) suggest that all the particular circumstances of the delinquent act (the defender's culpability and other social/psychological factors of the youth) will play a determining role in exactly how the system responds. A policy decision to consider the possible relevance of each principle in each case is a significant step forward, and it avoids the rather extreme remedies that characterized both ends of the pendulum's swing during the past two decades.

### Place Versus Process Argument

Using the preventive and therapeutic functions as the goals of detention, another controversy arises regarding the objectives of detention or the way in which it goes about meeting or achieving these goals. There are two different ways of representing the objectives of juvenile detention. One way is more restricted and narrow in its focus, the other is quite broad and flexible.

Let's use the game of golf as an example. If your goal is to shoot a low score and if your golf skills are as good as they will ever be (meaning we'll hold your ability as a constant), there are a range of variables that will affect your score. These variables include: course selection (you want to choose a course that fits your golf skills), weather (wind, rain and cold weather make golf more difficult), club selection (golfers are allowed to carry 14 clubs but there are over 20 different clubs to choose from), and mental attitude (good golf is a challenging activity, requiring concentration and a positive mental attitude). As each of these variables changes, the good golfer is flexible enough to adapt to the conditions.

What would happen if someone were to control these variables so that you had to play a very challenging golf course on a cold, wet, and windy day with only a driver and a putter in your golf bag in front of a gallery of your severest critics with your job on the line? By narrowing the alternatives available to you, the task is made significantly more difficult; you must work significantly harder to achieve the same results; and the increased stress and pressure will probably reduce your ability to perform. If given the choice, you would not choose this particular arrangement for golf. Much of the place versus process controversy in juvenile detention is similar to this analogy. Juvenile detention is being forced to play the game under very difficult conditions with severely restricted options.

Many years ago, the National Council on Crime and Delinquency (NCCD) suggested that juvenile detention should be understood as a process, not as a place (Norman, 1961). Recent problems regarding the overcrowding

Juvenile detention facilities call attention to the definition and mission of juvenile detention. While overcrowding is a function of several variables, Dunlap (1993) uses the place versus process controversy as the focal point for evaluating successful versus unsuccessful responses to overcrowding. Dunlap links overcrowding (and system-wide failures to reduce its negative effects) to an organization that defines juvenile detention as a place. The systems that have successfully addressed the increases in juvenile delinquency without overcrowding juvenile detention are systems that view detention as a process. As the pressures on juvenile justice and juvenile detention continue to increase, detention as process offers more alternatives and greater flexibility.

From the perspective of how detention systems are organized, the place versus process controversy is particularly relevant. If the system defines detention as a place, then the physical plant becomes the focus of detention services, and incarceration is the primary intervention strategy for the system. While detention frequently serves as the focal point for juvenile justice interventions through an emphasis on the brokering of services, incarceration is a very expensive alternative. In light of public pressures for increased incarceration, operational costs may become overwhelming. As an example, one county in New Jersey eliminated juvenile detention because of the excessive cost of its operation.

### Detention as Place

References to juvenile detention as a place emphasize the physical structure of detention, the building, and its physical characteristics, such as security hardware, square footage, furnishings, and sanitation. References to place also denote the objective characteristics of detention. Place focuses on the "what" of juvenile detention, and it includes the development of administrative and operational rules and regulations expressed in policy and procedure. Detention as place is a more narrow and limited definition commonly associated with greater costs of care and increased liability.

Detention as a place is a passive concept. It is the object or outcome of juvenile court action.

When the demands increase for greater use of detention, the detention as place argument focuses on the increase in secure beds or the increase in capacity. The operation of a detention facility becomes the primary concern of the court, and detention is the place from which all other options for youth evolve. Detention as place is best captured by the aphorism: "If a hammer is the only tool in your tool box, soon all your problems will start to look like nails."

### Detention as Process

References to detention as process focus on the "how" of detention or the detention experience. Key words reflective of process are intensity of services, quality of care, quality of staff and their relationships with youths and families, and philosophy of detention. From an organizational perspective, process moves juvenile detention beyond a single building or entity and suggests a wide range of services under the "umbrella of detention." Detention as process is associated with references to graduated sanctions, a continuum of care, and the least intrusive but most appropriate option.

Detention as process is an active concept. Detention refers to the act of providing care, custody, and restrictive supervision. This custody can occur in a wide range of fashions so that there is a match between the custody needs of the individual youth and the ability of juvenile detention to achieve its goals (insuring the youth's presence at trial; providing protection to the youth, community, and family; and preventing re-offending during the legal process). The range of custody options available to the court appears to be limited only by the creativity of the leadership and by clear policy direction within the juvenile justice system.

When a wide range of custody alternatives exists, detention becomes a question of matching the level of restrictiveness with the detention needs of the offender. This concept is called a continuum of services or continuum of care. Detention becomes a series of alternatives available within the continuum instead of being the single focus or departure point for all juvenile justice services. Detention as process includes detention as place as one component

of the continuum of care.

The standards movement by ACA is a critically important component of the "what" factor. However, the standards have not been instructive regarding how to implement successful detention (Roush, 1989). This imbalance has been documented by the OJJDP Conditions of Confinement Study (Parent, et al., 1944) that indicates little correspondence between conformance with nationally acceptable standards and improved conditions of confinement.

Effective detention safeguards the health, safety and well-being of staff, residents, and the public. Practitioners understand that process issues are more influential in affecting safety and security within a juvenile detention setting than are policies and procedures. A balanced approach includes both.

### Graduated Sanctions

The OJJDP plan (Wilson & Howell, 1993) identifies three levels of graduated sanctions: immediate sanctions, intermediate sanctions, and incarceration. *Immediate sanctions* are nonresidential community-based programs located in or near the juvenile's home that maintain community participation in program planning, operation and evaluation. First-time delinquent offenders and nonserious repeat offenders generally are targeted for this type of sanction. Examples of immediate sanctions programs are as follows: juvenile court diversion, informal probation, school counselors serving as probation officers, probation, home probation, mediation, community service, restitution, day treatment programs, alcohol and other drug-abuse treatment (outpatient), mentoring programs, and family preservation programs.

*Intermediate sanctions* are for those offenders who are inappropriate for immediate sanctions or who have failed to respond to an immediate sanctions program. These include: regular drug testing, weekend detention, intensive supervision probation, alcohol and other drug abuse treatment (inpatient), outdoor challenge programs, community-based residential programs (group electronic monitoring, boot

camp (see Taylor, 1992), and staff secure detention. *Incarceration* includes secure detention, specialized residential treatment, training schools, youth ranches, residential placement institutions, and transfer to adult court jurisdiction.

### Continuum of Care

For years, juvenile justice practitioners have complained that juvenile detention is the mainstay of the local juvenile justice system, and misfortune has accrued because incarceration has been the only answer for all problems facing the juvenile court (Hammergren, 1984). As far back as 1946, the service component of the juvenile justice system was defined as a continuum. Juvenile justice practitioners schooled in this train of thought welcome the OJJDP plan because graduated sanctions are another way of defining a continuum of care. Those states and local jurisdictions that have exemplary programs and services for juvenile offenders incorporate a continuum of care as a significant portion of the intervention strategy (Armbruster, Abbey & Schwartz, 1990).

The Center for the Study of Youth Policy at the University of Michigan concludes that the existence of a continuum of services provides community protection and public safety in a cost-efficient manner. Massachusetts was the pioneer in creating community-based alternatives for delinquents. Since its transition to a community-based continuum of services, the number of juvenile offenders going into the adult correctional system has dropped from 35% to 15%. Similar positive results have been experienced through the development of a continuum of community-based services in Utah (Armbruster, Abbey & Schwartz, 1990).

On the local level, the best example of a continuum of services is the Jefferson County (Kentucky) Juvenile Services Division, an executive branch of county government, developed by Earl Dunlap and Hon. Mitch McConnell to include a wide range of community-based alternatives ranging in various degrees of restrictiveness. Used on the pre-adjudicatory level, the juvenile court judge made the detention decision, and the Juvenile Services staff

conducted a risk assessment and placed the juvenile in the appropriate program in accordance with the policy and placement guidelines collaboratively established by the court and the county.

The ability to manage resident movement within the continuum of services resulted in a very low number of detention days care in the Jefferson County Youth Center (JCYC). JCYC was regularly below its rated capacity (fre-

quently at 50% capacity), a rare phenomenon for a metropolitan detention center with a history of overcrowding (Kihm, 1981). This program concept is still used as a model for other local juvenile justice systems; it earned Jefferson County the status of a National Resource Center by the ACA; and OJJDP technical assistance projects continue to include references to the Jefferson County model.

Table 1

Sample Continuum of Care

Low	Big Brothers/Big Sisters
	After School Programs
	After School Employment
	Drop-In Centers
	Street Outreach Workers
	Mentor Programs
	Informal Probation (No Probation Officer Assigned)
	Informal Probation (Supervision by Adult Friend or Relative)
	Informal Probation (Supervision by Allied Agency, e.g., Scouts)
	Alternative Education Programs
	Community Services (Health, pregnancy, crisis intervention, etc.)
	Foster Home Placement
	Volunteer Probation
	Probation
	Restitution
	Attendant Care or Holdover
	Group Homes: Parent Model
	Group Homes: Staff-secure Diagnostic
	Group Homes: Staff-secure Treatment
Medium	Family Preservation Programs
	Alcohol and Other Drug Treatment (Out-patient)
	Nonresidential Boot Camps
	Intensive Probation
	Tracking Probation
	Tracking Probation <i>Plus</i> (Staff-secure detention bed available)
	Home Detention
	Electronic Monitoring
	Intensive Day Treatment
	Alcohol and Other Drug Treatment (Inpatient)
	Nonsecure Detention
	Periodic Detention
	Weekend Detention (Detained Friday through Sunday Evening)
	Post-Dispositional Electronic Monitoring
	Short-term, High Intensity Residential Boot Camps
	Specialized Residential Treatment
	Training School
	Secure Detention
High	Training School: Maximum Security Unit
	Adult Detention (Jail)
	Adult Corrections (Prison)

Note: The order of appearance of programs and services represents a general estimate of the level of intervention or restrictiveness. Individual programs may vary in intensity from one jurisdiction to another.

**Mentor Programs.** Mentors or proctor-advocate programs allow individual youth to live in the homes of professional staff who act in a surrogate parent capacity. Mentors advocate for youth and provide positive behavior modeling. The residential component distinguishes these programs from typical mentoring programs, such as Big Brothers/Big Sisters.

**Group Homes: Parent Model.** In addition to the traditional parent model for group homes where house parents or foster parents provide services to six or fewer youths who attend community schools, two additional variations are worth consideration.

**Group Homes: Staff-Secure Diagnostic.** Using 24-hour supervision by professional staff, 12 or fewer youths reside in such homes. Youths are placed in these homes while a more permanent placement is being developed. Along with assessing youths for treatment placement needs, youths are also oriented and their attitudes are prepared for the treatment placement assignment.

**Group Homes: Staff-Secure Detention.** Using 24-hour supervision by professionally trained staff, 12 or fewer youths live in such homes. Youths may attend community schools, but usually, education is provided on the premises, given the security risks.

Community-based, staff-secure detention accounts for about half of the annual detention admissions in the State of New York. Virtually every county has access to community-based detention programs, and these programs are an integral part of the detention system. Some localities use community-based detention exclusively for status offenders and others exclusively for delinquents. Due to its nonsecure nature, some community-based detention programs mix the two populations.

On the basis of the New York experience, there are several elements crucial to the success of a community-based, staff-secure detention program. The mission of the program must be clear. The intake screening process must be designed to admit legally eligible youths who do not require a higher level of restrictive care. Frequent mistakes in this area will doom the program.

It is, of course, the rare community that welcomes a nonsecure residential facility in its midst. Efforts to educate the community about the mission of the facility are critical. Linkages must be made, preferably by written agreement, with community agencies (health, education, mental health, and emergency services) which provide services to the facility on an ongoing, or as needed, basis.

**Intensive Day Treatment.** Intensive day treatment programs consist of highly structured and focused daily activities for youth. Structured programs may be eight to 15 hours long and include evenings and weekends. Family participation is required, and youths live in their own homes or foster homes. Program content varies but includes some or all of the following: education, vocational development, specialized counseling (sex offense, substance abuse), family counseling, leisure time activities, community projects, wilderness experiences. Programs occur at various locations, including the detention center, a public school, or a community center.

**Intensive Family Preservation Programs.** Family treatment or preservation, such as Washington's Home Builders and Michigan's Families First, are programs where youths live at home and an extensive range of highly intensive services and resources are brought into the home in order to maintain and strengthen the family unit. This is a short-term, high-impact program designed to work with families from 10 to 30 hours per week for 30 to 60 days. Family preservation caseworkers are usually assigned to no more than two families at a time.

**Intensive Probation.** Intensive probation provides increased daily contact with youths, usually at least two to three daily contacts. Specially trained probation officers know each youth's schedule of activities and whereabouts at all times. Youths are required to "check in" personally (normally there is one "face-to-face" contact daily) or by telephone and to review their schedule of the day's activities. Intensive probation officers often work with the families. Intensive probation is a popular alternative to secure detention or to dispositional placements. This model can also be used for high-risk youths on aftercare status.

**Tracking Probation.** Tracking probation is a variation of intensive probation. Instead of one to three daily contacts, youths assigned to tracking probation are usually required to have four or more contacts with the tracking probation officer (tracker), and more than one of these contacts may be "face-to-face." Similar to intensive probation, two philosophies of tracking have evolved. First, because of the intensive contact, some jurisdictions use tracking as a therapeutic intervention strategy with youths and their families. Second, increased tracking caseloads means that most trackers have only enough time to provide the basic monitoring functions. In these instances, trackers become surveillance officers or enforcement officers or "bird dogs." In either case, tracking provides an increased level of accountability for youths on probation.

**Tracking Probation Plus.** Tracking Probation Plus is a variation on tracking probation that includes a staff supervised short-term bed for youths who lose control while on regular tracking probation. The availability of such a bed can eliminate the need for temporary detention or other secure placement. Youths generally return to the regular tracking probation within one to three days.

**Boot Camps.** Military-style boot camps that emphasize order, discipline, and hard work are an intermediate sanction prior to the use of the more costly secure institutions. They fit within the graduated sanctions concept (Wilson & Howell, 1993), plus they have a sensational or glamorous appeal to politicians and elected officials who see boot camps as a way to "get tough on juvenile crime." To understand the boot camp as applied to juvenile justice, ACA studied the concept and recommended the following program components: academic and vocational education, substance abuse treatment, experiential education, social skills training, and values clarification in addition to the aforementioned concepts of exercise, structure, and discipline (Taylor, 1992). Some promising examples of these principles are: the Eckerd Family Youth Alternatives in Florida; Camp Roulston based in Richmond, Ohio and operated by the North American Family Institute, Inc.; and the Green River Boys' Camp operated by the Kentucky

Department of Social Services.

These programs do not address the two significant criticisms of boot camps. First, research studies show no differences in the recidivism between offenders who served time in a shorter shock boot camp program and those in traditional incarceration nor between those who were given a sentence of probation with no incarceration (Morris, 1993). While boot camps may be less expensive to operate, they are no more effective than incarceration nor probation. Second, on a conceptual level, the military-style boot camp model that encourages staff to act like "drill sergeants" (yelling orders, berating youths as a form of motivation, and physical intimidation) may set the stage for an abuse of power by encouraging aggressive behaviors by both staff and juvenile offenders (Morash & Rucker, 1990). Some juvenile justice experts believe that adults in a boot camp program model the wrong types of problem-solving behaviors for delinquent youths.

**Non-Residential Boot Camp.** Mel Brown (1994) devised a creative alternative to the traditional boot camp concept that combines the services of the local juvenile court and the public schools. Juvenile offenders assigned to the program live at home and attend the local public school. Parents must make a commitment to get the youths to the program and to participate in family counseling activities. Juveniles report to the school at 5:30 a.m., participate in calisthenics, shower, and eat breakfast, while under the supervision of court staff. They attend the regular school day and report back to the program when school is over. A program of calisthenics, tutoring, supper, and counseling runs through 8:00 p.m. when court staff transports the youths home. An Aftercare Worker monitors the youths by telephone between 8:30 p.m. and midnight to make sure that they are at home. This component is similar to intensive probation. Costs are minimal (morning and evening staff, meals, and transportation), and the program does not involve a resident placement. Youths who violate the program contract are placed in secure detention pending further court action.

**Specialized Residential Treatment.** Therapeutic or specialized residential treatment pro-

grams address homogeneous populations, such as sex offenders, teen prostitutes, and substance abusers. These programs can take the form of professional, staff-secure group homes or small (up to 12 beds) or self-contained residential programs within larger institutions.

**"Draw Down" Programs.** Behavior management "draw down" programs operate in secure detention facilities and are systematic way to reinforce appropriate institutional behavior by providing an opportunity for detainees to move to a lesser restrictive placement, when appropriate. These programs require the continuum of services to be under one agency's control so that the placement of a youth in the appropriate alternative is an administrative function supported by the court. In this manner, youth may earn the opportunity to move from secure detention to staff-secure detention that results in a more appropriate level of service and a more cost-efficient use of resources. The "down" component is one-way because movement down from greater to lesser security does not require a due process hearing.

**Periodic Detention.** Eskridge and Newbold (1993) describe a variation on the home detention and weekend detention strategies. Periodic detention (PD) was pioneered in New Zealand and is the oldest and probably the most successful of the country's noncustodial alternatives. It is also one of the most popular, accounting for 35% of all those on community sentences. PD began in 1963 as a form of weekend confinement for juveniles. It has since been extended to adults, and its residential component has been dropped in an attempt to cut cost. Today, the sentence allows for a periodic detainee to be kept in custody of a PD ward for up to 9 hours on any one day and for up to 15 hours per week, for up to 22 months. In practice, the bulk of periodic detainees reports at a PD work center each Saturday. Accompanied by a PD warden, they go out in gangs of about 10 to work, unpaid, on community projects such as cutting scrub, picking up trash, and cleaning government buildings.

## Summary

The challenges to the future of juvenile justice include the building of coalitions, the increase in discretion, and the dissemination of

effective practices to overcome years of mismanagement (Fabelo, 1992). In almost every instance of projecting the future of juvenile justice, coalitions are seen as vital to its long-term effectiveness; and several models of collaboration have been identified (Roush, 1993). Also, the National Juvenile Detention Association, through a grant from OJJDP, has assembled a manual of effective and innovative program ideas for juvenile detention and corrections (Roush & Wyss, 1994). The only component of Fabelo's triad that needs additional attention is the increase in discretion. Detention as process increases discretion by increasing the number of choices available to the court.

Detention as process can be criticized as a "net widening" strategy, and this is a valid criticism. Of course, it applies to all pre-detention programs and services. However, in those jurisdictions where detention as process was used within a continuum of services as a problem-solving approach to overcrowding and dangerous conditions of confinement, "net-widening" did not arise as an issue. Overcrowding, and deteriorating conditions of confinement are sufficient concerns, and they are indicative of other problems far more ominous than "net-widening."

When the leadership in juvenile justice uses detention as process to shape a positive and proactive response to contemporary problems, several critical questions must be answered:

- Is there a vision, philosophy, policy, and mission that drives the juvenile justice system?
- Do isolated incidents of crisis management drive policy or does an engaged community shape public policy?
- Does the juvenile justice system promote a child-centered, family-focused neighborhood and community-based approach?
- Does the policy direction promote the least intrusive and least restrictive appropriate alternative to an incarcerated setting?
- Is detention a process or place; are



there alternatives to detention or is detention the alternative?

The future of juvenile justice may depend on the ability of its leaders to generate new or innovative strategies for solving problems. Whether this is called a "rethinking," a transformation, a "recreating," or a new paradigm of juvenile justice, one thing is clear: effective strategies will require different approaches to contemporary problems. Detention as process, while not a new idea, offers a different and innovative way of looking at juvenile detention and its problems.

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190661

**Jurisdictional Team Training**  
Tippecanoe County, Indiana  
July 17-18, 2001

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## MANAGING RISKS

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### Note-Taking Guide & Handouts

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Points of view or opinions in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice.

## Steps Before Developing Instrument

1. Develop consensus on dangers of running a over-crowded facility.
2. Develop consensus on purposes of secure detention.
3. Develop consensus on detention admissions criteria.
4. Develop a consensus on procedures for administering the risk assessment instrument.
5. Develop capacity to collect and analyze accurate intake data.
6. Develop a consensus on who will make decisions on individual placements.

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NJDA

## Elements of Instrument

1. Seriousness of current charge.
2. Prior adjudications for delinquent acts.
3. Current legal status (e.g. active probation case).
4. Prior court, detention/placement history (failure to appear for court hearings).
5. Other jurisdictional-specific factors.
6. Over-ride: Concrete explanation of why scoring of risk assessment instrument was not followed. Be wary of automatic over-rides.

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NJDA

## Risk Assessment Instrument

### Should:

- A. Contain all essential elements.
- B. Separate youth into three categories.
  - Eligible for Immediate full release.
  - Eligible for placement in non-secure alternative.
  - Eligible for placement in secure detention.

### Should not:

- C. Inadvertently promote racial disparity

S-7



## Field Testing the Instrument

**Retrospective Testing** - applied to a three to six month sample of youth who were detained in secure detention.

**Prospective Testing** - applied to a two to three month sample of new intakes

Who would have been released or released to an alternative if the results of the risk assessment had been followed?

Who would have been eligible for placement in secure detention?

S-8



## Monitoring Implementation

1. Have the characteristics of the youth detained in secure detention become more consistent?
2. Has the population of secure detention been reduced?
3. Are low risk youth released or are they placed in alternative programs?
4. Are youth who would not have been placed before the implementation of risk assessment being placed in alternative programs? Is there widening of the Net?
5. How are over-rides being used? How many over-rides? For what reasons?
6. Have pre-adjudication re-arrest rates and/or failure to appear rates changed?
7. If necessary, modify instrument based on results of monitoring.

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# SANTA CRUZ COUNTY JUVENILE HALL

## SUGGESTED BOOKING CRITERIA

### TO ALL LAW ENFORCEMENT PERSONNEL:

The Juvenile Hall will accept all bookings that are lawful and have custody time attached. This document is a guideline to help officers make a decision in the field to cite or not. If the decision is to book the minor in the Juvenile Hall please ensure that the written Statement of Probable Cause for taking a minor into temporary custody required by Section 626.5 of the Welfare and Institutions Code is provided to the probation officer upon delivery of the minor. Minors without this documentation cannot be admitted to Juvenile Hall.

◆ The following criteria are recommended for booking:

1. Felony offenses involving one or more of the following:
  - A. Any 707(b) offense
  - B. Crimes of violence (e.g., manslaughter, grossly negligent discharge of firearm, etc.)
  - C. High speed chases (driver only)
  - D. Sexual offenses
  - E. Burglary first degree
  - F. Auto theft
  - G. Robbery
  - H. Possession for sale/sale
2. Misdemeanor or felony offenders who present a serious threat of significant physical harm to themselves or others (e.g., possession of a firearm, serious resisting, false imprisonment, serious brandishing, possession of explosives, violations of 647.6 - child annoyance, and driving under the influence).
3. Escapees or absconders from a commitment program, probation supervision, home supervision, furlough, electronic monitoring or the minor is the subject of a warrant for Failure to Appear.
4. Misdemeanor or felony offenders who cannot be identified in the field by the arresting officer, or if there is no responsible adult to whom minor can be released pursuant to your Law Enforcement Agency's policies.
5. The minor is charged with burglary second degree, grand theft, vandalism with damage exceeding \$1000, any offense involving felony drug possession,

and

one of the following must be present

- A. Minor has a record of failure to appear at Court hearings after being properly notified;
- or
- B. Minor has a record of law violations committed while pending Court;
- or
- C. Minor is currently pending other unrelated charges.

NOTE: Please feel free to call the following numbers for additional information or to ask any questions in regard to Juvenile cases you are dealing with:

408/ 454-3835 (weekdays)

or

408/ 454-3812 (after hours)

SACRAMENTO COUNTY JUVENILE HALL  
PRETRIAL  
DETENTION ADMISSION CRITERIA

TO ALL LAW ENFORCEMENT PERSONNEL:

In order to assist in your decision to book rather than cite, please consider the following:

- Ensure that the written Statement of Probable Cause for taking a minor into temporary custody required by Section 626.5 of the Welfare and Institutions Code in conjunction with Juvenile Court Local Rule 101 is provided to the Probation officer upon delivery of the minor. Minors without this documentation cannot be admitted to Juvenile Hall.
- 1. Felony offenses involving one or more of the following
  - A. Any 707(b) offense
  - B. Crimes of violence (e.g. manslaughter, grossly negligent discharge of firearm, etc.)
  - C. High speed chases (driver only)
  - D. Series of 3 or more separate offenses (e.g., 3 burglaries second degree, 3 victims, etc.)
  - E. Sexual offenses
  - F. Burglary first degree
  - G. Auto Theft
  - H. Robbery
  - I. Possession for sale/Sale
- 2. Misdemeanor or felony offenders who present a serious threat of significant physical harm to themselves or others (e.g., possession of a firearm, serious resisting, false imprisonment, serious brandishing, possession of explosives and violations of 647.6-child annoyance.)
- 3. Escapees or absconders from a commitment program, Probation Supervision, Home Supervision, Furlough, Electronic Monitoring of the minor is the subject of a Warrant for Failure to Appear.
- 4. Misdemeanor or felony offenders who cannot be identified in the field by the arresting officer, or if there is no responsible adult to whom minor can be released pursuant to your Law Enforcement Agency's policies.
- 5. The minor is charged with burglary second degree, grand theft, vandalism with damage exceeding \$1,000, any offense involving felony drug possession,  
  
and  
one of the following must be present
  - A. Minor has a record of failure to appear at Court hearings after being properly notified;  
or
  - B. Minor has a record of law violations committed while pending Court;  
or
  - C. Minor is currently pending other unrelated charges.

NOTE: If you have any questions about these criteria or you feel there are compelling circumstances that justify custody of a minor who does not meet these criteria, please call Juvenile Hall Intake at (916) 875-5187.

(Revised: 6/27/94)  
(Updated 1/28/97)



# SANTA CRUZ COUNTY JUVENILE DETENTION SCREENING RISK ASSESSMENT

Minor's Name:	Sex:	Race:	Case#:
Name of Rater:	Age:		Book#:
Assigned PO:	Dob:		Date:
	SSN:		Time:

**OFFENSES:**

AREA 1. MOST SERIOUS INSTANT OFFENSE ( Arrest warrants are scored as the offense )	SCORE
a. Any 707(b) offense.....	10
b. Loaded Firearm.....	10
c. Felony crimes of violence.....	8
d. Felony sexual offenses.....	7
e. Felony high speed chase (Driver only).....	7
f. Sale of drugs.....	7
g. Other felony offenses except drugs.....	5
h. Possession drug for sale.....	5
i. Possession of drugs.....	3
j. Misdemeanors.....	2
k. Probation violations.....	0

AREA 2. WARRANTS Surrendered (0-3) Apprehended (0-5).....

**AREA 3. LEGAL STATUS.**

a. Pending Court (petition has been filed).....	6
b. Ward - last sustained offense within 3 months.....	4
c. - last sustained offense 3 months/1 year.....	3
d. - last sustained offense > 1 year.....	2
e. 654/725.....	2
f. Transfer in-custody for dispo (score for sustained offense).....	
g. None.....	0

**AREA 4. RISK OF FTA AND REOFFENSE**

a. Previous 871.....	2 points each.....	
b. Previous FTAs.....	0-3 points each (never to exceed 3 points).....	
c. Pending referrals.....	0-3 points each (never to exceed 3 points).....	

**AREA 5. RISK OF NEW OFFENSE**

a. Previously sustained new offense while pending court 3 points.....	
---	--

**AREA 6. MITIGATING FACTORS (Can decrease by 1 to 3 points - specify)**

a. Stable & supportive family or caretaker.....	-( )
b. Stability in school and/or employment.....	
c. First offense at 16 or older.....	
d. No arrests within the last year.....	
e. Other (please specify below).....	

**AREA 7. AGGRAVATING FACTORS (Can increase by 1 to 3 points - specify)**

a. Witness intimidation.....	
b. Runaway behavior from home.....	
c. Victim threats.....	
d. Poor or no attendance at school.....	
e. Multiple offenses.....	
f. Other (please specify below).....	

**AREA 8. MANDATORY DETENTION CASES (Current Case)**

THESE CASES ARE TO BE AUTOMATICALLY DETAINED

a. Escapee from county institutions.....	b. Abscond from placement
c. Home Supervision Arrest.....	d. Placement failure
Fresh arrest while on H. S.....	e. Pickup & Detain

**DETENTION DECISION (Check)**

Release without restriction (0-5 points)	
Release without restriction or Home Supervision release (6-9 points)	TOTAL SCORE
Detain (10 or more points)	

**OVERRIDE: (STATE REASONS)**

Sacramento County  
PRE-TRIAL JUVENILE DETENTION RISK ASSESSMENT

Name of Minor:	Date of Birth:
X-Reference Number:	Screened By:
Statute:	Screening Date:

Instructions: Complete the entire assessment for all minors, including mandatory detainees. Score for each factor below and enter scores in the right hand column. Select only one score per factor.

FACTOR	SCORE
<b>1. MOST SERIOUS INSTANT OFFENSE (SCORE D.A. ARREST WARRANTS AS AN OFFENSE ONLY)</b> <input type="checkbox"/> Any 707(b) offense 10 <input type="checkbox"/> Felony crimes of violence 8 <input type="checkbox"/> Felony sexual offenses 7 <input type="checkbox"/> Series of three or more separate felony offenses 7 <input type="checkbox"/> Felony high speed chase (driver only) 7 <input type="checkbox"/> Other felony offenses except drugs 5 <input type="checkbox"/> Sale of drugs or possession for sale of drugs 5 <input type="checkbox"/> Possession of drugs 3 <input type="checkbox"/> Misdemeanors involving violence (3 points); all other misdemeanors (2 points) 3 - 2 <input type="checkbox"/> Probation violations 1	_____
<b>2. WEAPONS ENHANCEMENT</b> <input type="checkbox"/> Possession of firearm and ammunition 2 <input type="checkbox"/> Possession of firearm (no ammunition) or other weapon 1	_____
<b>3. WARRANTS (OTHER THAN D.A. ARREST WARRANT)</b> <input type="checkbox"/> Surrendered 2 <input type="checkbox"/> Apprehended 3	_____
<b>4. LEGAL STATUS (Check only one)</b> <input type="checkbox"/> Currently on Home Supervision Program 7 <input type="checkbox"/> Pending Court 6 <input type="checkbox"/> Ward - last sustained offense within three months 4 <input type="checkbox"/> Ward - last sustained offense 3 months to 1 year 3 <input type="checkbox"/> Ward - last sustained offense > 1 year 2 <input type="checkbox"/> 554725a 2 <input type="checkbox"/> No current status but prior probation status or two or more referrals by law enforcement 1 <input type="checkbox"/> None 0	_____
<b>5. RISK OF FTA AND REOFFENSE</b> <input type="checkbox"/> Previous 571 (2 points each) 2+ <input type="checkbox"/> Previous Court FTA's (1 to 3 points) 1 - 3	_____
<b>6. RISK OF NEW OFFENSE</b> <input type="checkbox"/> Previously sustained new offense while pending court 3	_____
<b>7. MITIGATING FACTORS (CAN DECREASE BY A TOTAL OF 1 TO 3 POINTS - SPECIFY POINTS)</b> <input type="checkbox"/> Stable and supportive family or caretaker _____ <input type="checkbox"/> Stability in school and/or employment _____ <input type="checkbox"/> First offense at 16 or older _____ <input type="checkbox"/> Successful completion of furlough, home supervision or electronic monitoring _____ <input type="checkbox"/> Mitigating factors regarding warrant Explain: _____ <input type="checkbox"/> No arrests within the last year _____ <input type="checkbox"/> Other (specify): _____	_____
<b>8. AGGRAVATING FACTORS (CAN INCREASE BY A TOTAL OF 1 TO 3 POINTS - SPECIFY POINTS)</b> <input type="checkbox"/> Witness intimidation _____ <input type="checkbox"/> Runaway behavior from home _____ <input type="checkbox"/> Victim threats _____ <input type="checkbox"/> Poor or no attendance at school _____ <input type="checkbox"/> Aggravating factors regarding warrant Explain: _____ <input type="checkbox"/> Gang membership _____ <input type="checkbox"/> Recalcitrant behavior/curfew _____ <input type="checkbox"/> Misdemeanor high speed chase _____ <input type="checkbox"/> Other (specify): _____	_____
<b>9. MANDATORY DETENTION CASES (CHECK ONE BOX BELOW AND ADD "M" ALONG WITH TOTAL SCORE)</b> <input type="checkbox"/> Escaper/failure from county institutions <input type="checkbox"/> Electronic Monitoring arrest <input type="checkbox"/> Weapons-personal use of firearm in commission of felony offense <input type="checkbox"/> Abscond from placement <input type="checkbox"/> Home Supervision arrest <input type="checkbox"/> Furlough failure <input type="checkbox"/> Placement failure <input type="checkbox"/> Out of county warrant	_____
<b>TOTAL SCORE</b>	

<b>DETENTION DECISION (check):</b> <input type="checkbox"/> Detain (10 or more points) <input type="checkbox"/> Release to non-secure detention (6 - 9 points) _____ Home Supervision   _____ Shelter   _____ Other		<input type="checkbox"/> Release without restriction (0 - 5 points)	
<b>OVERRIDE DECISION (specify reason):</b> <input type="checkbox"/> Parent/Guardian refusal to pick up <input type="checkbox"/> Unable to reach parent/guardian <input type="checkbox"/> Add booking - minor already detained <input type="checkbox"/> Other (specify): _____			<input type="checkbox"/> Threat to public safety <input type="checkbox"/> Victim threats or victim resides in home <input type="checkbox"/> Courtesy Hold for: _____ <input type="checkbox"/> Likely to flee <input type="checkbox"/> Safety of minor
<b>Explain Decision:</b> _____ _____			

**COOK COUNTY JUVENILE PROBATION DEPARTMENT DETENTION SCREENING INSTRUMENT**

Screen Date: \_\_\_\_\_ / \_\_\_\_\_ 1999      Screen Time: \_\_\_\_\_ : \_\_\_\_\_ A.M./P.M.      Screener: J238 \_\_\_\_\_

YOUTH OFFICER: \_\_\_\_\_ District: \_\_\_\_\_

MINOR RESPONDENT: \_\_\_\_\_ DOB: \_\_\_\_\_ Age \_\_\_\_\_

Sex: M / F      Race: WHITE / BLACK / HISPANIC / ASIAN / OTHER      YD: \_\_\_\_\_

FACTOR      FAMILY FOLDER NUMBER      SCORE

1. **MOST SERIOUS INSTANT OFFENSE:** \_\_\_\_\_  
(Choose only one item indicating the most serious charge)
 

Automatic Transfer Cases	15
Violent Felonies — (Murder, Armed Robbery with Handgun, Home Invasion, ACSA, UUW-Gun,	15
Agg Batt - Bodily Harm, Agg Vehicular Invasion, Agg Discharge of a Firearm, Agg Battery with a firearm)	
Other Forcible Felonies — (Robbery, Kidnapping, Intimidation, CSA, Hate Crime, Agg Batt, Vehicle Invasion)	10
Other Offenses	
Felony Sale of Cannabis (Class 1 or 2 felony amount), Arson, DCS	10
PCS w/int deliver, Residential Burglary, UUW (not a gun), Possession Explosives	7
Felony Possession of Narcotics/Drugs for Sale or Other Felonies	5
Misdemeanor Possession of Narcotics/Drugs or Other Weapons Possession	3
Other Misdemeanors	2
Not Picked up on New Offense (WARRANT)	0
  
2. **PRIOR COURT REFERRALS** (Choose only one item)
 

Prior IDOC commitment	7
Prior court referral within the last 24 hour period	5
Prior court referral within the last seven days	4
Six or more total court referrals within the last 12 months (# _____)	3
One to five court referrals within the last 12 months (# _____)	2
No court referrals within the last 12 months	0
  
3. **PAST FINDINGS OF DELINQUENCY — CLOSED PROCEEDINGS** (Choose only one item)
 

Past Finding of Delinquency on a violent felony	5
Past Finding of Delinquency on a felony	4
Past Finding of Delinquency on a misdemeanor (# of findings x 1 up to a total of 3 points)	1 / 2 / 3
No Past Finding of Delinquency	0
  
4. **CURRENT CASE STATUS** (Choose only one item)
 

IPS	6
Probation (# _____) Supervision (# _____) MULTIPLE DISPOSITION DATES	5
Probation (# _____) Supervision (# _____) SINGLE DISPOSITION DATE	3
Not an active case	0
  
5. **PETITIONS PENDING ADJUDICATION** (Choose only one item)
 

3 + Petitions Pending (# _____)	3
2 Petitions Pending	2
1 Petition Pending	1
No Petitions Pending	0
  
6. **UNDER PRE-ADJUDICATORY ORDER OF HOME CONFINEMENT**

	4
--	---
  
7. **WARRANT CASES** (Choose only one item)
 

Category 1: Mandatory Detention	15
Category 2: Non-Mandatory Detention	8
  
8. **VIOLATION OF JUVENILE ELECTRONIC MONITORING**

	15
--	----

**TOTAL SCORE** \_\_\_\_\_

**DECISION SCALE**

Score 0-9	AUTHORIZE RELEASE (with notice of prioritized date for \$5-12 Conference)
Score 10-14	COMPLETE NON-SECURE DETENTION OPTIONS FORM
Score 15+	AUTHORIZE DETENTION (for minors 13 years of age and older)
	(Complete non-secure custody options for minors under 13 years of age before placement into secure detention)

**ADMINISTRATIVE OVERRIDE** (Supervisory approval is required)

☐ NO    ☐ YES    REASON: \_\_\_\_\_

**FINAL DECISION**    ☐ DETAIN    ☐ RELEASE    ☐ RELEASE WITH CONDITIONS

MR lives at: \_\_\_\_\_ Apt. \_\_\_\_\_ City: CHGO/ \_\_\_\_\_ IL/ \_\_\_\_\_ Zip: \_\_\_\_\_

MR lives with: \_\_\_\_\_ Relation: \_\_\_\_\_ Phone: 312/830/708/773/847

**Where do we send a minor whose screening score is 14 or less and whose parent(s) or other responsible adult is not willing or available to sign an affidavit of non-secure custody?**

```

graph TD
    Q1[Is the parent or other responsible adult at home, available and willing to supervise the minor and sign an affidavit?] -- YES --> Q2[Is the minor willing to go home?]
    Q1 -- NO --> E1[ ]
    Q2 -- YES --> Q3[Does the behavior involve physical or sexual abuse to a minor in the household?]
    Q2 -- NO --> E1
    Q3 -- YES --> E2[ ]
    Q3 -- NO --> E1
    E1 --> F1[ ]
    E2 --> F2[ ]
    F1 --> YES[YES]
    F2 --> NO[NO]
  
```

YES OR NO

Is the parent or other responsible adult at home, available and willing to supervise the minor and sign an affidavit?

YES OR NO

Is the minor willing to go home?


YES OR NO

Does the behavior involve physical or sexual abuse to a minor in the household?


NO OR YES

YES

NO

YES OR NO 

*Is there a shelter care bed available?*


 YES OR NO  
 Does the minor meet shelter care criteria?<sup>a</sup>

YES OR NO

HOME	OTHER RESPONSIBLE ADULT'S HOME	SHELTER* CARE	JTDC
------	-----------------------------------	------------------	------

\*Male only, ages 10-16, no known communicable diseases, not in need of medical treatment, not under the influence of drugs or alcohol, not charged with criminal sexual abuse/assault or violent felony. Minors scheduled for thirty-six hour non-secure custody hearing in Markham (Cal76) must be diverted to JTDC.

# TJPC INITIAL NEEDS ASSESSMENT

## MENTAL HEALTH STATUS

CIRCLE #  
APPLICABLE

CHECK  
APPLICABLE

### 1. Appearance of Youth

Signs of alcohol use .....	2	Low Risk	0-2 pts _____
Sign of drug use .....	2	Med Risk	3 pts _____
Anger .....	1	High Risk	4-10 pts _____
Non compliant .....	1		
Agitated .....	1		
Depressed .....	1		
Disoriented (time, place, person) .....	3		

Total Score \_\_\_\_\_

### 2. Violent Behavior

Verbal threats to others .....	1	Low Risk	0-2 pts _____
Assaultive history .....	2	Med Risk	3 pts _____
Injured person, pet, animal .....	3	High Risk	4-11 pts _____
Destruction of property .....	1		
Frequent violent episodes .....	3		

Total Score \_\_\_\_\_

### 3. History Of:

Arson, fire, starting .....	3	Low Risk	0-2 pts _____
Suicide attempts .....	3	Med Risk	3 pts _____
Sexual acting (offense, aggression, promiscuity) .....	2	High Risk	4-12 pts _____
Property destruction .....	1		
Frequent fighting .....	2		
Frequent lying .....	1		
Frequent cheating .....	1		
Frequent stealing .....	1		

Total Score \_\_\_\_\_

### 4. Peer Relationships

Described as a loner .....	1	Low Risk	0-2 pts _____
Has no friends .....	2	Med Risk	3 pts _____
Friends - negative peer group .....	2	High Risk	4-5 pts _____
Has no best friend .....	1		

Total Score \_\_\_\_\_

### 5. Disposition/self image

Mood swings - mild .....	1	Low Risk	0-1 pts _____
Mood swings - severe .....	3	Med Risk	2 pts _____
Self image - low .....	1	High Risk	3-9 pts _____
Self image - very negative/inappropriate .....	3		

Total Score \_\_\_\_\_

### 6. Identify Problems

Confusion as to sexual identify .....	3	Low Risk	0-1 pts _____
Does not "fit in" .....	1	Med Risk	2 pts _____
No direction/goals in life .....	1	High Risk	3-5 pts _____
Fatalistic .....	1		

Total Score \_\_\_\_\_

### III FAMILY STATUS

CIRCLE #  
APPLICABLE

CHECK  
APPLICABLE

#### 1. Relationships

Non supportive .....	2	Low Risk	N/A
Lack of stability .....	2	Med Risk	2 pts
Disorganized/Chaotic .....	3	High Risk	3-7 pts
Total Score			

#### 2. Parental Supervision

Poor parenting skills .....	2	Low Risk	0-1 pts
Ineffective/inadequate discipline .....	2	Med Risk	2 pts
Inconsistent expectations .....	1	High Risk	3-11 pts
Contribute/encourage delinquency .....	4		
No supervision/limits .....	3		
Total Score			

#### 3. Parental/Family Problems

Emotional instability .....	2	Low Risk	0-2 pts
Psychiatric .....	3	Med Risk	3 pts
Criminality .....	3	High Risk	4-15 pts
Substance abuse .....	2		
Family violence .....	3		
Marital discord .....	2		
Total Score			

### III ASSESSMENT AND RECOMMENDATIONS:

This is not a validated or scientific test. It is a general assessment meant to identify problem areas and service needs. The evaluator's (J.P.O.) experience in dealing with social/family problems plus common sense judgement are crucial elements to be incorporated into the final assessment and recommendation.

Children who score in 2 or 3 areas of high risk in Section I Mental Health Status; 2 or more in Section II Educational Status and one or more in Section III Family Status would appear to warrant consideration of full psychological testing.

Children scoring in similar areas as medium risk or have fewer high risks scores depending on the section may or may not be referred for testing. A judgement call by the evaluator is part of the process.

#### ASSESSMENT:

High Risk \_\_\_\_\_ Med Risk \_\_\_\_\_ Low Risk \_\_\_\_\_

#### RECOMMENDATION:

\_\_\_\_\_, (Child) is recommended for full psychological testing with the specific problems presented \_\_\_\_\_  
 \_\_\_\_\_ (Child) is not recommended for psychological testing.

Juvenile Probation Officer

Date

SACRAMENTO COUNTY  
PRE-TRIAL  
JUVENILE DETENTION RISK ASSESSMENT

Name of Minor: \_\_\_\_\_ DOB: \_\_\_\_\_  
 X-ref: \_\_\_\_\_ Screeners: \_\_\_\_\_  
 Statute: \_\_\_\_\_ Date: \_\_\_\_\_

INSTRUCTIONS: Score minor for each factor below and enter appropriate scores in the right hand column. Select only one score per factor

FACTOR		SCORE
1.	<b>MOST SERIOUS INSTANT OFFENSE (ARREST WARRANTS ARE SCORED AS THE OFFENSE)</b>	
	<ul style="list-style-type: none"> <li>a. Any 707(b) offense <span style="float: right;">10</span></li> <li>b. Felony crimes of violence <span style="float: right;">8</span></li> <li>c. Felony sexual offenses <span style="float: right;">7</span></li> <li>d. Felony high speed chase (Driver only) <span style="float: right;">7</span></li> <li>e. Series of three or more separate felony offenses <span style="float: right;">7</span></li> <li>f. Other felony offenses except drugs <span style="float: right;">5</span></li> <li>g. Sale of drugs or possession for sale of drugs <span style="float: right;">5</span></li> <li>h. Possession of drugs <span style="float: right;">3</span></li> <li>i. Misdemeanors <span style="float: right;">2</span></li> <li>j. Probation violations <span style="float: right;">0</span></li> </ul>	
2.	<b>WARRANTS</b> Surrendered (0-3)      Apprehended (0-5)	
3.	<b>LEGAL STATUS</b>	
	<ul style="list-style-type: none"> <li>a. Currently on home supervision <span style="float: right;">7</span></li> <li>b. Pending Court <span style="float: right;">6</span></li> <li>c. Ward - last sustained offense within 3 months <span style="float: right;">4</span></li> <li>d. - last sustained offense 3 months to 1 year <span style="float: right;">3</span></li> <li>e. - last sustained offense &gt; 1 year <span style="float: right;">2</span></li> <li>f. 654/725a <span style="float: right;">2</span></li> <li>g. None <span style="float: right;">0</span></li> </ul>	
4.	<b>RISK OF FTA AND REOFFENSE</b>	
	<ul style="list-style-type: none"> <li>a. Previous 871 <span style="float: right;">2 pts each</span></li> <li>b. Previous Court FTA's <span style="float: right;">0-3 pts each (never to exceed 3 pts)</span></li> </ul>	
5.	<b>RISK OF NEW OFFENSE</b>	
	<ul style="list-style-type: none"> <li>a. Previously sustained new offense while pending court 3</li> </ul>	
6.	<b>MITIGATING FACTORS</b> (Can decrease by 1 to 3 points - specify)	-( )
	<ul style="list-style-type: none"> <li>a. stable &amp; supportive family or caretaker</li> <li>b. stability in school and/or employment</li> <li>c. first offense at 16 or older</li> <li>d. no arrests within the last year</li> <li>e. other (please specify below)</li> </ul>	
7.	<b>AGGRAVATING FACTORS</b> (Can increase by 1 to 3 points - specify)	
	<ul style="list-style-type: none"> <li>a. Witness intimidation</li> <li>b. Runaway behavior from home</li> <li>c. Victim threats</li> <li>d. Poor or no attendance at school</li> <li>e. Gang membership</li> <li>f. Other (Please Specify Below)</li> </ul>	
8.	<b>MANDATORY DETENTION CASES (Current Case) -- THESE CASES ARE TO BE AUTOMATICALLY DETAINED.</b>	
	<ul style="list-style-type: none"> <li>a. Escapes from county institutions</li> <li>b. Abscond from placement</li> <li>c. Electronic Monitoring Arrest</li> <li>d. Home Supervision Arrest</li> <li>e. Furlough (failure)</li> </ul>	

DETENTION DECISION (Check)

Release without restriction (0-5 points)

TOTAL SCORE \_\_\_\_\_

Release to non-secure detention (6-9 points)

\_\_\_\_\_ Shelter

\_\_\_\_\_ Home Supervision

\_\_\_\_\_ Other

\_\_\_\_\_ Detain (10 or more points)

OVERRIDE: (state reasons)

DEPARTMENT OF JUVENILE JUSTICE  
DETENTION RISK ASSESSMENT

SSN \_\_\_\_\_  
DJJID \_\_\_\_\_  
Referral ID \_\_\_\_\_  
HRS CIS # \_\_\_\_\_

Date: \_\_\_\_\_

DETENTION CENTER Broward Detention

Record Check \_\_\_\_\_

Section I. Identifying Data

Youth's Name: \_\_\_\_\_ Date of Birth: \_\_\_\_\_ Age: \_\_\_\_\_

AKA Name: \_\_\_\_\_ Race: \_\_\_\_\_ Sex: \_\_\_\_\_ Eyes: \_\_\_\_\_

Number/Street \_\_\_\_\_

City/State/Zip Code \_\_\_\_\_

Telephone \_\_\_\_\_

Date Screened \_\_\_\_\_

Time Screened \_\_\_\_\_

Assigned Counselor \_\_\_\_\_

Program Area \_\_\_\_\_

Contacted: ☐ Yes ☐ No

School or Work Contacted \_\_\_\_\_

☐ Yes ☐ No

Alleged Offenses \_\_\_\_\_

Category \_\_\_\_\_

Parent/Guardian \_\_\_\_\_

F.S. \_\_\_\_\_

F.S. \_\_\_\_\_

Number/Street \_\_\_\_\_

F.S. \_\_\_\_\_

F.S. \_\_\_\_\_

City/State/ZIP \_\_\_\_\_

F.S. \_\_\_\_\_

Telephone, Home \_\_\_\_\_

Work \_\_\_\_\_

Law Enforcement Agency \_\_\_\_\_

Name and ID or Badge No. \_\_\_\_\_

Parent/Guardian Interviewed \_\_\_\_\_

☐ Yes ☐ No

☐ 1. Face to Face

Youth advised of right to legal counsel? ☐ Yes ☐ No

☐ 2. Telephone

Protective Services record check? ☐ Yes ☐ No

☐ 3. Unable to Contact

Current allegation of Abuse/Neglect Pending? ☐ Yes ☐ No

☐ 4. Message Left

History of Confirmed or Indicated Abuse/Neglect? ☐ Yes ☐ No

With whom:

Mother \_\_\_\_\_

Type: Physical Abuse ☐ Sexual Abuse ☐ Neglect ☐ Emotional ☐

Name \_\_\_\_\_

Relationship \_\_\_\_\_

(If available provide input on assigned counselor and status in Narrative.)

Section II. ADMISSION CRITERIA

A. Youth has been delivered and the following criteria as outlined in s. 39.044(2), F.S., indicate the youth's eligibility for detention care:

Yes ☐ No ☐

1. The youth is alleged to be an escapee or an absconder from a commitment program, a community control program, furlough, or aftercare supervision, or is alleged to have escaped while being lawfully transported to or from such program or supervision, or the child is wanted in another jurisdiction for an offense which if committed by an adult, would be a felony;

Yes ☐ No ☐

2. The youth is charged with a delinquent act or violation of law and requests in writing through legal counsel to be detained for protection from an imminent physical threat to his personal safety; (Attach documentation)

Yes ☐ No ☐

3. The youth is charged with committing an offense of domestic violence against the child's parent, sibling, spouse, or offspring and is detained as provided in s.39.042(2)(b)3, F.S., in accordance with s. 39.042, F.S., a youth may be held in secure detention for up to 48 hours if a respite home or similar authorized residential facility is not available.

Yes ☐ No ☐

4. The youth is charged with a capital felony, a life felony, a felony of the first degree, a felony of the second degree that does not involve a violation of Chapter 893, F.S., or a felony of the third degree that is also a crime of violence, including any such offense involving the use or possession of a firearm.

Factor #5 requires an affirmative answer to at least one of the qualifiers before a yes answer can be recorded (s. 39.044(2)(d), F.S.).



3.	1 felony adjudication or adjudication withheld or misdemeanor adjudications or adjudications withheld	1	—
<b>D. Legal Status</b>			
1.	Committed or detention	8	—
2.	Active community control cases with last adjudication or adjudication withheld within 90 days	6	—
3.	Active community control cases with last adjudication or adjudication withheld more than 90 days ago	2	—
<b>E. Aggravating or Mitigating Circumstances</b>			
1.	Aggravating factors (add to score)	1-3	—
2.	Mitigating factors (subtract from score)	1-3	—

The juvenile probation officer must fully document the reason for scoring aggravating or mitigating points.

**F. Detain/Release Decision**

0 - 6 points = release	TOTAL (Sum A-E) _____
7 - 11 points = non-secure or home detention	
12 or more points = secure detention	

#### Section IV. State Attorney Review/Decision (Complete based upon item #1 being appropriate)

- If the juvenile probation officer believes that a youth who is eligible for detention based upon the results of the risk assessment instrument should be released, the state attorney must be contacted to approve release (s. 39.044(1)(c)). the state attorney also may approve home or non-secure detention for a youth who scores eligible for secure detention. The juvenile probation officer must document the reasons for the recommendation in the narrative section.
- (a) State Attorney contacted? Yes ☐ No ☐  
Name \_\_\_\_\_  
(b) State Attorney decision Detain ☐ Release ☐

#### Section V. Screening Decision

Detention: Yes ☐ No ☐ Notification of Hearing: \_\_\_\_\_ Hearing Date: \_\_\_\_\_ Time: \_\_\_\_\_

Placement ☐ Secure ☐ Home ☐ Non-secure ☐ Staff-Secure ☐ Respite ☐ Release ☐

Criminal Background Check done? \_\_\_\_\_ Results \_\_\_\_\_

Release to: Name \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_ Time \_\_\_\_\_

#### Section VI. Narrative

Juvenile Probation Officer _____	Date _____	Reviewed by _____	Date _____
		Detention Review Specialist _____	Date _____



MULTNOMAH COUNTY DEPARTMENT OF JUVENILE JUSTICE SERVICES  
RISK ASSESSMENT INSTRUMENT (RAI) III

This paper form is to be used only when electronic RAI is unavailable. It must be entered into the electronic RAI as soon as it is available.

Date/time youth brought to DELH/Admissions:		Date/Time of Intake Screening:	
YOUTH'S NAME		Case #	Ref. #
		DOB:	
<b>SPECIAL DETENTION CASES</b> (CIRCLE "DETAIN" FOR ALL APPLICABLE CATEGORIES)			
Escape from secure custody		Detain	
Arrest warrant (Detain with limited exception, see definitions)		Detain	
Type of Warrant: (Check all that apply)	Fail to appear <input type="checkbox"/> Unable to locate <input type="checkbox"/> Other (specify: _____) <input type="checkbox"/>	Judicial Officer opposes release <input type="checkbox"/> Judicial Officer opposes release <input type="checkbox"/> Judicial Officer opposes release <input type="checkbox"/>	
If Judicial Officer doesn't oppose, do <u>not</u> treat as a special detention case. Screen according to policy.			
In custody youth summoned for hearing		Detain	
Court ordered (Check all that apply)	Community Detention Violation <input type="checkbox"/> Day Reporting Violation <input type="checkbox"/> Electronic Monitoring Violation <input type="checkbox"/> Law Violation <input type="checkbox"/> Probation Violation <input type="checkbox"/> Other (specify: _____) <input type="checkbox"/>	Detain	
<b>MOST SERIOUS INSTANT OFFENSE</b> (CIRCLE HIGHEST APPLICABLE SCORE)			
Intentional homicide (aggravated murder, murder)		17	
Attempted Murder or Class A Felonies involving violence or use or threatened use of a weapon (including Rape I, Sodomy I, and Unlawful Sexual Penetration I involving forcible compulsion)		12	
Class B Felonies involving violence or use or threatened use of a weapon		8	
Rape I, Sodomy I, Sexual Penetration I <u>not</u> involving forcible compulsion		7	
Class C Felony involving violence or use or threatened use of a weapon		6	
All other Class A and B Felonies		5	
All other Class C Felonies		3	
Misdemeanor involving violence, or possession, use or threatened use of a weapon		3	
All other Misdemeanors		1	
Probation/Parole Violation		1	
Other, e.g., status offense (MIP, runaway, curfew, etc.)		0	
SCORE RANGE 0 - 17		SCORE	
<b>ADDITIONAL CURRENT OFFENSES</b> (IF APPLICABLE, CIRCLE HIGHEST SCORE)			
Two or more unrelated additional current Felonies		3	
One unrelated additional current Felony		2	
SCORE RANGE 0 - 3		SCORE	

RAI

MITIGATING FACTORS		(CIRCLE ALL THAT APPLY)
Regular school attendance or employed		-1
Responsible adult to assure supervision and return to court		-1
No Law Violation referrals within past year <i>(applies only to youth with a prior history of law violations)</i>		-1
First Law Violation referral at age 16 or older		-1
First Law Violation referral (instant offense)		-1
Not on probation, first UTL warrant and unaware of warrant.		-2
No FTA warrant history <i>(youth <u>must</u> have had a delinquency court appearance history)</i>		-2
SCORE RANGE -9 to 0      SCORE TOTAL		

AGGRAVATING FACTORS		(CIRCLE ALL THAT APPLY)
No verifiable local community ties		3
Possession of a firearm during instant offense without use or threatened use		2
Reported history of runaways from home within past six (6) months (2 or more) OR 1 run away from home and 1 run from placement		1
Reported history of runaways from out-of-home placement within past six (6) months (2 or more)		2
Multiple victims in instant offense		1
Documented threats to victim/witness (instant offense)		1
SCORE RANGE 0 - 10      SCORE		
TOTAL		
		TOTAL RISK SCORE

DECISION SCALE/DECISION	OVERRIDE
Special Detention Cases <input type="checkbox"/> 12 - Over      Detain <input type="checkbox"/> 7 - 11      Conditional Release <input type="checkbox"/> 0 - 6      Unconditional Release <input type="checkbox"/>	Detain <input type="checkbox"/> Conditional Release <input type="checkbox"/> Unconditional Release <input type="checkbox"/> Approved by: _____
SUMMONS Preliminary Hearing Summons <input type="checkbox"/> Y <input type="checkbox"/> N <small>(Summons to prelim if score over 6 or youth is being released on a warrant, on a charge involving a weapon, on a UUMV charge, domestic violence, or is being placed in a shelter care placement that requires a prelim.)</small>	Reason: _____ _____ _____ _____ _____
Shelter Placement <input type="checkbox"/> Y <input type="checkbox"/> N	_____ _____
Does youth meet statutory criteria for detention <input type="checkbox"/> Y <input type="checkbox"/> N (If no, youth MUST be released.)	

R A I

ALABAMA DETENTION PROJECT:  
REVISED RISK ASSESSMENT INTAKE INSTRUMENT

Youth's Name \_\_\_\_\_

D.O.B. \_\_\_\_/\_\_\_\_/\_\_\_\_

Sex: \_\_\_\_Male \_\_\_\_Female

Race: \_\_\_\_White \_\_\_\_Black \_\_\_\_Hispanic \_\_\_\_Native \_\_\_\_Asian  
\_\_\_\_Other Specify: \_\_\_\_\_

County of Jurisdiction \_\_\_\_\_

Detention Facility \_\_\_\_\_

Youth's Living Arrangement: \_\_\_\_Own Home \_\_\_\_Private Treatment Agency  
(at intake) \_\_\_\_DYS \_\_\_\_DHR \_\_\_\_DHH  
\_\_\_\_Other Specify: \_\_\_\_\_

Alleged Offense: \_\_\_\_\_  
(Most serious charge.)

Admission: Date \_\_\_\_/\_\_\_\_/\_\_\_\_ Time \_\_\_\_:\_\_\_\_ a.m. p.m.

Detention Authorized by: \_\_\_\_Probation \_\_\_\_Court \_\_\_\_Intake Staff \_\_\_\_DYS  
\_\_\_\_Other Specify: \_\_\_\_\_

Current Pick-up Order at Time of Detention? \_\_\_\_Yes \_\_\_\_No Don't Know \_\_\_\_

Pending Consent Decree at Time of Detention? \_\_\_\_Yes \_\_\_\_No Don't Know \_\_\_\_

Public Safety

Most Serious Current Charge (Range 0 to 10)

Class A Felony .....	10	
Class B Felony .....	7	
Violent Class C Felony .....	5	
Other Class C Felony .....	4	
Class A Misdemeanors .....	3	
Other Misdemeanors .....	2	
Non-Criminal Violations .....	2	
Status Offenses .....	0	A _____

Adjudications in Past 2 Years (Range 0 to 7)

0 .....	0	
1 or 2.....	2	
3 or 4.....	4	
5 or More.....	7	B _____

Adjudications in Past 2 Years for Class A Felony

No .....	0	
Yes .....	3	C _____

Age of Onset (First Adjudication)

Under 13.....	1	
13 or Older.....	0	D _____

Previous Placements

Any Prior Out-of-Home Placement  
Resulting from Adjudication

No .....	0	
Yes .....	1	E _____

Drug Use Related to Current Offense (Range 0 to 2)

No Drug Use Noted .....	0	
Alcohol, Marijuana, Inhalant....	1	
Cocaine, Opiate, Amphetamine....	2	F _____

Gang Involvement with Current Charge

No .....	0	
Yes .....	1	G _____

Possession of Firearm at Time of Arrest

No .....	0	
Yes .....	3	H _____

(Add A through H) PUBLIC SAFETY RISK SCORE = \_\_\_\_\_

Failure to Appear

If youth failed to appear for prior court hearing(s), select the most serious charge ever involved in those hearings:

Class A Felony	10	
Class B Felony	10	
Violent Class C Felony	10	
Other Class C Felony	5	
Class A Misdemeanors	5	
Other Misdemeanors	4	
Non-Criminal Violations	4	
Status Offenses	3	I _____

Total failures to appear during past year  
(i.e., separate hearings) J \_\_\_\_\_

(Multiply I and J) FAILURE TO APPEAR SCORE = \_\_\_\_\_

SCORE-BASED OUTCOME: If PUBLIC SAFETY or FAILURE TO APPEAR scores are:

0 to 5 = strongly consider release or alternative supervision.

6 to 9 = staff for release to alternative supervision or continue in secure detention (in the event that youth remains in secure detention, document the reasons -- see Over-ride section below).

10 or more = strong candidate for secure detention.

OVER-RIDES: In the event that a decision is made to detain a youth who scores 0 to 5 points on the PUBLIC SAFETY or FAILURE TO APPEAR risk scores, document the decision to detain as fully as possible. In addition, if a decision is made to detain a youth who scores 6 to 9 points, record the reasons for that decision.

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SECURE CUSTODY  
NEEDS ASSESSMENT FORM

Name of Juvenile: \_\_\_\_\_ Arresting Officer: \_\_\_\_\_

Arrest Date/Time: \_\_\_\_\_ Release Date/Time: \_\_\_\_\_ Released to: \_\_\_\_\_

Instructions: Score juvenile in each category below and enter appropriate score in space provided in the right hand column.

I. Most Serious Current Offense		_____
A. Juvenile eligible for transfer to adult court based on offense and age	10	
B. Offenses Against Persons		
1. First or second degree murder, aggravated rape, aggravated kidnapping	10	
2. All others	7	
C. Offenses against Property		
1. All Felonies	5	
2. All Misdemeanors	3	
D. Drug and other offenses		
1. Drug distribution	10	
2. Possession of drugs with intent to distribute	8	
3. Possession of firearm, bomb	8	
4. Felony possession of drugs	6	
5. Offenses without victims	3	
6. Traffic, Wildlife, and City Ordinance Violations	0	
7. Non-criminal probation violations	0	
II. Number of Prior Arrests (last 12 months)		_____
6 or more	5	
4 to 5	4	
2 to 3	3	
1	2	
III. Under the Influence of Drugs or Alcohol at Time of Arrest      Yes - 2      No - 0		_____
IV. Probation Status		_____
Active Probation case, new criminal offense	6	
Active Probation case, non-criminal violation	4	
Active Probation case under FINS	0	
No active probation case	0	
V. Warrant/Escape Status/Placement Failure		_____
Juvenile is subject of a warrant for Failure to Appear, a delinquent warrant from another jurisdiction, is a delinquent who has runaway from or been unsuccessfully removed from a court-ordered placement, or has not abided by the conditions of a home detention program.		10

TOTAL SCORE \_\_\_\_\_

DETAIN/RELEASE DECISION:    0 - 7    RELEASE  
                                  8 - 9    HOME DETENTION  
  OR OTHER STRUCTURED  
  HOME SUPERVISION  
                                  10+    DETAIN

\*SEE OTHER SIDE FOR SPECIAL CIRCUMSTANCES

**Figure 20: Broward County Detention Risk Assessment\***

**I. Admission Criteria** (If each of the following 4 items are answered no the youth must be released. If any of the items are answered yes, complete the risk assessment)

- Yes \_\_\_ No \_\_\_ 1. Youth is alleged to be an escapee/absconder from a commitment program, community control program, furlough or aftercare; or youth is wanted in other jurisdiction for felony level offense.
- Yes \_\_\_ No \_\_\_ 2. Youth charged with delinquent act/law violation and requests detention for protection from imminent physical threat to his/her personal safety.
- Yes \_\_\_ No \_\_\_ 3. Youth charged with capital, life, first degree or second degree felony or any violent felony.
- Yes \_\_\_ No \_\_\_ 4. Youth charged with burglary, grand theft auto, any offense involving use of firearm, or any second or third degree felony drug charge *and*:
- Yes \_\_\_ No \_\_\_ youth has record of failure to appear at court hearings; or
- Yes \_\_\_ No \_\_\_ youth has record of law violations prior to court hearings; or
- Yes \_\_\_ No \_\_\_ youth has already been detained or has been released and is awaiting final case disposition; or
- Yes \_\_\_ No \_\_\_ youth has a record of violent conduct resulting in physical injury.

**II. Risk Assessment**

**A. Most Serious Current Offense**

- |  |    |  |
|--|----|--|
| 1. All capital, life and first degree felony PBL .....   | 15 |  |
| 2. All other first degree felonies, vehicular homicide, violent second degree felonies, or youth wanted by other jurisdiction for felony offense ..... | 12 |  |
| 3. Second degree felony drug charge, escape/abscond, any third degree felony involving use of firearm, burglary of occupied residence .....            | 10 |  |
| 4. Violent third degree felony .....   | 9  |  |
| 5. All other second degree felonies (except dealing stolen property) .....   | 8  |  |
| 6. Dealing stolen property; third degree felonies that qualify for detention.....  | 7  |  |
| 7. Reckless display, unlawful discharge of firearm .....   | 4  |  |

**B. Other Current Offenses and Pending Charges (separate incidents)**

- |   |   |  |
|---|---|--|
| 1. Each felony .....                            | 2 |  |
| 2. Each misdemeanor .....                       | 1 |  |
| 3. Prior felony arrest within last 7 days ..... | 6 |  |

**C. Offense History**

- |  |   |  |
|--|---|--|
| 1. Three felony adjudications or withheld adjudications last 12 months .....                                   | 4 |  |
| 2. Two felony adjudications or withheld adjudications last 12 months .....                                     | 2 |  |
| 3. One felony adjudication or withheld adjudication or misdemeanor adjudication or withheld adjudication ..... | 1 |  |

**D. Legal Status**

- |   |   |  |
|---|---|--|
| 1. Committed or detention .....   | 8 |  |
| 2. Active community control case and last adjudication within 90 days .....       | 6 |  |
| 3. Active community control case and last adjudication more than 90 days ago..... | 2 |  |

**E. Aggravating/Mitigating Factors**

- |  |  |
|--|--|
| 1. Aggravating Factors (add 1-3 points to score; document reasons fully) |  |
| 2. Mitigating Factors (subtract 1-3 points; document reasons fully)      |  |

Total Score (add A through E)

**Detain/Release Decision:**

0-6 = Release    7-11 = Nonsecure or home detention    12+ = Secure detention

\* Contains slight modifications to format and language.



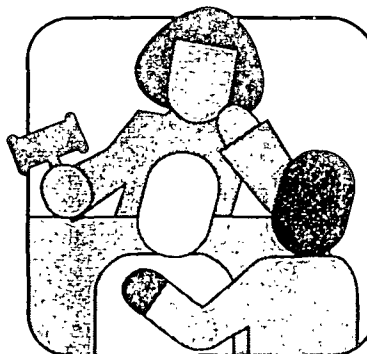
**ADDRESSING  
DISPROPORTIONATE MINORITY REPRESENTATION  
WITHIN THE  
JUVENILE JUSTICE SYSTEM**

**Judith A. Cox**

Assistant Chief Probation Officer

Santa Cruz County Probation

Santa Cruz, California



September 2000

## **ADDRESSING DISPROPORTIONATE MINORITY REPRESENTATION WITHIN THE JUVENILE JUSTICE SYSTEM**

Judith A. Cox  
Assistant Chief Probation Officer  
Santa Cruz County Probation  
Santa Cruz, California

### **INTRODUCTION**

It is broadly recognized that the over-representation of minority youth in juvenile institutions is caused by many factors, which exist in multiple domains: the Juvenile Justice System, socio-economic factors; the educational system and the family. In recognition of the complexity created by the multi-systemic aspect of the problem, it is generally recommended that many stakeholders be engaged in a broad-based effort to address the issue. In Santa Cruz County, the work done by the Probation Department to reduce Disproportionate Minority Confinement (DMC) was, in fact, initiated within the context of a Task Force which was co-convened by Chief Probation Officer, John Rhoads and the County's Latino Strategic Planning Collaborative and Latino Affairs Commission. The Task Force recognized that multiple systems impact detention rates of minority youth, and, therefore, a system by system review was conducted, and recommendations made. However, among the Justice agencies participating in the Task Force; the Probation Department elected to engage in a departmental effort to address Disproportionate Minority Confinement with remarkable results. This is an account of the work being done by Santa Cruz Probation Department and is offered as a resource for other Probation Departments wishing to engage in similar efforts.

### **BACKGROUND**

Santa Cruz County, California is located on the Monterey Bay, 85 miles south of San Francisco. The County is bordered by Monterey County to the south, Santa Clara County (Silicon Valley) to the east, San Mateo County to the north and the Pacific Ocean to the west. With a population of approximately 250,000, Santa Cruz is considered a mid-sized county in California. The county has a substantial Latino population, with 33% of the youth, ages 10 through 17, being Latino. In the past decade youth referred to the Juvenile Justice System have suffered from a high rate of gang involvement and heroin use as compared to youth from other California communities of similar size.

Although Latino youth comprise 33% of the population, ages 10 through 17, Latino youth represented nearly 64% of the youth detained in the county's secure juvenile detention facility (juvenile hall) on any given day.

## **PRIOR TO TAKING ACTION**

The Probation Department's willingness to take a close look at itself was not a state that was arrived at easily. The people who are the Santa Cruz County Probation Department were not unlike justice practitioners all over the United States. We knew about Disproportionate Minority Confinement. We could see the racial disparity in our detention facility. We had gathered and read research on the topic. We had even studied the problem a bit, but that's where we stopped. Our "study" basically supported what we already knew—that the minority youth who were brought to the department by local law enforcement, and detained by the court were in the Juvenile Hall because they had more serious offense histories and presenting offenses than their cohorts. In other words, there were justifiable reasons why they were detained. We were also able to document that minority youth suffered from more risk factors than others did and, therefore, we concluded that the problem could only be solved by improving economic and social conditions. We, of course, had very little control over these aspects of their lives. The conclusions drawn from our studies were not entirely inaccurate; however, they presented only a narrow view, and prevented us from taking in the entire landscape of the issue. We found ourselves in a defensive bunker. However, at some point along the way, we simply stepped out of our foxhole and had a look around. We realized that by examining our policies, procedures, practices and programs we could identify things over which we did have control. When we looked for clients who experienced barriers to service or lack of access, we found them. When we looked for points of subjective rather than objective decision making, we found them. When we looked for examples of cultural insensitivity, we found them. When we looked for unnecessary delays, which contributed to longer lengths of stay in detention, we found them.

The examination has now become an on-going effort directed towards continuous improvement, rather than a defense of the status quo. While it remains true that there are societal issues, which make minority youth vulnerable to the risk factors for delinquency, our work has taught us (and research supports this) that individual justice agencies can exacerbate the disparity at each decision point. A close examination of the data and practices at each decision point can create a positive effect.

The following is a step by step account of how the Santa Cruz County Probation Department addressed DMC at the departmental level.

## **TAKING IT STEP BY STEP**

### **I. ADMINISTRATIVE EMPHASIS, SUPPORT AND LEADERSHIP**

The first step in getting started at the agency level is that the administration must embrace the reduction of DMC as a key organizational objective. Accordingly, departmental resources; personnel practices (recruitment, hiring and training); outcome indicators; and service and program strategies must all support the effort. The agency administrator, him/herself, must play a leadership role in the development and direction of the work. A cultural competency plan for the agency should be developed and a cultural competency coordinator should be appointed to oversee progress. (See attachment 1, *Cultural Competence*). Placing a general emphasis on cultural competency creates a foundation for the working group, which is responsible for developing and overseeing a work plan to address DMC. (See attachment 2, *Work Plan Checklist*).

In Santa Cruz, we were able to benefit from the expertise and experience of others. James Bell, staff attorney at the Youth Law Center in San Francisco and Dr. Juan Sanchez, Executive Director, the Southeast Key Program, Inc. gave us a valuable perspective regarding the work being done nationally, as well as raising our level of cultural awareness. Mr. Bell is engaged in ground breaking work on DMC and was, therefore, able to present not only historical information, but inspire a direction and pathway for our work.

Many of the steps we took are closely related to the Juvenile Detention Alternatives Initiative which is supported by the Annie E. Casey Foundation and is described in the Foundation's publication, "Pathways to Juvenile Detention Reform, Building a Better Juvenile Detention System." We are grateful to Bart Lubow of the Foundation for his support.

We also benefited from the support of Sue Burrell (along with James Bell), staff attorneys from the Youth Law Center, San Francisco, for their technical expertise and support of our work on detention reform and overcrowding which is sponsored by The Office of Juvenile Justice and Delinquency Prevention (OJJDP). We also found OJJDP's material on DMC helpful and informative.

All of the above mentioned individuals and organizations provided an opportunity for us to view the entire landscape and created a context and foundation for the work. An administrator who can provide these types of learning opportunities will find the effort well rewarded.

## *II. DECISION POINT MAPPING AND DATA REVIEW*

The second step in the departmental effort to address DMC is to map the key decision points effecting decisions to arrest, book, detain, release and place. (See attachment 3, *Map of Decision Points*). There must then be a determination regarding the availability of data, by ethnicity, for each decision point. If data by ethnicity is not available, a data development agenda must be created. As data becomes available a trend-line must be kept for each decision point and reviewed regularly to either mark progress or identify problem areas.

Additionally, creating and tracking outcome indicators for detention alternatives and dispositional programs is an effective way to monitor issues of equal access and program effectiveness.

In Santa Cruz, we are measuring arrests, bookings, detentions and program placements by ethnicity, quarterly.

## *III. OBJECTIVE CRITERIA FOR DECISION MAKING*

Once the key decision points have been identified, objective criteria for the decisions made at each point must be developed and monitored. For example, the decision that an intake officer at Probation makes to hold a minor in the Juvenile Hall pending a detention hearing should be based on a quantifiable set of risk factors. This instrument must be free of criteria that may create an unintended racial bias. If, for instance, extra risk points are added for gang involvement or lack of employment the scale may cause a higher number of minority youth to be detained for the same offenses for which other youth are released. The development of the objective criteria for decision making should involve all the stakeholders.

It is also important to base the assignment to intensive supervision caseloads and removal from these caseloads on clearly stated risk-based criteria. For example, a Latino youth who is assigned to an intensive gang caseload based on the label of "gang member" rather than his/her offense history will be subjected to a level of scrutiny that could result in longer periods of incarceration. Several studies have demonstrated that intensive services have minimal impact on recidivism, and may even cause increases in recidivism, when applied to low risk offenders. In

spite of this, youth with non-violent and minor offense histories are often placed on high intensity service plans.

#### IV. THE STAFF

The goal of insuring that staff in key positions are culturally competent and have bilingual capacity is essential. It is necessary to establish guidelines that ensure that staff have the skills and abilities to provide services to a diverse client population. An inventory of caseloads and clients should be conducted to determine cultural and language profiles. Staff assignments should place bilingual personnel in key positions. All staff should receive on-going training in cultural sensitivity, cultural competency and understanding the dynamics of DMC. (In Santa Cruz, our client base on the juvenile caseloads is 46% Latino and therefore 44% of the juvenile probation officers are bilingual. Thirty-three percent of our Officers are bicultural).

#### V. ELIMINATE BARRIERS TO FAMILY INVOLVEMENT

It is useful to conduct customer surveys to determine what barriers to service and family involvement exist. For example, if parents do not understand the role of the intake officer and the importance of their ability to supervise their child; they may appear to be less than cooperative, thus increasing detention rates for minority youth. This dynamic can be particularly acute when ethnic, cultural, socio economic and language differences create communication challenges. Programs and services may exclude families or may not address their needs, thus resulting in high failure rates. Ensuring that barriers to family involvement and court or program access are eliminated can have a positive impact on reducing DMC. Family conferencing and parental involvement at all levels can reduce these barriers.

#### VI. DEVELOP ALTERNATIVES TO FORMAL HANDLING AND INCARCERATION

Research has shown that a lack of diversion options or inadequate alternatives to detention can result in increases in DMC. Going hand in hand with risk-based detention criteria, jurisdictions must create two or three tiers of community-based alternatives to detention. Involving community-based organizations and parents in these supervision programs can help ensure cultural competency and parental support. Programs that provide crisis response, strength-based work and wrap around services, in addition to tracking and supervision, are particularly successful. Establishing and tracking the outcomes of these alternatives can help ensure that only those youth who do not pose a public safety risk are released. If youth make

their court appearances, and do not re-offend while in the community, the Court and District Attorney can confidently utilize these alternatives without compromising public safety. Utilization of these programs should be tracked by ethnicity. Additionally, more than one level of supervision should exist so that the court has an escalation option as a response to technical violations short of return to confinement. For post-dispositional youth, stakeholders should agree on a continuum of court approved administrative sanctions that could be imposed by the Probation Officer prior to arrest for probation violations. Since beginning this work in Santa Cruz, we were able to more than double the number of youth diverted by adding four new diversion programs. We also improved and modified our detention alternatives to include electronic monitoring with a wraparound service component.

#### VII. DEVELOP A FULL CONTINUUM OF TREATMENT, SUPERVISION AND PLACEMENT OPTIONS

A lack of post dispositional options, and particularly culturally sensitive programs, can result in an over-reliance on secure detention by the courts. Stakeholders must carefully define and develop the local continuum of services and ensure that minority youth have equal access at each level. Once again, it is important to review each program for cultural competency. The attached *Standards of Accessibility* can be used as assessment instrument. (See attachment 4). As documented by research, best practices must be utilized at each step in the continuum. (See attachment 5, *Elements of Successful Programs*).

The ability of the system to quickly move youth out of secure detention to detention alternatives and/or placements and programs will reduce juvenile hall bed days. Calculation of length of stay data by ethnicity can illustrate the need for the development of additional placement and/or supervision programs, or indicate that the programs that are in place are not effective in preventing recidivism. In Santa Cruz the addition of a family preservation program, school-based day treatment and a culturally competent residential drug treatment program has helped reduce DMC by eliminating gaps in our local continuum of services.

## CONCLUSION

The results of the work in Santa Cruz have been astounding. As was stated previously, the Latino population in the Juvenile Hall on any given day in 1997 and 1998 was 64% as compared to 33% in the general population. In the calendar year 1999 that percentage dropped to 53% and for the first half of 2000, the percentage went to 46%, a reduction of 18%. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) developed a standard equation for assessing the relationship between the proportion of minorities in the juvenile justice system and in the overall juvenile population. The index is calculated by dividing the percentage of minority juveniles detained (or involved in the system at which ever point is being measured) by the number of minority juveniles in the overall juvenile population. An index value of more than one indicates over-representation and one represents proportional representation. Expressing the Santa Cruz results in the OJJDP index, prior to beginning the work on DMC the Santa Cruz index value for Latino youth in detention was 1.9 (similar to the national figures on DMC). The index is currently 1.4.

The work of reducing DMC is an on-going process, which is never entirely complete. It is recognized that the work of one agency, or even the efforts of the entire juvenile justice system may not eliminate DMC, however, we have demonstrated that one agency can make a difference. This is particularly true of Probation Departments, which are responsible for many of the key decisions points in the Juvenile Justice continuum.

*Permission is given to copy and distribute this material as long as the materials are maintained unchanged and no fee is charged to the recipient. Judy Cox can be contacted at Santa Cruz County Probation, P.O. Box 1812, Santa Cruz, CA 95061-1812; email: [judy.cox@co.santa-cruz.ca.us](mailto:judy.cox@co.santa-cruz.ca.us).*



## Juvenile Detention Reform in Santa Cruz County

John P. Rhoads, Chief Probation Officer,  
Santa Cruz County

After an arrest for an alleged offense, a youth may be placed in the juvenile hall pending due process through juvenile court. The law requires that reasonable efforts be made to keep a juvenile at home and in their community unless public and personal safety issues rise to the level where a release home is not feasible or there is a strong likelihood that the juvenile will not make his court appearances. The purpose of detention, prior to the court determining that an offense was committed, is to ensure that due process is carried out without jeopardizing safety. The ultimate goal of the juvenile court is to rehabilitate. Probation workers and judges use discretion to apply legal standards in determining whether a juvenile should be released or detained. This subjective application of the law can lead to crowded conditions in a juvenile detention facility.

Since 1997, the Santa Cruz County Probation Department in conjunction with the County Administrator's office, the Board of Supervisors, and the Juvenile Court have been working on the issue of crowding in their juvenile hall. This has been a collaborative on-going effort utilizing detention reform as outlined in the Annie E. Casey Foundation Juvenile Detention Alternatives Initiative (JDAI) Pathways documents. After working with five different sites around the country JDAI found that there were some basic strategies that could be applied to help address this difficult problem. These strategies were collaborative planning, objective admissions practices, case processing innovations, data driven decision making, and alternative programs. These strategies were tied to four objectives of the initiative, as follows:

- To reach consensus among all juvenile justice agencies about the purpose of secure detention and to eliminate its inappropriate or unnecessary use.
- To reduce the number of alleged delinquents who fail to appear in court or commit a new offense.
- To use limited juvenile justice resources in a more efficient manner by developing responsible alternatives to secure confinement rather than adding new detention beds.
- To improve conditions and alleviate overcrowding in secure detention facilities.

In January 1997, Santa Cruz County experienced its highest monthly average daily count (61) in the juvenile hall. The Santa Cruz juvenile hall has a capacity of 42 beds. That means that every time the population went beyond 42 youth, the facility was in a crowded condition. Years of research and court cases have concluded that overcrowding produces unsafe, unhealthy conditions for both detainees and staff. An article published by the National Juvenile Detention Association and the Youth Law Center summarizes crowding's impact: "Crowding affects every aspect of institutional life, from the provision of basic services such as food and bathroom access to programming, recreation, and education. It stretches existing medical and mental health resources and, at the same time produces more mental health and medical crises. Crowding places additional stress on the physical plant and makes it more difficult to maintain cleaning, laundry, and meal preparation. When staffing ratios fail to keep pace with population, the incidence of violence and suicidal behavior rises. In crowded facilities, staff invariably resorts to increased control measures such as lockdowns and mechanical restraints." There is also an increase in the use of chemical restraints such as mace or pepper spray. There is also an

increase in costs beyond what is budgeted for the use of on-call staff and overtime to meet mandated staffing requirements. In such conditions, one might ask if rehabilitative goals are being met or if, on the other hand, the crowded institution has the unintended negative effect of exacerbating problems that promote delinquency.

The crowding experienced in 1997 in Santa Cruz County had been building over a number of years. Each year the average daily population was a few more than the previous year. The costs of crowding were building for the county to the point that decisions had to be made regarding where the allocated dollars should best be spent. It was decided to bring the Juvenile Detention Alternative Initiative ideas to Santa Cruz and to work on developing a good risk system at the front gate of detention and to develop sound alternatives that would be directed by the determined risk. The research shows that low risk cases can be released at intake, as incarceration is not necessary. Medium risk cases need some form of alternative supervision for youth to be maintained successfully in their community.

The most commonly used alternative for these cases is home supervision. A juvenile is actually detained but released home under very close supervision with daily visits from probation staff. When supervision is combined with electronic monitoring it provides an alternative that the Court is willing to order in those cases that before would have otherwise remained in custody. The success rate of these programs is excellent. In Santa Cruz we have experienced a 95% success rate with home supervision and a 98% rate with electronic monitoring. Success is defined as the attendance at all court hearings without reoffending during the court process. In terms of cost, both of these alternatives are relatively inexpensive when compared to the cost of incarceration. Unique to many other home supervision and electronic monitoring programs,

Santa Cruz added a community provider service component to the program. Healthy activities, such as counseling, twelve step meetings and supervised outings are provided by a non-profit community agency in partnership with probation staff. Additionally, parent advocacy and assistance through the court process is provided. This component added to the success operation of the detention alternatives.

Detention reform is a two-part issue. As we have discussed, there is work that must be done at the front gate to the system. The next step is just as important because it is about how cases are processed through the system. In addition to controlling the number of cases that gain entrance to the institution, the length of stay of must be controlled as well. Unnecessary delays in the court process must be recognized and addressed. Essentially, crowding in an institution is based on two things, intake (how many) and how long they stay (length of stay).

The average length of stay in Juvenile Halls in California according to the latest figures from the Board of Corrections is 27 days. The length of stay in the Santa Cruz County Juvenile Hall varies between 9 and 10 days. We do that by monitoring all of our decision points on an on going basis. We have streamlined our court process and cases are moved to wherever the court orders them very expeditiously. A value is placed on bringing cases to service quickly.

Many crowded juvenile halls in California have children who have appeared in court and been ordered into out of home placement and are waiting to be delivered. In Santa Cruz a youth who is receives a court order for residential care is moved to placement in less than two weeks on the average. This contrasts greatly with crowded facilities that experience 90-100 day delays in

securing residential care. In addition, we have developed a number of alternatives to placement and have a strong emphasis on keeping children with their families and in their communities as much as possible. We have done this by developing strength-based, wraparound services delivered in the community and at day treatment sites. This has been done in partnership with our County Mental Health Department and community-based providers. The result of this is that we have one of the lowest out of home placement rates in the state.

Since 1989 Santa Cruz County Probation has been a key partner, with Santa Cruz Children's Mental Health, in the California System of Care established by the Children's Mental Health Services Act to create a service delivery system that is community-based, comprehensive and distinguished by full integration of interagency partners. Services are to children and their families who are at-risk of court ordered out-of-home-placement. The essential values of System of Care are as follows: (a) family preservation: children should remain in their homes with their families whenever possible; (b) least-restrictive setting appropriate to their needs when out-of-home placement is necessary; (c) natural setting: children benefit most from mental health services in their natural environments, where they live and learn; (d) interagency collaboration and coordinated service delivery system; (e) family involvement: family participation is an integral part of assessment, intervention, and evaluation; (f) cultural competence: service effectiveness is dependent upon both culturally relevant and competent service delivery.

One of our ongoing efforts is to monitor all of our decision points having to do with detention. We do this with a committee made up from all the stakeholders in the system. This overcrowding committee reviews all the data including data on gender and race issues. Our department has made a determined effort to look at the issue of disproportionate minority

confinement. At one point our detention center was averaging a population of 61 with approximately 64% of those cases being Latino. The demographics for Latinos in Santa Cruz County for children 10-17 are 33%. We looked at this issue systematically, after controlling for offense factors, by analyzing our decisions and looking at how we may have exacerbated the situation. When we found barriers we attempted to overcome them. We develop new services when we determine a need or gap in the system. The outcome is that we have dropped disproportionality by about 18%. Detention Reform and work on disproportionate minority confinement work go hand in hand. They both must be considered in developing strategies to solve crowding.

We have been able to lower our average daily population in our Juvenile Hall so that our facility has not been crowded for the past 19 straight months. This has led to a 40-50% drop in our detained population. As a result we have had fewer incidents in our facility, and the children who must stay there are receiving the kind of programs from which both they and the community benefit. From the County's perspective, this effort has led to considerable savings for the County, which for the most part has been redirected towards more front-end services. It has also helped reduce liability issues.

Detention Reform is a much better answer than trying to build our way out of crowding. It is cost effective. It does not create undue public safety risk. It provides intensive supervision of medium risk cases in their homes as they are pending court and reduces inefficiencies in the court system. Those youth who pose a particularly serious risk to public safety are continuing to stay in custody. Hopefully they will not have to stay in crowded juvenile facilities, nor will they have to stay any longer than necessary. In Santa Cruz we measure accountability in terms of the

extent to which youthful offenders repair harm to their victims and the community, as well as their engagement in competency building activities, not by how long they sit in an institution pending court or pending services. We believe that our detention reform effort is integral to good crime control and mitigates the unintended negative effects of incarceration in crowded detention facilities.

Note- For more information about the Pathways series contact:

The Annie E. Casey Foundation

701 St. Paul Street

Baltimore, Md. 21202

(410) 547-6600

(410) 547-6624 fax

[www.aecf.org](http://www.aecf.org)

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## West Virginia Jurisdictional Team Strategic Planning

Charleston, West Virginia

August 22-23, 2001

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### PANEL # 3: MANAGING RISK

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### Note-Taking Guide & Handouts

This project was supported by Grant No. 96-JN-FX-0003 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.

Points of view or opinions in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice.



## Circuit Court of Cook County

Juvenile

Detention

Alternatives

Initiative

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## COOK COUNTY DATA

■ 6.5 MILLION      ■ 350  
■ 12,000-15,000   ■ 35-45  
■ 8,000              ■ 498  
■ 90 – 120          ■ 848  
■ 14

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## COOK COUNTY DETENTION ISSUES IDENTIFYING THE NEED FOR SYSTEM REFORM

- Chronic Overcrowding in the Detention Facility.
- Proposed Construction of New/Expanded Facility.
- Limited Relationships Among Juvenile Justice Agencies and the Community.
- No Policy-Driven Detention Screening Criteria Applied At Intake.

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### DETENTION ISSUES (Cont'd)

- ▣ High Detention Rates For Status Offenders, Misdemeanors & Property Cases.
- ▣ High Detention Rates for FTA's and Technical Probation Violations.
- ▣ Limited Management Information Regarding Detention Population and Length of Stay.
- ▣ No Community-Based Alternatives To Secure Detention.

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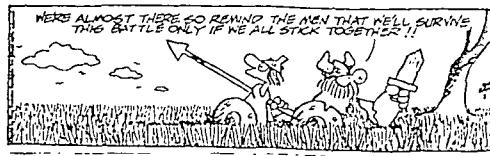
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### ESTABLISH A COLLABORATIVE

HAGAR THE HORRIBLE




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### COOK COUNTY J.D.A.I. EXECUTIVE COMMITTEE

- |                          |                   |
|--------------------------|-------------------|
| ▣ CHIEF JUDGE            | ▣ POLICE          |
| ▣ COUNTY BOARD PRESIDENT | ▣ DETENTION       |
| ▣ PRESIDING JUDGE        | ▣ MENTAL HEALTH   |
| ▣ STATES ATTORNEY        | ▣ EDUCATION       |
| ▣ PUBLIC DEFENDER        | ▣ FAITH COMMUN.   |
| ▣ PROBATION              | ▣ NOT-FOR-PROFITS |

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### J.D.A.I. PRIMARY OBJECTIVES

- ▣ REVISE DETENTION SCREENING PROCESS
- ▣ PROVIDE PRETRIAL SUPERVISION TO AT-RISK MINORS
- ▣ ESTABLISH COMMUNITY BASED DETENTION ALTERNATIVES
- ▣ MINIMIZE JAW'S & CASE PROCESSING DELAYS
- ▣ INCREASE ATTENDANCE @ COURT HEARINGS
- ▣ REDUCE LENGTHS OF STAYS IN DETENTION
- ▣ ADDRESS CULTURAL COMPETENCY
- ▣ IMPROVE JTDC CONDITIONS, SERVICES & PROGRAMS

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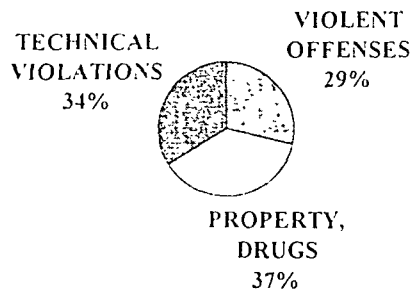
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### JUVENILE DETENTION BY OFFENSE CATEGORIES




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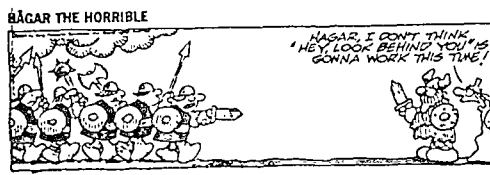
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### DEVELOP NEW STRATEGIES




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## DETENTION CENTER USE

- |                           |                       |
|---------------------------|-----------------------|
| ▣ POLICE DETENTION        | ▣ PRE-PLACEMENT       |
| ▣ WARRANTS                | ▣ RUR STAGING         |
| ▣ PRE-TRIAL               | ▣ IDOC STAGING        |
| ▣ PRE-DISPOSITIONAL       | ▣ TRANSFER HEARINGS   |
| ▣ DISPOSITIONAL           | ▣ AUTOMATIC TRANSFERS |
| ▣ VIOLATIONS OF PROBATION | ▣ TRANSFER APPEALS    |

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## ADMISSIONS TO DETENTION

- ❖ POLICE ADMISSIONS  
DETENTION SCREENING  
INSTRUMENT
- ❖ JUDICIAL ADMISSIONS  
DETENTION ALTERNATIVES  
CONTINUUM

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## DETENTION CENTER USE

- |                           |                       |
|---------------------------|-----------------------|
| ▣ <u>POLICE DETENTION</u> | ▣ PRE-PLACEMENT       |
| ▣ <u>WARRANTS</u>         | ▣ RUR STAGING         |
| ▣ PRE-TRIAL               | ▣ IDOC STAGING        |
| ▣ PRE-DISPOSITIONAL       | ▣ TRANSFER HEARINGS   |
| ▣ DISPOSITIONAL           | ▣ AUTOMATIC TRANSFERS |
| ▣ VIOLATIONS OF PROBATION | ▣ TRANSFER APPEALS    |

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### FORMER INTAKE PROCESS

- ▣ POLICE INITIATED TX TO JTDC
- ▣ JAWs & VIOLENT FELONIES
- ▣ MISDEMEANENTS W/OUT PARENTS
- ▣ REFERRALS WAITED 8 WEEKS

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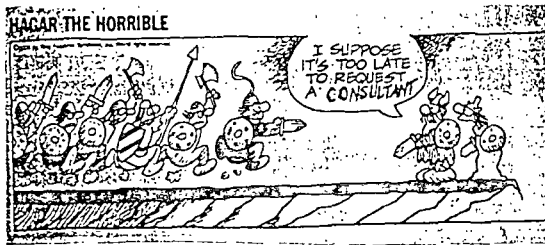
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**DON'T WAIT TOO LONG  
TO ASK FOR HELP!**



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### NECESSARY STEPS BEFORE DEVELOPING R.A.I.

- ▣ Develop consensus on purposes of secure detention
- ▣ Establish clear admissions criteria
- ▣ Establish procedures and protocol for detention screening (who, how, when)
- ▣ Develop capacity to collect and analyze accurate intake data

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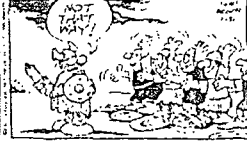
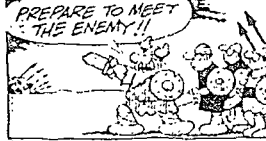
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## ESTABLISH CLEAR CONSENSUS

HAGAR THE HORRIBLE



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## DETENTION SCREENING RISK FACTORS

- ▣ INSTANT OFFENSE
- ▣ PRESENT STATUS
- ▣ COURT HISTORY
- ▣ EXISTING COURT ORDERS
- ▣ HOME SUPERVISION

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## REVISED SCREENING PROCESS

- ▣ PROBATION AUTHORIZATION REQUIRED
- ▣ POLICE INITIATED TX CONFERENCE
- ▣ R.A.I. APPLIED BY PROBATION OFFICER
- ▣ NON-SECURE CUSTODY STATUS
- ▣ EXPEDITED REFERRAL DATE IN 21 DAYS

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DETENTION SCREENING RISK ASSESSMENT INSTRUMENT	
<input type="checkbox"/> MOST SERIOUS OFFENSE	0 - 15 PTS. _____
<input type="checkbox"/> PRIOR COURT REFERRALS	0 - 7 PTS. _____
<input type="checkbox"/> PAST ENDS. OF DELINQ.	0 - 7 PTS. _____
<input type="checkbox"/> CURRENT STATUS	0 - 6 PTS. _____
<input type="checkbox"/> CASES PENDING ADJUDICATION	0 - 3 PTS. _____
<input type="checkbox"/> CASES PENDING WARRANTS	8 or 15 PTS. _____
<input type="checkbox"/> HOME CONFINEMENT	4 PTS. _____
<input type="checkbox"/> ELECTRONIC MONITORING	15 PTS. _____
TOTAL SCORE _____	

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RISK ASSESSMENT INSTRUMENT SCORING	
<u>DECISION SCALE</u>	
SCORE 0-9	AUTHORIZE RELEASE
SCORE 10-14	COMPLETE NON-SECURE DETENTION OPTIONS FORM
SCORE 15+	AUTHORIZE DETENTION FOR MINORS 13 & OLDER (COMPLETE NON-SECURE OPTIONS FOR <13 YR. OLDS)
<u>ADMINISTRATIVE OVERRIDE</u>	
( ) NO ( ) YES REASON: _____	
<u>FINAL DECISION</u>	
( ) DETAIN ( ) RELEASE ( ) RELEASE W/ CONDITIONS	

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INITIAL RESULTS
<input type="checkbox"/> DETENTION REQUESTS INCREASED BY 200%
<input type="checkbox"/> 75% OF CASES SCREENED - DETAINED
<input type="checkbox"/> 70% OF DETAINED, RELEASED BY COURT

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## INCORPORATE DATA INTO DECISIONS



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## MODIFYING THE R.A.I.

- ▣ ANALYZE DATA
- ▣ ESTABLISH WORKGROUP
- ▣ ADJUST WEIGHTS & THRESHOLDS
- ▣ SIMULATE IMPACT ON PRIOR CASES
- ▣ PRESENT RESULTS TO EXEC. COM.
- ▣ INITIATE DRY RUN & PILOT RUN
- ▣ DATA DRIVEN CONSENSUS

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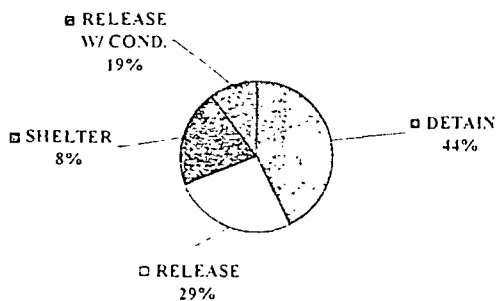
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## DETENTION SCREENING DECISIONS ( LAST 12 MOS.)



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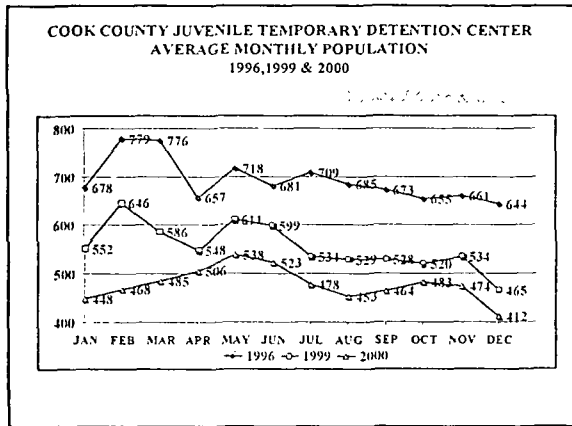
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190663

**Jurisdictional Team Training**  
Tippecanoe County, Indiana  
July 17-18, 2001

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# CONTINUUM OF CARE OPTIONS AND ALTERNATIVES

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## Note-Taking Guide & Handouts

This project was supported by Grant No. 98-JB-VX-0104 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.

Points of view or opinions in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice.

### Performance Objectives

1. Define and identify detention alternatives;
2. List the critical principles to consider prior to development of detention alternatives;
3. Outline alternative detention programs in the continuum;
4. Initiate a plan for the development of detention alternatives in their jurisdiction.

6-12



### Alternative -

- ♦ An opportunity for deciding between two or more courses or propositions;
- ♦ Something which can be chosen instead.

6-13



### Reasons for Developing Alternatives

1. To Reduce Crowding
2. To Increase Accountability
3. To Keep Costs Down

6-74

NJDA

The explicit purpose of a detention alternative is to provide appropriate supervision to youth who would have been detained in secure detention so that while remaining in the community, they remain arrest free and make their court hearings.

6-75

NJDA

### Appropriate Alternatives :

- ♦ **SHOULD NOT** Widen the net.
- ♦ **SHOULD** provide adequate supervision to youths.
- ♦ **SHOULD** be accessible in a timely fashion to youths who enter secure detention.

6-14



### 7 Critical Principles

1. Culturally relevant and accessible
2. Least restrictive, but provide for public safety
3. Anti-net widening
4. Provide for continuum of supervision based on risk & needs of youths
5. Flexible
6. Have clear measures of success
7. Data driven and routinely monitored based on clear outcomes.

6-17



### Basic Alternative Program Models

- Home or Community Detention
- Day and Evening Reporting Centers
- Residential Alternatives
- Host Homes/Foster Care
- Post Dispositional Alternatives

6-74



### Decision-Making Process

- Program Issues
- On-Going Operation and Management Issues
- Determining Need for Alternatives

6-75



### Example Steps to Identify Needs:

1. Organize a Stakeholder group (Core Work Group).
2. Gather & Analyze data on youths held in secure detention. Categorize youth that would be better served elsewhere.
3. Collect information about existing and viable alternatives.
4. Agree on target population to be admitted to alternatives.
5. Develop screening instrument.
6. Market program to juvenile justice community and public.
7. Begin operation of program.
8. Monitor program's effectiveness.

6-T-10

NJDA

190664

## West Virginia Jurisdictional Team Strategic Planning

Charleston, West Virginia

August 22-23, 2001

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# CONTINUUM OF CARE/ALTERNATIVES

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## Note-Taking Guide & Handouts

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Points of view or opinions in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice.



**COOK COUNTY JUVENILE PROBATION DEPARTMENT DETENTION SCREENING INSTRUMENT**

Screen Date: \_\_\_\_\_ / \_\_\_\_\_ 1999      Screen Time: \_\_\_\_\_ : \_\_\_\_\_ A.M./P.M.      Screener: J238 \_\_\_\_\_

YOUTH OFFICER: \_\_\_\_\_ District: \_\_\_\_\_

NOR RESPONDENT: \_\_\_\_\_ DOB: \_\_\_\_\_ Age \_\_\_\_\_

Sex: M / F      Race: WHITE / BLACK / HISPANIC / ASIAN / OTHER      YD: \_\_\_\_\_

FACTOR      FAMILY FOLDER NUMBER: \_\_\_\_\_      SCORE

1. **MOST SERIOUS INSTANT OFFENSE:** \_\_\_\_\_  
(Choose only one item indicating the most serious charge)

Automatic Transfer Cases	15
Violent Felonies — (Murder, Armed Robbery with Handgun, Home Invasion, ACSA, UUW-Gun,	15
Agg Batt - Bodily Harm, Agg Vehicular Invasion, Agg Discharge of a Firearm, Agg Battery with a firearm)	
Other Forcible Felonies — (Robbery, Kidnapping, Intimidation, CSA, Hate Crime, Agg Batt, Vehicle Invasion)	10
Other Offenses	
Felony Sale of Cannabis (Class 1 or 2 felony amount), Arson, DCS	10
PCS w/int deliver, Residential Burglary, UUW (not a gun), Possession Explosives	7
Felony Possession of Narcotics/Drugs for Sale or Other Felonies	5
Misdemeanor Possession of Narcotics/Drugs or Other Weapons Possession	3
Other Misdemeanors	2
Not Picked up on New Offense (WARRANT)	0

2. **PRIOR COURT REFERRALS** (Choose only one item)

Prior IDOC commitment	7
Prior court referral within the last 24 hour period	5
Prior court referral within the last seven days	4
Six or more total court referrals within the last 12 months (# _____)	3
One to five court referrals within the last 12 months (# _____)	2
No court referrals within the last 12 months	0

3. **PAST FINDINGS OF DELINQUENCY — CLOSED PROCEEDINGS** (Choose only one item)

Past Finding of Delinquency on a violent felony	5
Past Finding of Delinquency on a felony	4
Past Finding of Delinquency on a misdemeanor (# of findings x 1 up to a total of 3 points)	1 / 2 / 3
No Past Finding of Delinquency	0

4. **CURRENT CASE STATUS** (Choose only one item)

IPS	6
Probation (# _____) Supervision (# _____) MULTIPLE DISPOSITION DATES	5
Probation (# _____) Supervision (# _____) SINGLE DISPOSITION DATE	3
Not an active case	0

5. **PETITIONS PENDING ADJUDICATION** (Choose only one item)

3 + Petitions Pending (# _____)	3
2 Petitions Pending	2
1 Petition Pending	1
No Petitions Pending	0

6. **UNDER PRE-ADJUDICATORY ORDER OF HOME CONFINEMENT**      align="right">4

7. **WARRANT CASES** (Choose only one item)

Category 1: Mandatory Detention	15
Category 2: Non-Mandatory Detention	8

8. **VIOLATION OF JUVENILE ELECTRONIC MONITORING**      align="right">15

**TOTAL SCORE** \_\_\_\_\_

DECISION SCALE

Score 0-9	AUTHORIZE RELEASE (with notice of prioritized date for \$5—12 Conference)
Score 10-14	COMPLETE NON-SECURE DETENTION OPTIONS FORM
Score 15 +	AUTHORIZE DETENTION (for minors 13 years of age and older)

(Complete non-secure custody options for minors under 13 years of age before placement into secure detention)

ADMINISTRATIVE OVERRIDE (Supervisory approval is required)

☐ NO    ☐ YES    REASON: \_\_\_\_\_

FINAL DECISION    ☐ DETAIN    ☐ RELEASE    ☐ RELEASE WITH CONDITIONS

MR lives at: \_\_\_\_\_ Apt. \_\_\_\_\_ City: CHGO/ \_\_\_\_\_, IL/ \_\_\_\_\_ Zip: \_\_\_\_\_

MR lives with: \_\_\_\_\_ Relation: \_\_\_\_\_ Phone: 312/830/708/773/847 \_\_\_\_\_

# CIRCUIT COURT OF COOK COUNTY

Juvenile Division - Probation Department

XRR Unknown

299 No new charge

Revised December 30, 1997

## List of Charges

### 1-15 POINTS

240	Automatic Transfer - 15+ years Old)
241	Del Cont Sub - School Grounds
242	Del Cont Sub - Public Housing
243	ULW - School Grounds
245	PCS w/Int to Dlv on School or CHA Grnds
234	Aggravated Criminal Sexual Assault
243	Murder
256	Robbery - Armed with Firearm A/T
231	Aggrav Vehicular Hijacking with F/A

### JA02 - 15 POINTS

330	Exploitation of a Child
334	Aggravated Firearm Discharge
339	Aggravated Battery/Great Bodily Harm
341	Aggravated Vehicular Invasion
342	Aggravated Vehicular Hijacking
343	Aggravated Battery with Firearm
408	Attempt Murder
442	ULW-School Grnds (non A/T)
444	Aggravated Stalking
440	ULW-Firearm
520	Criminal Sexual Assault
534	Aggravated Criminal Sexual Assault
540	Involuntary Manslaughter

552	Reckless Homicide
570	Arson - Aggravated
571	Heinous Battery
572	Home Invasion
573	Robbery - Armed Firearm
589	Armed Violence
556	Armed Robbery
543	Murder
548	Solicitation of Murder
777	Interstate Warrant
541	Manslaughter - Voluntary
539	Kidnaping Aggravated

### JA03 - 10 POINTS

335	Vehicle Invasion
338	Vehicle Hijacking
345	Vehicular Endangerment
423	Attempt Aggravated Arson
427	Attempt Agg Crim Sex Assault
507	Aggravated Battery
538	Kidnapping
550	Agg Criminal Sexual Abuse
555	Robbery
411	Attempt Armed Robbery

### JA04 - 10 POINTS

351	Unlawful Delivery Cannabis
	- Class 1 & 2 Fel Amt
347	Hate Crime
403	Attempt Criminal Sexual Assault
503	Arson
533	Criminal Sexual Abuse
574	Controlled Substance - Delivery of
580	Gang Organization Recruitment
535	Intimidation
346	Stalking
527	Firearm - Unlawful Sale of
340	Aggravated Robbery

### JA05 - 7 POINTS

333	Poss Crim Sub w/Int to Deliver
319	Unlawful Delvry Cannabis
	- Misdemeanor Amount
524	Explosives Possession
585	Residential Burglary
445	Weapons - Unlawful Sale of
564	Unlawful Use of Weapon

### JA06 - 5 POINTS

326	Compel - Conf by Threat
337	Agg Possession Stolen Vehicle
511	Burglary
324	Burglary to Auto

### JA07 - 5 POINTS

352	Possession of Cannabis - Fel Amt
332	Bring Contraband into Institution
	Child Pornography, Sexual
	Juvenile Pimping
	Attempt Kidnapping
409	Attempt Criminal Sexual Abuse
410	Attempt Robbery
412	Attempt Theft of Auto
414	Attempt Theft over \$300
424	Attempt Arson
432	Attempt Aggravated Criminal Sex Abuse

433	Attempt Aggravated Sexual Abuse
434	Attempt Aggravated Sex with Family
528	Forgery
544	Controlled Subst Possession - Felony Amount
554	Restraint - Unlawful
558	Theft of Auto
560	Theft over \$300
566	Sexual Relationship with Family
577	Possession of Stolen Auto
422	Attempt Residential Burglary

### JA08 - 3 POINTS

312	Unauthorized Storage of Weapon
313	Possession of Cannabis
	- Misdemeanor Amount
328	Possess Conc Dang Weapon
348	Misdemeanor Sale of Cannabis
400	Attempt Burglary
435	Attempt Forgery
350	Theft of Firearm
504	Assault - Aggravated
446	Attempt Poss of Controlled Substance

### JA09 - 2 POINTS

302	Ticket Scalping
303	Endangering Life/Health Child
305	Contributing to Neglect of Child
308	Possess/Theft Detection Device
309	Vandalism
310	Aiding a Fugitive
311	Obstructing Service of a Process
314	Alteration Identification of Vehicle
315	Obt Service Defraud Elec Device
316	Unlawful Sale of Fireworks
317	Leaving Motor Vehicle Accident
318	Peddling Merchandise without License
320	Hitchhiking
321	Unlawful Use of a Computer
336	Looting
401	Attempt Crim Damage to Property
404	Attempt Eavesdropping
405	Attempt Retail Theft
413	Attempt Theft Under \$300
415	Attempt Deceptive Practice
416	Attempt Theft from Person
417	Attempt Theft Lost/Mis Property
419	Attempt Sex within Family
420	Attempt Escape
421	Attempt Crim Trespass to Land
422	Attempt Theft from Auto
430	Attempt Theft from Coin Op Machine
431	Attempt Theft of City Property
436	Attempt Poss of Burglary Tools

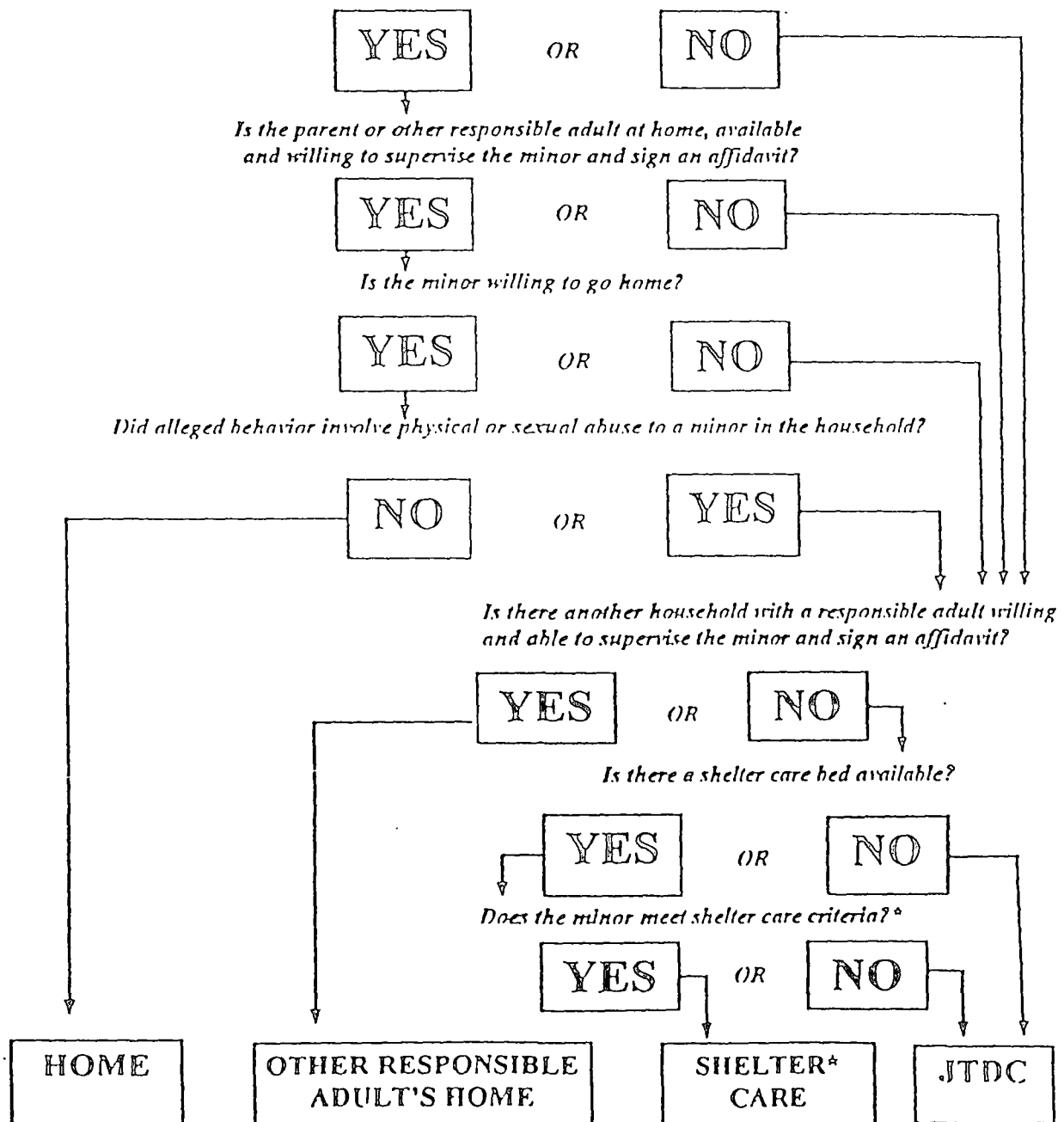
438	Attempted Battery
499	Miscellaneous Attempt
500	Abortion
501	Air Rifle Carry/Discharge
502	Air Rifle - Unlawful Sale
506	Battery
508	Bribe - Accepting
509	Bribe - Offering
510	Bribery
512	Burglary Tool - Possession of
513	Civil Rights - Violated
514	Conspiracy
516	Criminal Damage to Property
517	Criminal Trespass to Vehicle
519	Deception Practice
521	Disorderly Conduct
522	Distribute Abortifacient
523	Eavesdropping
525	False Fire Alarm
526	Defacing Identifying Mark
529	Gambling
530	Gambling - Keeping Place of
531	Gambling - Syndicated
532	Glue Sniffing
536	Intoxicating Compound - Sale of
537	Intoxicating Compound - Use of
542	Mob Action
545	Obscenity
546	Prostitution - Soliciting

547	Prostitution
549	Public Indecency
551	Reckless Conduct
553	Resisting or Obstructing Polk
557	Solicitation
559	Theft Under \$300
561	Theft - Deception or Threat
562	Theft from Person
563	Theft - Lost/Misplaced Property
565	Assault
568	Unregistered Gun
569	Unregistered Gun Carrier
575	Crim Damage to Stat Supp P
576	Possession of Stolen Property
578	Unlawful Use of Credit Card
579	Unlawful Possess of Arm/Fire
581	Escape
582	Theft
583	Criminal Trespass to Land
584	Possess Drug Paraphernalia
586	Retail Theft
587	Tampering with Vehicle
588	Phone Call Harassment
591	Residential Theft
592	Theft of Service
593	Harass Witness by Commenc
594	Damage to Coin Op Machin
595	Theft Coins of Coin Op Ma
596	Crim Trespass to Residence

# COOK COUNTY DETENTION SCREENING INSTRUMENT NON-SECURE CUSTODY OPTIONS

Where do we send a minor whose screening score is 14 or less and whose parent(s) or other responsible adult is not willing or available to sign an affidavit of non-secure custody?

*Has contact been made with a parent or other responsible adult at home?*



\*Male only, ages 10-16, no known communicable diseases, not in need of medical treatment, not under the influence of drugs or alcohol, not charged with criminal sexual abuse/assault or violent felony. Minors scheduled for thirty-six hour non-secure custody hearing in Mankin (Col 76) must be...

# Circuit Court of Cook County

## Juvenile Justice Division

### Juvenile Detention Alternatives Continuum

February 1, 2001

#### Court Notification

March 1995

Written notice and telephoned reminders to all minor respondent households in advance of every court hearing during the pre-adjudication stage of proceedings.

Avg. Daily Notices: 97

#### Community Outreach Supervision

October 1994

Court-ordered community based supervision of pre-adjudicated minors in detention jeopardy for up to forty five days.

Capacity: 30

Present Enrollment: 17

Serviced to Date: 2,030

Average Daily  
Population: 12

Successful  
Completion Rate: 94%

#### Home Confinement

October 1994

Court-ordered conditional release from secure detention. Evening and weekend supervision by probation officers for up to forty-five days.

Capacity: 225

Present Enrollment:

Pre-adjudication: 142

Post-adjudication: 99

Total: 241

Serviced to Date:

Pre-adjudication: 10,627

Post-adjudication: 6,947

Total: 17,574

Average Daily  
Population: 245

Successful  
Completion Rate: 94.2%

#### Evening Reporting Center

December 1995

Court-ordered community based program combined with Home Confinement for pre- or post-adjudicated wards facing consequences for VOP or JAW's for up to twenty-one days.

Capacity: 125

Present Enrollment: 108

Serviced to Date: 6,451

Average Daily  
Population: 108

Successful  
Completion Rate: 95.1%

#### S.W.A.P.

August 1995

Court-ordered Sheriff supervised work program in lieu of comparable dispositional term in the JTDC for up to thirty days.

Daily Site Capacity: 50

Program

Enrollment: 114

Serviced to Date: 4,443

Average Daily  
Population:

Weekdays.....7

Weekends.....17

Successful

Completions: 2,639

#### Electronic Monitoring

June 1996

Court-identified minors released from secure detention under special order of electronic monitoring. Probation officers engage and supervise in collaboration with the Sheriff's Department. Violations result in expedited judicial review of custodial status; 5 to 21 days.

Capacity: 110

Present Enrollment: 54

Serviced to Date: 2,041

Average Daily  
Population: 60

Successful  
Completion Rate: 96.4%

#### Staff Secure Shelter

October 1995

Non-secure detention alternative for minors who are 1) diverted from police or JTDC custody by detention screening officers because of parent/guardian unavailability, or 2) qualified JTDC minors within thirty days of being placed in a long term non-secure setting as directed by the court.

Capacity: 20 Boys  
15 Girls

Present Enrollment:  
10 Boys  
7 Girls

Serviced to Date: 5,343

Average Daily  
Population: 11 Boys  
6 Girls

Youths AWOL: 184

Violations: 81

Successful  
Completion Rate: 96.3%

\* Successful completion indicates that the minor remained arrest free during the time of the program. Figures are calculated from January 1997 for Home Confinement, January 1996 for Evening Reporting Center, August 1995 for S.W.A.P., June 1996 for Electronic Monitoring, and October 1995 for Staff Secure Shelter.

# TJPC INITIAL NEEDS ASSESSMENT

## MENTAL HEALTH STATUS

	CIRCLE # APPLICABLE	CHECK APPLICABLE
<b>1. Appearance of Youth</b>		
Signs of alcohol use .....	2	Low Risk 0-2 pts _____
Sign of drug use .....	2	Med Risk 3 pts _____
Anger .....	1	High Risk 4-10 pts _____
Non compliant .....	1	
Agitated .....	1	
Depressed .....	1	
Disoriented (time, place, person) .....	3	
Total Score _____		
<b>2. Violent Behavior</b>		
Verbal threats to others .....	1	Low Risk 0-2 pts _____
Assaultive history .....	2	Med Risk 3 pts _____
Injured person, pet, animal .....	3	High Risk 4-11 pts _____
Destruction of property .....	1	
Frequent violent episodes .....	3	
Total Score _____		
<b>3. History Of:</b>		
Arson, fire, starting .....	3	Low Risk 0-2 pts _____
Suicide attempts .....	3	Med Risk 3 pts _____
Sexual acting (offense, aggression, promiscuity) .....	2	High Risk 4-12 pts _____
Property destruction .....	1	
Frequent fighting .....	2	
Frequent lying .....	1	
Frequent cheating .....	1	
Frequent stealing .....	1	
Total Score _____		
<b>4. Peer Relationships</b>		
Described as a loner .....	1	Low Risk 0-2 pts _____
Has no friends .....	2	Med Risk 3 pts _____
Friends - negative peer group .....	2	High Risk 4-5 pts _____
Has no best friend .....	1	
Total Score _____		
<b>5. Disposition/self image</b>		
Mood swings - mild .....	1	Low Risk 0-1 pts _____
Mood swings - severe .....	3	Med Risk 2 pts _____
Self image - low .....	1	High Risk 3-8 pts _____
Self image - very negative/inappropriate .....	3	
Total Score _____		
<b>6. Identify Problems</b>		
Confusion as to sexual identify .....	3	Low Risk 0-1 pts _____
Does not "fit in" .....	1	Med Risk 2 pts _____
No direction/goals in life .....	1	High Risk 3-5 pts _____
Fatalistic .....	1	
Total Score _____		

### III FAMILY STATUS

CIRCLE #  
APPLICABLE

CHECK  
APPLICABLE

#### 1. Relationships

Non supportive .....  
Lack of stability .....  
Disorganized/Chaotic .....

2  
2  
3

Low Risk ..... N/A  
Med Risk 2 pts .....  
High Risk 3-7 pts .....

Total Score \_\_\_\_\_

#### 2. Parental Supervision

Poor parenting skills .....  
Ineffective/inadequate discipline .....  
Inconsistent expectations .....  
Contribute/encourage delinquency .....  
No supervision/limits .....

2  
2  
1  
4  
3

Low Risk 0-1 pts .....  
Med Risk 2 pts .....  
High Risk 3-11 pts .....

Total Score \_\_\_\_\_

#### 3. Parental/Family Problems

Emotional instability .....  
Psychiatric .....  
Criminality .....  
Substance abuse .....  
Family violence .....  
Marital discord .....

2  
3  
3  
2  
3  
2

Low Risk 0-2 pts .....  
Med Risk 3 pts .....  
High Risk 4-15 pts .....

Total Score \_\_\_\_\_

### III ASSESSMENT AND RECOMMENDATIONS:

This is not a validated or scientific test. It is a general assessment meant to identify problem areas and service needs. The evaluator's (J.P.O.) experience in dealing with social/family problems plus common sense judgement are crucial elements to be incorporated into the final assessment and recommendation.

Children who score in 2 or 3 areas of high risk in Section I Mental Health Status; 2 or more in Section II Educational Status and one or more in Section III Family Status would appear to warrant consideration of full psychological testing.

Children scoring in similar areas as medium risk or have fewer high risks scores depending on the section may or may not be referred for testing. A judgement call by the evaluator is part of the process.

#### ASSESSMENT:

High Risk \_\_\_\_\_

Med Risk \_\_\_\_\_

Low Risk \_\_\_\_\_

#### RECOMMENDATION:

\_\_\_\_\_, (Child) is recommended for full psychological testing with the specific problems presented \_\_\_\_\_

\_\_\_\_\_, (Child) is not recommended for psychological testing.

\_\_\_\_\_  
Juvenile Probation Officer

\_\_\_\_\_  
Date

SACRAMENTO COUNTY  
PRE-TRIAL  
JUVENILE DETENTION RISK ASSESSMENT

Name of Minor: \_\_\_\_\_ DOB: \_\_\_\_\_  
X-ref: \_\_\_\_\_ Screeners: \_\_\_\_\_  
Statute: \_\_\_\_\_ Date: \_\_\_\_\_

INSTRUCTIONS: Score minor for each factor below and enter appropriate scores in the right hand column. Select only one score per factor

FACTORS	SCORE	
1. MOST SERIOUS INSTANT OFFENSE (CURRENT WARRANTS ARE SCORED AS THE OFFENSE)		
a. Any T07(b) offense	10	
b. Felony crimes of violence	8	
c. Felony sexual offenses	7	
d. Felony high speed chase (Driver only)	7	
e. Series of three or more separate felony offenses	7	
f. Other felony offenses except drugs	5	
g. Sale of drugs or possession for sale of drugs	5	
h. Possession of drugs	3	
i. Misdemeanors	2	
j. Probation violations	0	
2. WARRANTS      Surrendered (0-3)      Apprehended (0-5)	_____	
3. LEGAL STATUS		
a. Currently on home supervision	7	
b. Pending Court	6	
c. Ward      -last sustained offense within 3 months	4	
d.      -last sustained offense 3 months to 1 year	3	
e.      -last sustained offense > 1 year	2	
f. 654/725s	2	
g. None	0	
4. RISK OF FTA AND REOFFENSE		
a. Previous 871	2 pts each	
b. Previous Court FTA's	0-3 pts each (never to exceed 3 pts)	
5. RISK OF NEW OFFENSE		
a. Previously sustained new offense while pending court	3	
6. MITIGATING FACTORS (Can decrease by 1 to 3 points - specify)	-(____)	
a. stable & supportive family or caretaker		
b. stability in school and/or employment		
c. first offense at 16 or older		
d. no arrests within the last year		
e. other (please specify below)		
7. AGGRAVATING FACTORS (Can increase by 1 to 3 points - specify)	_____	
a. Witness Intimidation		
b. Runaway behavior from home		
c. Victim threats		
d. Poor or no attendance at school		
e. Gang membership		
f. Other (Please Specify Below)		
8. MANDATORY DETENTION CASES (Current Case) -- THESE CASES ARE TO BE AUTOMATICALLY DETAINED.		
a. Escape from county institutions	b. Abscond from placement	c. Electronic Monitoring Arrest
d. Home Supervision Arrest	e. Furlough (failure)	

DETENTION DECISION (check)

Release without restriction (0-5 points)

TOTAL SCORE \_\_\_\_\_

Release to non-secure detention (6-9 points)

    \_\_\_\_\_ Shelter

    \_\_\_\_\_ Home Supervision

    \_\_\_\_\_ Other

\_\_\_\_\_ Detain (10 or more points)

OVERRIDE: (state reasons)

DEPARTMENT OF JUVENILE JUSTICE  
DETENTION RISK ASSESSMENT

SSN \_\_\_\_\_  
DJJID \_\_\_\_\_  
Referral ID \_\_\_\_\_  
HRS CIS # \_\_\_\_\_

Date: \_\_\_\_\_

DETENTION CENTER Broward Detention

Record Check \_\_\_\_\_

Section I. Identifying Data

Youth's Name: \_\_\_\_\_ Date of Birth: \_\_\_\_\_ Age: \_\_\_\_\_  
AKA Name: \_\_\_\_\_ Race: \_\_\_\_\_ Sex: \_\_\_\_\_ Eyes: \_\_\_\_\_

Number/Street \_\_\_\_\_

City/State/Zip Code \_\_\_\_\_

Telephone \_\_\_\_\_

Date Screened \_\_\_\_\_

Time Screened \_\_\_\_\_

Assigned Counselor \_\_\_\_\_

Program Area \_\_\_\_\_

Contacted: ☐ Yes ☐ No

School or Work Contacted \_\_\_\_\_

☐ Yes ☐ No

Alleged Offenses \_\_\_\_\_

Category \_\_\_\_\_

F.S. \_\_\_\_\_

Parent/Guardian \_\_\_\_\_

F.S. \_\_\_\_\_

F.S. \_\_\_\_\_

Number/Street \_\_\_\_\_

F.S. \_\_\_\_\_

City/State/ZIP \_\_\_\_\_

F.S. \_\_\_\_\_

Telephone, Home \_\_\_\_\_

Work \_\_\_\_\_

Law Enforcement Agency \_\_\_\_\_

Name and ID or Badge No. \_\_\_\_\_

Parent/Guardian Interviewed \_\_\_\_\_

☐ Yes ☐ No

☐ 1. Face to Face

☐ 2. Telephone

☐ 3. Unable to Contact

☐ 4. Message Left

☐ 5. With whom:

☐ 6. Mother

☐ 7. Relationship

☐ 8. Other

Youth advised of right to legal counsel? ☐ Yes ☐ No

Protective Services record check? ☐ Yes ☐ No

Current allegation of Abuse/Neglect Pending? ☐ Yes ☐ No

History of Confirmed or Indicated Abuse/Neglect? ☐ Yes ☐ No

Type: Physical Abuse ☐ Sexual Abuse ☐ Neglect ☐ Emotional ☐  
(If available provide input on assigned counselor and status in Narrative.)

Section II. ADMISSION CRITERIA

A. Youth has been delivered and the following criteria as outlined in s. 39.044(2), F.S., indicate the youth's eligibility for detention care:

- Yes ☐ No ☐ 1. The youth is alleged to be an escapee or an absconder from a commitment program, a community control program, furlough, or aftercare supervision, or is alleged to have escaped while being lawfully transported to or from such program or supervision, or the child is wanted in another jurisdiction for an offense which if committed by an adult, would be a felony;
- Yes ☐ No ☐ 2. The youth is charged with a delinquent act or violation of law and requests in writing through legal counsel to be detained for protection from an imminent physical threat to his personal safety; (Attach documentation)
- Yes ☐ No ☐ 3. The youth is charged with committing an offense of domestic violence against the child's parent, sibling, spouse, or offspring and is detained as provided in s.39.042(2)(b)3, F.S., In accordance with s. 39.042, F.S., a youth may be held in secure detention for up to 48 hours if a respite home or similar authorized residential facility is not available.
- Yes ☐ No ☐ 4. The youth is charged with a capital felony, a life felony, a felony of the first degree, a felony of the second degree that does not involve a violation of Chapter 893, F.S., or a felony of the third degree that is also a crime of violence, including any such offense involving the use or possession of a firearm.

Factor #5 requires an affirmative answer to at least one of the qualifiers before a yes answer can be recorded (s. 39.044(2)(d), F.S.).



3.	1 felony adjudication or adjudication withheld or misdemeanor adjudications or adjudications withheld	1	—
<b>D. Legal Status</b>			
1.	Committed or detention	8	—
2.	Active community control cases with last adjudication or adjudication withheld within 90 days	6	—
3.	Active community control cases with last adjudication or adjudication withheld more than 90 days ago	2	—
<b>E. Aggravating or Mitigating Circumstances</b>			
1.	Aggravating factors (add to score)	1-3	—
2.	Mitigating factors (subtract from score)	1-3	—

The juvenile probation officer must fully document the reason for scoring aggravating or mitigating points.

**F. Detain/Release Decision**

0 - 6 points = release	TOTAL (Sum A-E) _____
7 - 11 points = non-secure or home detention	
12 or more points = secure detention	

#### Section IV. State Attorney Review/Decision (Complete based upon item #1 being appropriate)

- If the juvenile probation officer believes that a youth who is eligible for detention based upon the results of the risk assessment instrument should be released, the state attorney must be contacted to approve release (s. 39.044(1)(c)). the state attorney also may approve home or non-secure detention for a youth who scores eligible for secure detention. The juvenile probation officer must document the reasons for the recommendation in the narrative section.
- (a) State Attorney contacted? Yes ☐ No ☐

Name \_\_\_\_\_

(b) State Attorney decision Detain ☐ Release ☐

#### Section V. Screening Decision

Detention: Yes ☐ No ☐ Notification of Hearing: \_\_\_\_\_ Hearing Date: \_\_\_\_\_ Time: \_\_\_\_\_

Placement ☐ Secure ☐ Home ☐ Non-secure ☐ Staff-Secure ☐ Respite ☐ Release

Criminal Background Check done? \_\_\_\_\_ Results \_\_\_\_\_

Release to: Name \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_ Time \_\_\_\_\_

#### Section VI. Narrative

Juvenile Probation Officer _____	Date _____	Reviewed by _____	Date _____
		Detention Review Specialist: _____	Date _____



MULTNOMAH COUNTY DEPARTMENT OF JUVENILE JUSTICE SERVICES  
RISK ASSESSMENT INSTRUMENT (RAI) III

This paper form is to be used only when electronic RAI is unavailable. It must be entered into the electronic RAI as soon as it is available.

Date/time youth brought to DELH/Admissions:	Date/Time of Intake Screening:
YOUTH'S NAME	Case # Ref. #
	DOB:

SPECIAL DETENTION CASES		(CIRCLE "DETAIN" FOR ALL APPLICABLE CATEGORIES)
Escape from secure custody		Detain
Arrest warrant (Detain with limited exception, see definitions)		Detain
Type of Warrant:	Fail to appear <input type="checkbox"/>	Judicial Officer opposes release <input type="checkbox"/>
(Check all that apply)	Unable to locate <input type="checkbox"/>	Judicial Officer opposes release <input type="checkbox"/>
	Other (specify: _____) <input type="checkbox"/>	Judicial Officer opposes release <input type="checkbox"/>
If Judicial Officer doesn't oppose, do <u>not</u> treat as a special detention case. Screen according to policy.		
In custody youth summoned for hearing		Detain
Court ordered (Check all that apply)	Community Detention Violation <input type="checkbox"/> Day Reporting Violation <input type="checkbox"/> Electronic Monitoring Violation <input type="checkbox"/> Law Violation <input type="checkbox"/> Probation Violation <input type="checkbox"/> Other (specify: _____) <input type="checkbox"/>	Detain

MOST SERIOUS INSTANT OFFENSE	(CIRCLE HIGHEST APPLICABLE SCORE)
Intentional homicide (aggravated murder, murder)	17
Attempted Murder or Class A Felonies involving violence or use or threatened use of a weapon (including Rape I, Sodomy I, and Unlawful Sexual Penetration I involving forcible compulsion)	12
Class B Felonies involving violence or use or threatened use of a weapon	8
Rape I, Sodomy I, Sexual Penetration I <u>not</u> involving forcible compulsion	7
Class C Felony involving violence or use or threatened use of a weapon	6
All other Class A and B Felonies	5
All other Class C Felonies	3
Misdemeanor involving violence, or possession, use or threatened use of a weapon	3
All other Misdemeanors	1
Probation/Parole Violation	1
Other, e.g., status offense (MIP, runaway, curfew, etc.)	0
SCORE RANGE 0 - 17	SCORE <input type="text"/>

ADDITIONAL CURRENT OFFENSES	(IF APPLICABLE, CIRCLE HIGHEST SCORE)
Two or more unrelated additional current Felonies	3
One unrelated additional current Felony	2
SCORE RANGE 0 - 3	SCORE <input type="text"/>

R A I

MITIGATING FACTORS		(CIRCLE ALL THAT APPLY)
Regular school attendance or employed		-1
Responsible adult to assure supervision and return to court		-1
No Law Violation referrals within past year <i>(applies only to youth with a prior history of law violations)</i>		-1
First Law Violation referral at age 16 or older		-1
First Law Violation referral (instant offense)		-1
Not on probation, first UTL warrant and unaware of warrant.		-2
No FTA warrant history <i>(youth <u>must</u> have had a delinquency court appearance history)</i>		-2
SCORE RANGE -9 to 0		SCORE TOTAL
AGGRAVATING FACTORS		(CIRCLE ALL THAT APPLY)
No verifiable local community ties		3
Possession of a firearm during instant offense without use or threatened use		2
Reported history of runaways from home within past six (6) months (2 or more) OR 1 run away from home and 1 run from placement		1
Reported history of runaways from out-of-home placement within past six (6) months (2 or more)		2
Multiple victims in instant offense		1
Documented threats to victim/witness (instant offense)		1
SCORE RANGE 0 - 10		SCORE
TOTAL		
		TOTAL RISK SCORE

DECISION SCALE/DECISION	OVERRIDE
Special Detention Cases <input type="checkbox"/> 12 - Over      Detain <input type="checkbox"/> 7 - 11        Conditional Release <input type="checkbox"/> 0 - 6         Unconditional Release <input type="checkbox"/>	Detain <input type="checkbox"/> Conditional Release <input type="checkbox"/> Unconditional Release <input type="checkbox"/> Approved by: _____
SUMMONS	Reason: _____
Preliminary Hearing Summons <input type="checkbox"/> Y <input type="checkbox"/> N <i>(Summons to prelim if score over 6 or youth is being released on a warrant, on a charge involving a weapon, on a UUMV charge, domestic violence, or is being placed in a shelter care placement that requires a prelim.)</i>	_____
Shelter Placement <input type="checkbox"/> Y <input type="checkbox"/> N	_____
Does youth meet statutory criteria for detention <input type="checkbox"/> Y <input type="checkbox"/> N (If no, youth MUST be released.)	

R A I

ALABAMA DETENTION PROJECT:  
REVISED RISK ASSESSMENT INTAKE INSTRUMENT

DETENTION PROJECT:  
RISK ASSESSMENT  
INTAKE INSTRUMENT

Youth's Name \_\_\_\_\_

D.O.B. \_\_\_\_/\_\_\_\_/\_\_\_\_

Sex: \_\_\_\_Male \_\_\_\_Female

Race: \_\_\_\_White \_\_\_\_Black \_\_\_\_Hispanic \_\_\_\_Native \_\_\_\_Asian  
\_\_\_\_Other Specify: \_\_\_\_\_

County of Jurisdiction \_\_\_\_\_

Detention Facility \_\_\_\_\_

Youth's Living Arrangement: \_\_\_\_Own Home \_\_\_\_Private Treatment Agency  
(at intake) \_\_\_\_DYS \_\_\_\_DHR \_\_\_\_DMH  
\_\_\_\_Other Specify: \_\_\_\_\_

Logged Offense: \_\_\_\_\_  
(Most serious charge.)

Admission: Date \_\_\_\_/\_\_\_\_/\_\_\_\_ Time \_\_\_\_:\_\_\_\_ a.m. p.m.

Detention Authorized by: \_\_\_\_Probation \_\_\_\_Court \_\_\_\_Intake Staff \_\_\_\_DYS  
\_\_\_\_Other Specify: \_\_\_\_\_

Parent Pick-up Order at Time of Detention? \_\_\_\_Yes \_\_\_\_No Don't Know \_\_\_\_

Parent Consent Decree at Time of Detention? \_\_\_\_Yes \_\_\_\_No Don't Know \_\_\_\_

Failure to Appear

If youth failed to appear for prior court hearing(s), select the most serious charge ever involved in those hearings:

Class A Felony	10	
Class B Felony	10	
Violent Class C Felony	10	
Other Class C Felony	5	
Class A Misdemeanors	5	
Other Misdemeanors	4	
Non-Criminal Violations	4	
Status Offenses	3	I _____

Total failures to appear during past year  
(i.e., separate hearings) J \_\_\_\_\_

(Multiply I and J) FAILURE TO APPEAR SCORE = \_\_\_\_\_

SCORE-BASED OUTCOME: If PUBLIC SAFETY or FAILURE TO APPEAR scores are:

- 0 to 5 = strongly consider release or alternative supervision.
- 6 to 9 = staff for release to alternative supervision or continue in secure detention (in the event that youth remains in secure detention, document the reasons -- see Over-ride section below).
- 10 or more = strong candidate for secure detention.

OVER-RIDES: In the event that a decision is made to detain a youth who scores 0 to 5 points on the PUBLIC SAFETY or FAILURE TO APPEAR risk scores, document the decision to detain as fully as possible. In addition, if a decision is made to detain a youth who scores 6 to 9 points, record the reasons for that decision.

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SECURE CUSTODY  
NEEDS ASSESSMENT FORM

Name of Juvenile: \_\_\_\_\_ Arresting Officer: \_\_\_\_\_

Arrest Date/Time: \_\_\_\_\_ Release Date/Time: \_\_\_\_\_ Released to: \_\_\_\_\_

Instructions: Score juvenile in each category below and enter appropriate score in space provided in the right hand column.

I. Most Serious Current Offense		_____
A. Juvenile eligible for transfer to adult court based on offense and age	10	
B. Offenses Against Persons		
1. First or second degree murder, aggravated rape, aggravated kidnapping	10	
2. All others	7	
C. Offenses against Property		
1. All Felonies	5	
2. All Misdemeanors	3	
D. Drug and other offenses		
1. Drug distribution	10	
2. Possession of drugs with intent to distribute	8	
3. Possession of firearm, bomb	8	
4. Felony possession of drugs	6	
5. Offenses without victims	3	
6. Traffic, Wildlife, and City Ordinance Violations	0	
7. Non-criminal probation violations	0	
II. Number of Prior Arrests (last 12 months)		_____
6 or more	5	
4 to 5	4	
2 to 3	3	
1	2	
III. Under the Influence of Drugs or Alcohol at Time of Arrest      Yes - 2      No - 0		_____
IV. Probation Status		_____
Active Probation case, new criminal offense	6	
Active Probation case, non-criminal violation	4	
Active Probation case under FINS	0	
No active probation case	0	
V. Warrant/Escape Status/Placement Failure		_____
Juvenile is subject of a warrant for Failure to Appear, a delinquent warrant from another jurisdiction, is a delinquent who has runaway from or been unsuccessfully removed from a court-ordered placement, or has not abided by the conditions of a home detention program.		10

		TOTAL SCORE	_____
DETAIN/RELEASE DECISION:	0 - 7	RELEASE	
	8 - 9	HOME DETENTION	
		OR OTHER STRUCTURED	
		HOME SUPERVISION	
	10+	DETAIN	

\*SEE OTHER SIDE FOR SPECIAL CIRCUMSTANCES

**Figure 20: Broward County Detention Risk Assessment\***

**I. Admission Criteria** (If each of the following 4 items are answered no the youth must be released. If any of the items are answered yes, complete the risk assessment)

- Yes \_\_\_ No \_\_\_ 1. Youth is alleged to be an escapee/absconder from a commitment program, community control program, furlough or aftercare; or youth is wanted in other jurisdiction for felony level offense.
- Yes \_\_\_ No \_\_\_ 2. Youth charged with delinquent act/law violation and requests detention for protection from imminent physical threat to his/her personal safety.
- Yes \_\_\_ No \_\_\_ 3. Youth charged with capital, life, first degree or second degree felony or any violent felony.
- Yes \_\_\_ No \_\_\_ 4. Youth charged with burglary, grand theft auto, any offense involving use of firearm, or any second or third degree felony drug charge *and*:
- Yes \_\_\_ No \_\_\_ youth has record of failure to appear at court hearings; or
- Yes \_\_\_ No \_\_\_ youth has record of law violations prior to court hearings; or
- Yes \_\_\_ No \_\_\_ youth has already been detained or has been released and is awaiting final case disposition; or
- Yes \_\_\_ No \_\_\_ youth has a record of violent conduct resulting in physical injury.

**II. Risk Assessment**

**A. Most Serious Current Offense**

- |  |    |  |
|--|----|--|
| 1. All capital, life and first degree felony PBL .....   | 15 |  |
| 2. All other first degree felonies, vehicular homicide, violent second degree felonies, or youth wanted by other jurisdiction for felony offense ..... | 12 |  |
| 3. Second degree felony drug charge, escape/abscond, any third degree felony involving use of firearm, burglary of occupied residence .....            | 10 |  |
| 4. Violent third degree felony .....   | 9  |  |
| 5. All other second degree felonies (except dealing stolen property) .....   | 8  |  |
| 6. Dealing stolen property; third degree felonies that qualify for detention .....   | 7  |  |
| 7. Reckless display, unlawful discharge of firearm .....   | 4  |  |

**B. Other Current Offenses and Pending Charges (separate incidents)**

- |   |   |  |
|---|---|--|
| 1. Each felony .....                            | 2 |  |
| 2. Each misdemeanor .....                       | 1 |  |
| 3. Prior felony arrest within last 7 days ..... | 6 |  |

**C. Offense History**

- |  |   |  |
|--|---|--|
| 1. Three felony adjudications or withheld adjudications last 12 months .....                                   | 4 |  |
| 2. Two felony adjudications or withheld adjudications last 12 months .....                                     | 2 |  |
| 3. One felony adjudication or withheld adjudication or misdemeanor adjudication or withheld adjudication ..... | 1 |  |

**D. Legal Status**

- |  |   |  |
|--|---|--|
| 1. Committed or detention .....  | 8 |  |
| 2. Active community control case and last adjudication within 90 days .....        | 6 |  |
| 3. Active community control case and last adjudication more than 90 days ago ..... | 2 |  |

**E. Aggravating/Mitigating Factors**

- |  |  |
|--|--|
| 1. Aggravating Factors (add 1-3 points to score; document reasons fully) |  |
| 2. Mitigating Factors (subtract 1-3 points; document reasons fully)      |  |

Total Score (add A through E)

**Detain/Release Decision:**

0-6 = Release    7-11 = Nonsecure or home detention    12+ = Secure detention

\* Contains slight modifications to format and language.

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# CONSIDER THE ALTERNATIVES

planning and implementing  
detention alternatives

*by Paul DeMuro*



## NJDA—Center for Research & Professional Development Jurisdiction Teams Project: Annotated Bibliography for Classification

CLEAR, TODD R. & GALLAGHER, KENNETH W. (1983). MANAGEMENT PROBLEMS IN RISK SCREENING DEVICES IN PROBATION AND PAROLE. *EVALUATION REVIEW*, SPRING.

The result of a risk assessment is not a true prediction of a client's behavior. It should focus on behavior potentials, not predictions.

The supervision standards play several functions. Most directly, the supervision standards organize line officer resources around the caseload. That is, the specification of supervision requirements in a classification system acts as a constraint in line officers' use of time and energy on cases, and therefore is the essential resource management policy of the agency. Supervision standards are complicated though. While they provide for greater accountability and enforced differentiation of supervision via an easily administered system of accountability, they may also fail to distinguish some difference between clients that ought to be considered. While most existing classification systems seem to take this into account by allowing for an officer "override" of the instrument classification, it is arguable whether this override sufficiently allows for the needed flexibility.

The use of an objective classification system leads directly toward the development of workload measures instead of caseload measures of supervision.

General point has been that the practice of risk screening, which has recently become a popular element of classification systems, raised a number a management issues, from selection of cut-off and supervision policy to reorganization of staff and workload.

The authors hope that administrators become familiar with the method of screening as well as the practice. In the process, they will learn how to operate screening systems as managerial tools; they will anticipate the problems these devices will raise; they will elaborate on the skeletal, existing practices to find total systems that suit agency needs.

GOTTFREDSON, D.M. (1987). PREDICTION AND CLASSIFICATION IN CRIMINAL JUSTICE DECISION MAKING. IN D.M. GOTTFREDSON & M. TONRY, (EDS.), *PREDICTION AND CLASSIFICATION: CRIMINAL JUSTICE DECISION MAKING* (pp. 1-20). CHICAGO: UNIVERSITY OF CHICAGO PRESS.

Gottfredson links classification to the efforts making criminology a science. He offers a description of the history of classification and prediction, exploring the methodological and ethical problems.

Gottfredson's definition of classification should be one of the first resources used to describe concept. He also makes reference to the use of prediction in a variety of criminal justice decision-making situations.

Gottfredson's definition of classification leads very nicely to discussions of constitutional requirements that violent inmates be separated from non-violent inmates (minimizing within-group variability while maximizing between-group variability) and the matching of offenders with appro-

priate existing resources and services. Classification and prediction become tools for increased efficiency through the classification, assignment, and a prediction of offenders to the limited, but existing, resources and services.

Gottfredson's article supplies the perspective needed to understand, in general terms, classification and prediction.

GUARINO-GHEZZI, SUSAN, & BYRNE, JAMES M. (1989). DEVELOPING A MODEL OF STRUCTURED DECISION MAKING IN JUVENILE CORRECTIONS: THE MASSACHUSETTS EXPERIENCE. *CRIME & DELINQUENCY*, 35(2):270-302.

Within the juvenile corrections system, three basic classification systems have evolved:

1. Objective risk classification systems, which identify the risk of recidivism (i.e., rearrest, reconviction) posed by juvenile offenders during a specified follow-up period.
2. Treatment classification systems, in which placement decisions (e.g., residential versus nonresidential treatment) are based both on an assessment of each juvenile's problems and corresponding service needs.
3. Control classification systems, which utilize various intake review procedures to identify (and often weed out) those juveniles who pose potential management problems (i.e., threat to others, runaway risk, self-injury) for a program.

Three models of decision-making can be identified in the juvenile sector, each of which progressively decentralizes discretionary authority.

	Legislature —————>	Judiciary —————>	Juvenile Corrections
Model 1 (Legislative)	Washington State Legislature enacts a presumptive sentencing code (based on offense severity + priors)	Specific sentencing code to limit judicial discretion	Specific security levels identified for serious offender limits administrative controls
Model 2 (Judicial)	Legislature allows judges to determine specific programs for juvenile offender	Pennsylvania Judges have power to make specific "treatment plan" sentences	Judicial control over type of program placement limits administrative control
Model 3 (Administrative)	Legislature allows judges broad discretion on the in/out decision	Judges can commit a juvenile to the juvenile corrections agency, but they cannot specify treatment	Massachusetts Placement decisions are determined and managed by the juvenile corrections agency

There are a number of applications of the objective risk classification system in administrative decision-making models:

1. To determine type of disposition (i.e., the in/out decision),
2. To differentiate secure from non-secure placement, and
3. To justify differential levels of community supervision and control.

A new model of community-based classification was implemented by the Massachusetts Department of Youth Services (DYS) to limit unpredictable “staffing” decisions by objectively classifying youths into levels according to their predicted risk of recidivating. In this system, an individual risk assessment followed by a needs assessment identifies the appropriate amount of program structure and thereby designates the optimum placement level.

Organizational objectives that shape the design of community classification systems are:

1. To structure discretion in placement decisions by automatically taking into account known risk factors.
2. To retain rehabilitative services within the program risk levels that address individual treatment issues, thus emphasizing a policy of improved crime control through treatment.
3. To specify and monitor the degree of structure and control provided in contracted private sector programs, thus establishing a policy of public sector control over private sector community treatment programs for juveniles.

An overriding policy issue concerning the development of juvenile offender classification systems still remains unanswered: How do we best balance risk, need, and control factors in community classification scheme? Two issues have been focused on in an attempt to answer this question:

1. Classifying the risk of recidivism among juveniles placed in one of four levels of community control; and
2. Classifying these same offenders according to their specific treatment needs (e.g., counseling, education, training). It must also be recognized that the private sector is weighing not only risk and need, but also “control” concerns.

Massachusetts Department of Youth Services experience with classification systems suggest that considerations having little to do with public safety or treatment (and that are typically marketed as justifiable “pragmatic” concerns) guide decision-making at critical points in juvenile corrections systems in Massachusetts.

Agencies must address the following question: What should be the primary purpose of the organization? It is only after a clear mission statement is drafted that a juvenile corrections agency can begin to consider seriously the issues raised in the development of a comprehensive risk classification system. The next issue, after purpose has been resolved, is how to structure decision-making while at the same time retaining caseworker discretion.

Organizations, such as DHS, must overlay as comprehensive and as rational a structure for management intervention, classification, and decision-making as the system can accommodate. Such a

structure serves an essential purpose to provide accountability to routine decisions while also highlighting cases that do not conform to the structure because of such pressures as private sector control. The author's proposal is a decision model that combines classification for secure and non-secure programs with a hierarchical structure of behavioral sanctions.

HOWELL, J.C. (1997). *JUVENILE JUSTICE & YOUTH VIOLENCE* (pp. 178-182). THOUSAND OAKS, CA: SAGE PUBLICATIONS.

Howell discusses classification from effectiveness and efficiency perspectives. He links classification to a community-based approach whereby community norms (expressed through a community working group) defined what is right for their community regarding the nature and level of juvenile justice services. Second, classification is also a tool for making the juvenile justice system more efficient.

Howell links classification to graduated sanctions, a critical component of the OJJDP Comprehensive Strategy. Howell discusses three types of assessment devices: risk assessments, needs assessments, and placement or custody assessments. Taken together, these sources of information make up the classification system. The community or working group determines cut-off points and general criteria for the assignment to programs. While Gottfredson's discusses the scientific and ethical issues surrounding classification and prediction, Howell discusses empirical and consensual models for validating classification systems. The scientific strategy of Gottfredson parallels the empirical model of Howell. However, Howell's consensus model focuses more on the political beliefs of the working group than on the ethical issues surrounding classification. The importance of Howell's discussion is the consensus model because it reinforces the importance of community decision making and the long term effectiveness of classification within the juvenile justice system. Without an effective classification system, graduated sanctions are not effective.

HOWELL, J.C. (ED.). (1995, JUNE). *GUIDE FOR IMPLEMENTING THE COMPREHENSIVE STRATEGY FOR SERIOUS, VIOLENT AND CHRONIC JUVENILE OFFENDERS* (pp. 189-230). WASHINGTON, D.C.: OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION.

This is the seminal piece for understanding classification systems. Howell's later work (1997) is a summary of the materials contained in the *Guide* and in Chapter 6 of the *Sourcebook*. The chapter on "Assessment and Classification" covers the same materials and includes numerous examples of classification and assessment instruments.

Development of classification systems is described. Several examples are included even though many are the same as those included in the *Sourcebook*. Howell outlines the method for developing the classification system.

The difficulty with the development of a classification system is its complexity. To develop a reliable classification system, agencies and organizations must have the will and the capacity to conduct basic research about their system. Even though the research and data collection tasks are

only moderate difficulty, in most cases, these tasks and their requirements outstrip the capabilities that exist within many jurisdictions. This is one of the critical reasons for the Jurisdictional Teams concept. If this "stuff" were easy, more jurisdictions would be doing it.

PALMER, TED. (1984). TREATMENT AND THE ROLE OF CLASSIFICATION: A REVIEW OF BASICS. *CRIME & DELINQUENCY*, 30(2): 245-267.

Classification is a way of organizing and summarizing the similarities and differences between offenders so that their main implications for treatment become clear. Classification for treatment assumes that:

1. Offenders differ from each other with respect to one or more of the following: primary causes of illegal behavior; present situation; and future prospects, particularly in absence of treatment.
2. The preceding differences and similarities, such as life circumstances or primary interests and skills, often bear on the ways in which and means by which socially centered and offender-centered goals may be effectively and humanely accomplished.
3. Given assumption (2), and to help achieve those goals, such differences and similarities should be reflected in planning decisions regarding
  - a. the principal tasks that should be accomplished with each particular group or "category" of offenders;
  - b. the personal and/or environmental areas that should be focused on; and
  - c. the approach (techniques and program components) that may help treaters as well as offenders focus on those areas and accomplish those tasks. Thus, for any given individual, a treatment classification should do more than summarize and describe; it should, in effect, predict and perhaps prescribe.

Treatment classification should suggest or prescribe principal tasks, areas of focus, and/or specified approaches which seem appropriate or even essential with respect to achieving socially centered and offender-centered goals for that particular category or type of individual.

Classification for treatment assists in rational planning insofar as it focuses attention on goals and content which are meaningful with respect to dimensions, such as the present situation. Classification can help determine optimal resource allocation.

PARENT, D.G., LEITER, V., KENNEDY, S., LIVENS, L., WENTWORTH, D. & WILCOX, S. (1994, AUGUST). *CONDITIONS OF CONFINEMENT: JUVENILE DETENTION AND CORRECTIONS FACILITIES* (RESEARCH REPORT) (pp. 94-95). WASHINGTON, D.C.: OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION.

Conditions of confinement is a significant research effort by OJJDP. It is a comprehensive look at the institutional services within juvenile justice. Therefore, references to classification are restricted by the nature of the institutions.

Parent et. al. linked classification with separation as two distinct but interrelated procedures to manage correctional facilities. By making it possible to separate disruptive from non-disruptive residents, effective classification protects the personal safety of both juveniles and staff. Accurate classification systems also permit the use of "step down" programs to move youth to a lesser restrictive environment or program. In this manner, classification systems conducted inside secure facilities can be used to justify an alternative placement in a lesser restrictive environment. This option reinforces the need for a continuum of services or wide range of graduated sanctions. Even though the institution is at the far end of the sanctions alternative, classification is the mechanism by which juvenile offenders are returned to the community independent of court action in numerous cases.

Parent et. al. identified the problems associated with juvenile detention classification. First, detention centers receive a wide range of offenders, and they must have an adequate system (policies, procedures, and practices) and separation areas at their disposal. Classification is frequently very difficult because very little information is available to institutional staff at the time a youth is admitted to the detention facility. Because the youth may also be released after a short period of time, classification must be completed very quickly. In order for a good classification and separation system to be effective, the facility must have the resources available to implement the classification policies. Classification screening criteria and procedures are not effective if incoming juveniles are placed in the first available open bed no matter where it is located.

Parent et. al. outlined the following assessment criteria:

1. Does the institution have a written classification plan or procedures?
2. Are juveniles classified using at least one of the four following risk dimensions: escape risk, danger to self, danger to others, or offense history?
3. Are classification results or findings used to make decisions about housing assignments (sleeping arrangements)?

PETERS, MARY ANN. (1988). *CASE CLASSIFICATION*. PITTSBURGH: NATIONAL CENTER FOR JUVENILE JUSTICE.

The organization must first clearly set down what it is that it wants to accomplish (objectives) and then select or adapt the tools (case classification) it needs to do the job. Common organization objectives for classifying juveniles are on the basis of the risk they present to the community to do harm or to recidivate or the needs they have which the organization must try to meet in order to rehabilitate them.

Classification is:

1. A method of setting priorities,
2. A decision making tool,
3. A management tool,

4. A means of setting priorities both administratively and through the use of the scales.

Classification:

1. Sets up lines of accountability,
2. Determines that the agency is going to concentrate more on some cases than others,
3. Determines workload not just by risk or need but also those that have priority,
4. Drives the management information system.

Common elements of a classification system identified by Clear and Gallagher (1983):

1. Most attempt to assess in some ordinal manner the probationers' risk of some disreputable act either a crime or violation of probation rules,
2. Generally assesses needs in an ordinal manner by "adding up" problem areas probationers currently confront,
3. Either by use of separate scales or by a single scale, groups probationers into categories,
4. Establishes supervision standards that vary in intensity for each group.

The following decisions should be made when planning a case management system as recommended by Todd Clear:

1. Decided on number of levels of supervision that risk and needs assessment can produce. This will be determined by a scale (low, medium, high, e.g.) or administrative criteria (such as warrant status).
2. Determine the appropriate minimum standards for each supervision level before establishing scales/cut-off points.
3. Establish the respective roles of risk and needs scales and the relationship between them. Determine what weight each scale will have in determining supervision and override (both automatic and administrative).
4. Develop your own scales or validate any borrowed scale to your court.
5. Select cut-off scores to define high-risk cases. While there is no optimal cut-off score the cut-off must be set far enough apart so that clients do not cluster at these points. Cut-off points can be based both on recidivism data and resource availability.
6. Set intervals for reassessment. Reassessment should occur no more often than every 90 days but no less than every 6 months.
7. Decide who will complete the scale and when they will be completed. Risk should be assessed at intake; needs should be assessed at supervision.
8. Deal with start-up issues versus on-going issues.

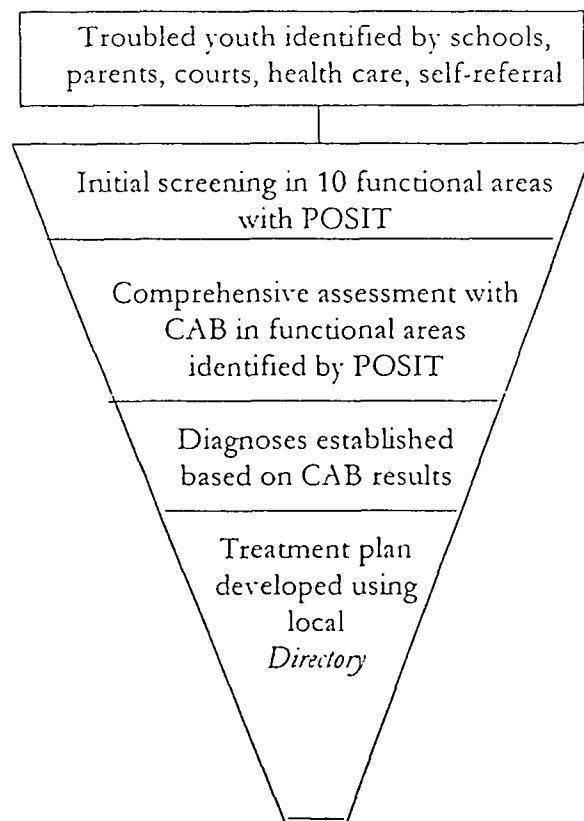
RAHDERT, E. R. (1991?). *THE ADOLESCENT ASSESSMENT/REFERRAL SYSTEM MANUAL*. ROCKVILLE, MD: US DEPARTMENT OF HEALTH AND HUMAN SERVICES, NATIONAL INSTITUTE OF DRUG ABUSE.

The Adolescent Assessment/Referral System (AARS) is utilized to provide a cost-efficient method by which to accomplish the following important goals in the field of adolescent substance use and abuse:

1. AARS provides a minimally intrusive tool by which to screen for a wide variety of drug-related problems
2. AARS provides the tools by which to assess the nature and extent of illicit drug use, thus aiding in the establishment of standardized criteria for a diagnosis of chemical dependency and abuse in adolescents
3. AARS provides the tools by which to assess the nature and extent of problems in other functional areas that tend to complicate, or are the consequence of drug abuse
4. AARS can be used in a variety of settings including schools, physical and mental health care facilities, social service agencies, and correctional institutions, and can be used by practitioners with varying backgrounds and qualifications
5. AARS makes no attempt to suggest one type or treatment rather than another.

AARS contains tools related to three basic steps in the referral process: 1) the Problem Oriented Screening Instrument for Teenagers, to be completed with the Client Personal History Questionnaire; 2) the Comprehensive Assessment Battery; and the 3) Directory of Adolescent Services.

#### STRUCTURE OF THE AARS





REITSMA-STREET, MARGE, & LESCHIED, ALAN W. (1988). THE CONCEPTUAL-LEVEL MATCHING MODEL IN CORRECTIONS. *CRIMINAL JUSTICE AND BEHAVIOR*, 15(1), 92-108.

The conceptual-level matching model (CLMM) is a way to work with offenders based on a systematic understanding of how individuals develop in interaction with different environments. There are four principles involved with CLMM:

1. Individuals vary in conceptual level;
2. Environments vary in structure;
3. Persons of varying conceptual levels profit more when matched to their environments; and
4. Contemporaneous person-environment matching is important for stable management and personal satisfaction, while developmental matching is necessary for challenge and individual growth.

The following table demonstrates characteristics of persons at the four stages of conceptual level.

CL Stage	Person	Matched Environment
A	EGOCENTRIC, Concrete simple, unsocialized "Me"-internal orientation TASK IS TO SURVIVE	VERY HIGH STRUCTURE support, involvement; prepackage interactions; staff-centered; simple, clear.
B	NORM-ORIENTED, relatively unquestioning some ability to differentiate "They"-external orientation TASK IS TO ACCEPT & GET ACCEPTED	MEDIUM-HIGH STRUCTURE clear limits; some room for exploration questioning.
C	INDEPENDENT, inquiring, seeks alternatives, self-assertive "I"-internal orientation. TASK IS TO BECOME UNIQUE	MEDIUM LOW STRUCTURE shared staff-client; negotiation of expectations
D	INTERDEPENDENT, looks at situations from all angles, cognitively complex, "We"-orientation TASK IS TO DEMONSTRATE COMPASSION	LOW STRUCTURE negotiable expectations; opportunities to lead and follow

The heart of CLMM theory is in understanding the nature of interaction. The conceptual level attempts to reflect differentiation, integration, and social interaction as suggested in a person's ability to cope with conflict, authority, infusion of new concepts, and criticism. CLMM must be relevant to treatment or rehabilitation. This refers to the design of correctional programs to promote prosocial change in behaviors, attitudes, and skills in offenders. Program design includes the creation of structure variations in the routines, expectations, activities, resources, and atmosphere

within institutional, community, or detention settings. Different programs are designed to match the contemporaneous and developmental needs of relatively homogeneous groups of offenders.

The strength of CLMM is that its matching principles suggest ways to understand the responsivity or accessibility of offenders to particular expectations, communication patterns, groupings, and specific activities. CLMM needs to be combined with other measures of risk, need, disturbance, and resources of offenders and staff to determine placements. But, CLMM does provide specific ideas for managers and front-line workers about how to set the stage or the opening moves to “reach” offenders, and how to avoid mismatching activities to offender groups.

TORBET, P. (1986). *CASE CLASSIFICATION IN PROBATION AND PAROLE*. PITTSBURGH: NATIONAL CENTER FOR JUVENILE JUSTICE.

Classification is a management tool which sets priorities, promotes rational, consistent, and equitable methods of assessing needs and risks of each individual and then allocates resources accordingly. Data gathered through the process can then be used for program/facility planning, monitoring and evaluation, budgeting, and accountability.

Management systems should be able to pursue different purposes, in regards to classification, with different clients simultaneously.

Successful implementation of a classification system hinges on six factors:

1. Scoring should be simple; complex tabulations reduce reliability,
2. Rationale must be readily apparent and accepted by PO's as well as administrators.
3. Allow a PO's subjective judgment to effect the level of supervision.
4. Periodic reassessments are essential and should reflect changes in the circumstances surrounding the problem, client's needs, and risks.
5. Classification should be incorporated into the agency's record keeping system for monitoring, evaluation, and planning purposes.
6. Representatives of each level of the organization should be involved in the entire effort from design/selection of the instruments through training of staff to use the system.

It is advocated that one should adopt an existing validated risk assessment instrument since it was found that all of the better scales contain some combination of factors related to prior criminal history, emotional stability, substance abuse, and employment.

Client Management Classification system (CMC) – used to assign intervention and supervision strategies. CMC assists agents in rapidly gaining understanding of problems and needs, anticipating impediments to effective solution for the above, and developing a casework plan. CMC is used to place clients into one of four differential casework treatment modalities:

1. Selective Interventions – situational and a subtype, selective intervention-treatment
2. Environmental structure

3. Casework/control
4. Limit setting

Classification is more recently seen as a major management tool and as a means for enhancing consistency and equity in decision making. Differences between juveniles and adults required refinement of the NIC instruments. Juveniles are seen as more volatile, their circumstances and needs change rapidly, and they are generally on supervision for shorter periods.

Based on all the information reviewed, the following elements were selected as universally predictive of continued criminal involvement for juveniles and constitute the Risk Assessment Scale: age at first adjudication, number and severity of prior offenses, number of prior commitments, drug/chemical abuse, alcohol abuse, family relationships, school problems, and peer relationships.

Reclassification should occur relatively frequently and should emphasize adjustment rather than predictive factors.

It was suggested that agencies implementing classification systems first address the need to develop standards for all agency functions. Once scales and standards have been developed, agencies must determine how the instruments will be used in assigning youth to the appropriate classification level.

WIEBUSH, R. G., BAIRD, C., KRISBERG, B., & ONEK, D. (1995). RISK ASSESSMENT AND CLASSIFICATION FOR SERIOUS, VIOLENT, AND CHRONIC JUVENILE OFFENDERS. IN JAMES C. HOWELL, BARRY KRISBERG, J. DAVID HAWKINS, & JOHN J. WILSON (EDS.), *A SOURCEBOOK: SERIOUS, VIOLENT, & CHRONIC JUVENILE OFFENDERS* (PP.171-212). THOUSAND OAKS: SAGE PUBLICATIONS.

All the key levels of system processing (i.e. reporting, arrest, intake, detention, prosecution, disposition, and placement) involve classification decisions based on risk assessment. Effective responses to classification requires a comprehensive continuum of interventions and sanctions. A rationale for such a continuum is that juvenile justice must have the capacity to directly link the nature of the intervention with the offender's need for control, supervision, and services. Much of the potential success of system responses depends upon the ways in which various types of offenders are identified for, and placed at, the several levels of interventions.

Any system predicated on graduated, differential interventions must have:

1. Clearly specified selection criteria for the various programs and levels of interventions
2. Adequate methods for assessing the degree to which individual youth meet those criteria
3. A selection process that ensures that youth targeted for intervention at each level of the system are those who in fact are served at that level

Four potentially negative consequences are evident when the "right" youth is not consistently linked with the intervention designed for them:

1. Increased risk to public safety;
2. Inefficient use of system resources resulting from the placement of nonviolent or non-high-risk youth in overly restrictive settings;
3. Inequities resulting from the placement of youth with similar offense/risk/need characteristics at different levels of intervention;
4. The negative or inconclusive evaluation of the system and its individual interventions because of net widening or other evidence of failing to serve intended target populations.

Structured assessment procedures are designed to address problem of inconsistency and inequity by identifying a limited number of factors known or believed to be the most relevant to the decision being made and incorporating them into a simple, standardized format (i.e. tool). Several benefits are evident from this:

1. It ensures that some factors are taken into account by all decision makers in all cases, thereby creating greater consistency;
2. Empirical basis for instrument increases validity of risk assessment process;
3. Results of assessment directly inform the classification decision;
4. Unlike subjective methods, rationale for any decision is rendered visible and explicit; which makes the agency more accountable;
5. Because instrument uses a limited number of relatively objective criteria, it is easy to complete and can expedite the decision making process.

Essential properties of assessment and classification systems are: validity, reliability, equity, and utility. There are six key issues to be considered in the design and development of risk assessment and classification models:

1. Distinguish the goals of assessment and classification at different decision points in the system.
2. Keep clear distinction between “risk” and “seriousness” in assessment and the classification process.
3. Be aware of the limitations of risk instruments in predicting an individual’s behavior.
4. Conduct the research necessary to validate any instrument adapted.
5. Involve key actors from related systems in the development of any classifications that has widespread implications for how cases are handled.
6. Realize that the development of a risk assessment and classification system for placement or custody decisions may not automatically result in reduced population in correctional facilities.

Risk assessment and classification in juvenile justice refers to the process of estimating an individual’s likelihood of continued involvement in delinquent behavior and making decisions about the most appropriate type of intervention given the identified level of risk.

Assessment of risk and other factors lead directly to a “sorting” of juvenile offenders (i.e., classification decision).

Risk assessment instruments refer to those that are a) designed to estimate the likelihood that an identified juvenile offender will subsequently commit another offense within a specified follow-up period; and b) based on statistical relationship between youth characteristics and recidivism.

Classification goal suggests that the key issue in risk assessment is the extent to which it is able to identify groups of offenders with widely different rates of re-offending.

Risk assessment is used to determine an individual's "risk" of continued delinquent behavior or recidivism by comparing their history to a list of risk predictors: age of first referral/adjudication, number of prior referrals/arrests, number of out-of-home placements or institutional commitments, academic achievement, school behavior and attendance, substance abuse, family stability, parental control, and peer relationships. Based on these risk predictors, juveniles will be classified according to the appropriate level of intervention and need.

NATIONAL COUNCIL ON CRIME AND DELINQUENCY. (1997). *WISCONSIN JUVENILE OFFENDER CLASSIFICATION STUDY: COUNTY RISK ASSESSMENT REVALIDATION REPORT*. MADISON, WI: NATIONAL COUNCIL ON CRIME AND DELINQUENCY.

The Wisconsin Juvenile Delinquency Classification System (WJDCS) was designed to meet the following objectives:

1. assess the risk of recidivism for juvenile offenders;
2. assess the needs of juveniles and families;
3. form recommendations for the juvenile courts;
4. justify case decisions;
5. provide for structured decision making; and
6. gather data for statistical purposes.

Risk assessment tools are used to inform classification decisions.

A uniform juvenile classification system must include the following:

1. A risk assessment instrument for determining the probability that a juvenile who has committed an offense will commit another offense.
2. A risk assessment instrument for determining the service needs of a juvenile who has committed an offense.
3. A services and placement guide for integrating the risk and needs of a juvenile who has committed an offense with other factors to determine an appropriate placement and level of service for the juvenile.

There are two primary rationales underlying the use of formal assessment and classification systems:

1. To provide greater validity, structure, and consistency to the assessment and decision making processes;
2. To more efficiently allocate limited system resources by targeting the most intensive/intrusive interventions on the most serious, violent, and chronic offenders.

Structured assessment procedures are designed to address the problems of inconsistency and inequity by identifying a limited number of factors known or believed to be the most relevant to the decision being made and incorporating them into a simple, standardized format (i.e., a “tool”). The assessment instrument is then applied to all cases by all decision makers and the results are used to classify offenders according to predetermined decision rules (e.g., everyone with a score of 20 or more points is to receive intensive supervision). There are several benefits associated with this instrument:

1. It ensures that the same factors are taken into account by all decision makers in all cases
2. Empirical basis for the instrument increases the validity of the risk assessment process
3. Results of the assessment directly inform the classification decision
4. Rationale for any decision is rendered visible and explicit
5. It is easy to complete and can expedite the decision making process.

The classification goal suggests that the key issue in risk assessment is the extent to which it is able to identify groups of offenders with widely different rates of re-offending.

Findings indicate that there are site-specific factors that influence either recidivism or the measurement of it, and, therefore, that an instrument developed in one site may not be transferable to another jurisdiction without validation by the adoption agency.

WRIGHT, KEVIN N. (1988). THE RELATIONSHIP OF RISK, NEEDS, AND PERSONALITY CLASSIFICATION SYSTEMS AND PRISON ADJUSTMENT. *CRIMINAL JUSTICE AND BEHAVIOR*, 15(4):454-471.

Levinson (1982) identified four functions of classification:

1. To assign inmates to appropriate security levels
2. To place prisoners in different living quarters
3. To designate inmates to particular custody levels
4. To select program activities for prisoners

Modern techniques now tend to serve managerial functions, such as protection of staff and inmates and the efficient assignment of inmates to places and programs. Classification forms the basis for assigning inmates to settings to minimize problems cost effectively and to make policy decisions regarding the proper care and supervision of prisoners.

**Circuit Court of Cook County**

Juvenile

Detention

Alternatives

Initiative

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**ADMISSIONS TO DETENTION**

❖ **POLICE ADMISSIONS**  
**DETENTION SCREENING**  
**INSTRUMENT**

❖ **JUDICIAL ADMISSIONS**  
**DETENTION ALTERNATIVES**  
**CONTINUUM**

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**DETENTION CENTER USE**

- |                            |                        |
|----------------------------|------------------------|
| ▯ POLICE DETENTION         | ▯ <u>PRE-PLACEMENT</u> |
| ▯ WARRANTS                 | ▯ <u>RUR STAGING</u>   |
| ▯ <u>PRE-TRIAL</u>         | ▯ IDOC STAGING         |
| ▯ <u>PRE-DISPOSITIONAL</u> | ▯ TRANSFER HEARINGS    |
| ▯ <u>DISPOSITIONAL</u>     | ▯ AUTOMATIC            |
| ▯ <u>VIOLATIONS OF</u>     | TRANSFERS              |
| <u>PROBATION</u>           | ▯ TRANSFER APPEALS     |

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COOK COUNTY JUVENILE DETENTION ALTERNATIVES CONTINUUM						
Court Notification	Community Outreach Supervision	Home Confinement	Evening Reporting Center	S.W.A.P.	Electronic Monitoring	Staff Secure Shelter
March 1995	October 1994	October 1994	December 1993	August 1993	June 1993	October 1992
Written notice & telephone reminders to all households in advance of any court hearing during the pre-adjudication stage of the proceedings.	Court ordered community supervision of pre-adjudicated minors in 100 cases prior to the court hearing during the pre-adjudication stage of the proceedings.	Court ordered confinement from 100 cases, leaving 100 cases by probation officers for up to 15 days.	Court ordered community supervision from 100 cases, leaving 100 cases by probation officers for up to 15 days.	Court ordered community supervision from 100 cases, leaving 100 cases by probation officers for up to 15 days.	Court ordered community supervision from 100 cases, leaving 100 cases by probation officers for up to 15 days.	Court ordered community supervision from 100 cases, leaving 100 cases by probation officers for up to 15 days.
Capacity: 30	Capacity: 30	Capacity: 100	Capacity: 100	Capacity: 100	Capacity: 100	Capacity: 100
Aug. Date: 10/95	Aug. Date: 10/95	Aug. Date: 10/95	Aug. Date: 10/95	Aug. Date: 10/95	Aug. Date: 10/95	Aug. Date: 10/95
Successful Completion: 100%	Successful Completion: 100%	Successful Completion: 100%	Successful Completion: 100%	Successful Completion: 100%	Successful Completion: 100%	Successful Completion: 100%

### COURT NOTIFICATION

- PRE-ADJUDICATION STAGE
- WRITTEN NOTICE VIA MAIL
- TX CALL WHEN POSSIBLE

### Community Outreach Supervision

- PRE-TRIAL SUPERVISION
- COMMUNITY ADVOCATES
- INTERVENTION SERVICES
- ENSURED COURT APPEARANCES
- PROGRAM CAPACITY: 40



**HOME  
CONFINEMENT**

- ▣ COURT ORDERED PRETRIAL CONDITIONS
- ▣ MINOR RESTRICTED TO HOME EXCEPT FOR SCHOOL, WORK, CHURCH, & RX
- ▣ AUTOMATED VOICE VERIFICATION 1<sup>ST</sup> FOUR WEEKS
- ▣ RANDOM HOME VISITS & TX CALLS BY PO'S
- ▣ 3<sup>RD</sup> "FAILED" HOME CONTACT REPORTED TO S/A & COURT

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**EVENING REPORTING  
CENTERS**

- ▣ COURT ORDERED
- ▣ PENDING VOP, JAW OR NEW CHARGE
- ▣ 21 DAY TERM
- ▣ COMMUNITY BASED AFTER SCHOOL PROGRAM
- ▣ 5 NIGHTS / WEEK - 5 HRS / DAY
- ▣ WEEKEND VISITS & TX CALLS BY Pos
- ▣ PROGRAM CAPACITY: 150

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**SHERIFF'S WORK  
ALTERNATIVE PROGRAM**

- ▣ COURT ORDERED DISPOSITIONAL ALTERNATIVE TO JTDC FOR VOP'S OR IPS
- ▣ SHERIFF SUPERVISED COMMUNITY SERVICE
- ▣ 8 HR. SHIFT = 1 DAY IN CUSTODY
- ▣ DIRECT SHERIFF SUPERVISION
- ▣ UP TO 30 DAY TERMS
- ▣ PROGRAM CAPACITY: 50

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### **ELECTRONIC MONITORING**

- ▣ CONDITIONAL RELEASE FROM JTDC
- ▣ COURT ORDERED
- ▣ TELEPHONE W/OUT SPECIAL FEATURES
- ▣ FAILED ENGAGEMENTS RETURNED TO JTDC
- ▣ SUPPLEMENTAL HOME VISITS BY PO'S
- ▣ ABSENCES APPROVED FOR SCHOOL & RX APPTS
- ▣ 30 DAY LIMIT
- ▣ ABSCONDERS REPORTED TO COURT NEXT DAY
- ▣ PROGRAM CAPACITY: 110

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### **STAFF SECURE SHELTERS**

- ▣ 24HR./ 7DAY WEEK SHELTER
- ▣ SAURA CENTER (BOYS)
- ▣ MARYVILLE @ ST. MALACHY (GIRLS)
- ▣ 40 HR. POLICE DETENTION
- ▣ COURT ORDERED RUR TO PROBATION
- ▣ COURT ORDERED PENDING LONG-  
TERM RESIDENTIAL PLACEMENT
- ▣ PROGRAM CAPACITY: 40

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### **DETENTION STEP-DOWN**

- ▣ COURT ORDERED ADMINISTRATIVE RELEASE
- ▣ BLENDS TERM OF SECURE DETENTION W/  
COMMUNITY-BASED DETENTION  
ALTERNATIVE
- ▣ NON-VIOLENT MINOR ON JAW, VOP, NEW  
CHARGE OR DISPOSITION
- ▣ "RUR TO D.A.D." ENTERED FOLLOWING  
HOLD IN CUSTODY

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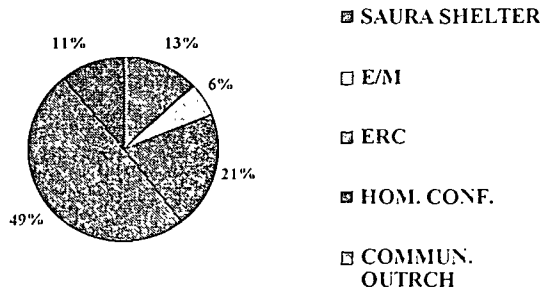
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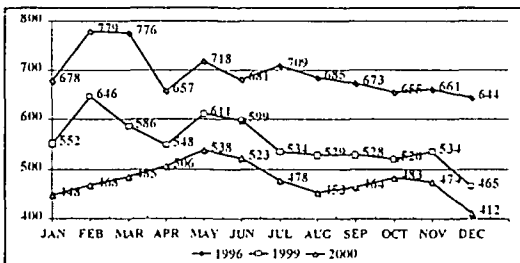
### UTILIZATION OF DETENTION ALTERNATIVES ( LAST 3 YRS. )

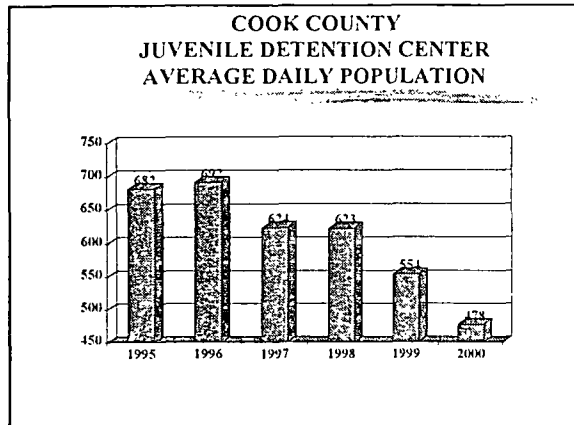


### DETENTION ALTERNATIVE PROGRAMS *COST SAVINGS*

PROGRAM NAME	PROGRAM CAPACITY	PER DIEM SAVINGS	ANNUAL SAVINGS
ERC's	150	\$77	\$4,215,750
SHELTERS	40	\$10	\$146,000
ELECTRONIC MONITOR.	110	\$75	\$3,011,250
		TOTAL =	\$7,373,000

### COOK COUNTY JUVENILE TEMPORARY DETENTION CENTER AVERAGE MONTHLY POPULATION 1996, 1999 & 2000





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190665

**West Virginia Jurisdictional Team Strategic Planning**

Charleston, West Virginia

August 22-23, 2001

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**PANEL #6: AFTERCARE**

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**David Altschuler, Ph.D.**

Johns Hopkins Institute for Policy Studies

Wyman Building

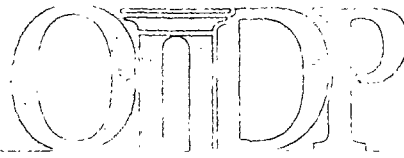
Baltimore, MD 21218

E: dma@jhunix.hcf.jhu.edu

**Note-Taking Guide & Handouts**

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Points of view or opinions in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice.



John J. Wilson, Acting Administrator

July 2000

## J U V E N I L E   J U S T I C E   B U L L E T I N

# Implementation of the Intensive Community- Based Aftercare Program

Richard G. Wiebush, Betsie McNulty, and Thao Le

In 1987, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) initiated a research and development program to design, test, and disseminate information on an intensive aftercare program for serious, chronic juvenile offenders released from secure confinement.<sup>1</sup> OJJDP's desire to focus attention on aftercare was sparked by multiple concerns, including:

- ♦ Escalating juvenile crime rates.
- ♦ Dramatic increases in the number of youth entering secure care.
- ♦ Spiraling costs.
- ♦ The juvenile correctional system's demonstrated ineffectiveness in controlling or reducing delinquent behavior among aftercare populations.

Previous research has shown that recidivism rates among juvenile parolees are quite high, ranging from 55 percent to 75 percent (Krisberg, Austin, and Steele, 1991), and that a large percentage of previously incarcerated juvenile offenders continue their criminal involvement into adulthood (Hamparian et al., 1984). The crux of the problem was that an already overburdened juvenile corrections and aftercare system was increasingly likely to face the kind of youth whom the system historically had either ignored or failed: serious, chronic offenders. The OJJDP initiative was an attempt to develop more effective aftercare interventions to improve the Nation's track

record with this most difficult youth population.

The OJJDP intensive community-based aftercare research and demonstration program—known as the Intensive Aftercare Program (IAP)—is a multistage project conducted by David Altschuler, Ph.D. (Johns Hopkins Institute for Policy Studies), and Troy Armstrong, Ph.D. (Center for Delinquency and Crime Policy Studies at California State University at Sacramento). The project's current and final phases consist of implementation of the IAP model in selected sites and completion of process and outcome evaluations by the National Council on Crime and Delinquency (NCCD).<sup>2</sup> During initial implementation, the participating sites were:

- ♦ Clark County (Las Vegas), NV.
- ♦ Denver, Arapaho, Douglas, and Jefferson Counties (Metropolitan Denver), CO.
- ♦ Essex (Newark) and Camden Counties, NJ (participation ended in 1997; see page 3).
- ♦ City of Norfolk, VA.

To support implementation of the IAP model, OJJDP awarded each site multiyear grants and supplied ongoing training and technical assistance through Drs. Altschuler and Armstrong. Implementation was staggered. Virginia started operations in mid-1993, even before Federal funding for the

### From the Administrator

The rehabilitation of serious, chronic juvenile offenders does not end with their release from secure confinement. On the contrary, effective aftercare interventions are key to preventing recidivism among this challenging population.

In 1987, the Office of Juvenile Justice and Delinquency Prevention established a research and demonstration program to develop, assess, and disseminate an intensive aftercare program targeted at these offenders. This program, the Intensive Aftercare Program (IAP), seeks to reduce recidivism among high-risk juvenile parolees by providing a continuum of supervision and services during institutionalization and after release.

This Bulletin provides an overview of the IAP model and describes its implementation over the first 3 years by participating sites in Colorado, Nevada, New Jersey, and Virginia. The Bulletin also assesses the extent to which the implementation has been successful and identifies the factors that facilitate implementation and those that impede it.

As the information in this Bulletin details, IAP programs play an important role in providing serious, chronic juvenile offenders with the balanced supervision and services they need to turn from a path to crime.

John J. Wilson  
Acting Administrator

project was assured; Nevada piloted a small-scale version in mid-1994; New Jersey started operations in the spring of 1995; and Colorado began its program in August 1995. All the sites except Colorado started the project before NCCD began the process evaluation.

## Purpose and Scope of the Bulletin

This Bulletin provides an update on the status of IAP implementation in the four sites. It begins with a brief overview of the IAP model and describes—using a cross-site approach—how the sites have implemented various aspects of the model. For a fuller description of the model, see Altschuler and Armstrong (1994).<sup>3</sup> The Bulletin also assesses the extent to which implementation has been successful, both with respect to the specific components and the overall model. Finally, a series of factors that facilitated or impeded program implementation are identified. This Bulletin is an interim report, reflecting developments during approximately the first 3 years of implementation (through December 1998).<sup>4</sup> The sites will continue implementation at least through mid-2000.

## The IAP Model

The goal of the IAP model is to reduce recidivism among high-risk parolees. It is rooted in research on the dynamics of recidivism and a theoretical model that integrates the explanations of strain, social learning, and social control theories. The model posits that effective intervention with the target population requires not only intensive supervision and services after institutional release, but also a focus on reintegration during incarceration and a highly structured and gradual transition process that serves as a bridge between institutionalization and aftercare. Altschuler and Armstrong suggest the following:

[The] IAP model is most clearly conceptualized as a correctional continuum consisting of three distinct, yet overlapping, segments: pre-release and preparatory planning during incarceration; structured transition that requires the participation of institutional and aftercare staff prior to and following community re-entry; and long-term, reintegrative activities that ensure adequate service delivery and the necessary level of social control (1996:15).

The research evidence and the tenets of integrated theory led Altschuler and Armstrong to identify five principles that should underpin all intervention efforts geared toward structured reentry and community normalization for high-risk parolees:

- ◇ Prepare youth for progressively increased responsibility and freedom in the community.
- ◇ Facilitate youth-community interaction and involvement.
- ◇ Work with the offender and targeted community support systems (e.g., schools, family) on qualities needed for constructive interaction and the youth's successful community adjustment.
- ◇ Develop new resources and supports where needed.
- ◇ Monitor and test the youth and the community on their ability to deal with each other productively.

Central to the model—and the sites' programs—is the notion of “overarching case management.” This IAP program element<sup>5</sup> focuses on the processes required for successful transition and aftercare and includes five subcomponents:

- ◇ **Assessment, classification, and selection criteria.** IAP focuses on high-risk offenders in order to maximize its potential for crime reduction and to avoid the negative outcomes previously demonstrated to result from supervising low-risk offenders in intensive supervision programs (Clear, 1988). To accurately identify these high-risk youth, implementing jurisdictions need to use a validated risk-screening instrument.
- ◇ **Individualized case planning that incorporates family and community perspectives.** This component specifies the need for institutional and aftercare staff to jointly identify youth's service needs shortly after commitment and plan for how those needs will be addressed during incarceration, transition, and aftercare. It requires attention to youth problems in relation to their families, peers, schools, and other social networks.
- ◇ **A mix of intensive surveillance and services.** IAP promotes close supervision and control of high-risk offenders in the community but also emphasizes the need for similarly intensive services and support. This approach requires that staff have small caseloads and that supervision and services be available not only on weekdays, but also in the evenings and on weekends.

◇ **A balance of incentives and graduated consequences.** Intensive supervision is likely to uncover numerous technical violations and program infractions. The IAP model indicates the need for a range of graduated sanctions tied directly and proportionately to the seriousness of the violation instead of relying on traditional “all or nothing” parole sanctioning schemes. At the same time, the model points to a need to reinforce youth progress consistently via a graduated system of meaningful rewards.

◇ **Creation of links with community resources and social networks.** This element of case management is rooted in the conviction that the parole agency cannot effectively provide the range and depth of services required for high-risk, high-need parolees unless it brokers services through a host of community agencies and resources. Moreover, because interventions will focus on family, school, peer, and community issues, the case manager and service agencies need to create strong working relationships with these social networks.

The IAP model is prescriptive in the sense that each of the implementing sites was required to use the intervention framework, the program principles, and the program elements as the foundation for the local program design. However, each site had considerable flexibility to develop the specific design that would provide the best fit between the model's parameters and the local context. As a result, the sites share key IAP features but also have program characteristics that clearly distinguish them from each other.

## The NCCD Evaluations

To test whether and to what extent IAP addresses the critical issues outlined above, OJJDP awarded a grant to NCCD in 1995 to conduct process and outcome evaluations in each site. The evaluations are using an experimental design to determine the extent to which IAP differs from standard institutional and aftercare practices and to assess the program's impact on youth outcomes. In each site, NCCD randomly assigns committed youth who are assessed as high risk either to IAP or to a control group that receives traditional services. For each group, data are collected on youth characteristics, the extent and nature of supervision and services provided each month, and intermediate and longer term youth outcomes. The primary goal of the process evaluation is to document and assess the extent to which the

sites have implemented the programs in accordance with the national model and their local design. Using both quantitative and qualitative data, NCCD has been routinely assessing all dimensions of program implementation. The implementation evaluation can inform policymakers, juvenile justice officials, funders, and others about program successes and shortcomings, factors that facilitated or impeded implementation, and lessons learned from the demonstration projects.

The outcome evaluation will examine recidivism among the IAP and control groups using a 1-year, postrelease followup period and multiple measures of reoffending behavior.<sup>6</sup> A series of pre- and post-standardized tests will also be used to assess intermediate outcomes in selected areas of youth and family functioning.

## The Status of IAP Implementation in the Sites

Each of the IAP sites underwent a 6- to 18-month planning period prior to implementation. During this time, Drs. Altschuler and Armstrong provided site staff with intensive training on the model's rationale and components. They also provided technical assistance on design and implementation issues. Then, as now, the model had a strong conceptual appeal for administrators and staff. It made intuitive sense to people, and it addressed what they had identified as critical problems for parole in their respective agencies. However, the sites all had difficulties—to varying degrees and in different areas of the model—translating design into operational reality. During approximately the first 2 years of each project, implementation was an ongoing process that involved incremental steps and a series of refinements to program components, policies, and procedures.

Project enrollments have been smaller than originally anticipated. As of November 1998, approximately 3 years after startup, Colorado had identified 150 youth to be randomly assigned by NCCD, Nevada 212, and Virginia 121. Due in part to low intake and in part to program design, the sites have served a fairly small number of youth at any given time. Typically, the sites each have had approximately 20 IAP youth in the institutional phase and an additional 15 to 20 youth on aftercare status in the community.

Implementation has been strong in three of the four sites. Colorado, Nevada, and Virginia all have implemented IAP programs that largely reflect program design. These programs have also created a correctional intervention that is quite different from the supervision and services provided to "regular" parole cases. In New Jersey, however, a promising first year of implementation was followed by an extended period during which program development stalled significantly. After several largely unsuccessful attempts to reinvigorate the project, OJJDP decided in December 1997 to end that site's participation in the demonstration.<sup>7</sup>

The following characteristics are common to the three sites in which implementation is considered successful:

- ◇ High-risk, program-eligible youth are identified through the use of a risk assessment instrument that is site specific and empirically based.
- ◇ Both institutional and aftercare case management are provided by staff who handle only IAP cases in small caseloads (i.e., 15 to 20 youth). In the community, parole officers work jointly with staff referred to as parole aides, field agents, or "trackers."
- ◇ There is substantial coordination and continuity in case planning and case management across the institutional and aftercare phases. This coordination is facilitated by a team approach. While the composition of the team varies across sites, it includes, at a minimum, institutional and parole staff, supplemented by service providers, parents, and/or other agency staff.
- ◇ Team involvement and more frequent interaction between institutional and parole staff have helped overcome traditional turf and communication barriers.
- ◇ Planning for aftercare begins shortly after the youth's institutional placement and is finalized at least 30 days prior to his release to aftercare. Community interventions/services begin almost immediately after release.
- ◇ There are formal structures to facilitate the transition from institution to aftercare, including the use of transitional facilities (Virginia), furlough with intensive monitoring (Nevada), or service delivery by community treatment providers that begins during the institutional phase and continues during aftercare (Colorado).

- ◇ Special services designed specifically for IAP youth have been developed and implemented in both the institutional and aftercare phases, including structured life skills curriculums, anger management training, peer group counseling, and family counseling.
- ◇ Aftercare services represent a mix of control measures (e.g., supervision and surveillance) and treatment interventions to address identified needs.
- ◇ There is a major emphasis on creating strong ties to local support systems and accessing community services.
- ◇ Graduated reward and sanction systems have been developed for the institutional and parole phases.

Although IAP has been generally well implemented in these sites, each program faced implementation difficulties, including internal problems (e.g., extended staff vacancies in key positions and difficulties for some parole officers in executing the intended "intensive" role) and contextual problems (e.g., competing agency priorities, institutional crowding, and unstable program environments). Some of the problems have been successfully addressed. Others persist. On balance, however, the strengths of each program far outweigh the shortcomings.

## Context and Goals

The impetus for adopting the IAP model was strikingly similar across sites. They were all operating in a political environment charged with increasing concerns about serious offenders and, as a result, their correctional policy and operations had been subject to close scrutiny. Each site was experiencing institutional crowding in its juvenile facilities. Each knew, or believed, that recidivism and reincarceration rates were high for parolees (thereby exacerbating the crowding problem). Each felt that juvenile parole was a neglected component of its correctional interventions. The introduction of IAP presented an opportunity for the sites to focus attention on a particularly problematic offender population and to do so with the help of Federal funding and expert technical assistance.

The sites also had very similar goals for the IAP project, which reflected those of the national IAP model. Although there was some variation across sites in the specifics of the goal statements, each site focused on the need to reduce recidivism and reconfinement among high-risk parolees.



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## Planning and Program Design

During the design phase, the sites developed "action planning teams" to translate the basic parameters of the IAP model into a program tailored to the local context. Each site brought together people with different responsibilities from within the correctional system and from related agencies to garner as much intrasystem and inter-agency cooperation and commitment as possible. The teams, each of which received multiday training and ongoing technical assistance from Drs. Altschuler and Armstrong, included high-level agency administrators representing institutions, aftercare, the judiciary, and prosecutors' offices, and also included mental health, education, employment, and social services agencies. These teams developed their site-specific plan for IAP, the details of which were subsequently fleshed out by internal IAP management teams and/or project staff.

The local versions of IAP all incorporated into their design the primary components and features of the national model. However, as discussed more fully below, the ways in which the components were put into operation varied considerably.

## Management

Administrative responsibility for each of the IAP projects rests with the respective State's juvenile corrections agency. Each agency has responsibility for operating the institutions and providing aftercare services, and, in some sites, operating State programs that serve as alternative placements. Program coordination responsibility is assigned to a midlevel manager in the parole/aftercare/field services unit within the larger agency. In Colorado and Virginia, the program coordinator's role is supplemented by an IAP management team, which consists primarily of managers from the various operational units that are directly affected by the program. These teams helped develop program policies and procedures and monitor program implementation. They play an important role in ensuring coordination and cooperation among different parts of the system that previously may have had conflicting interests. Nevada did not have a formally constituted IAP management team until October 1998. It relied instead on the relationships that had developed among the key project actors. It is likely that some of the operational difficulties encountered in Nevada could have been avoided—or resolved

more expeditiously—if a formal team had existed earlier.

Generally, administrative and managerial support for IAP has been strong. Although the programs have (1) involved a very small portion of the overall juvenile offender population and (2) had substantial challenges in terms of competing priorities (e.g., dealing with crowding, implementing new systemwide initiatives), the basic integrity of the model has been supported in the sites. For example, in spite of increasing workload pressures in both the institutional and community settings, administrators have held firm to their commitment to keep IAP caseloads small. They have also recognized the need for IAP-specific programming and continued to support it in the institutions and the community. This commitment was not necessarily unwavering. In each site, there are examples of significant actions taken (or not taken) by administrators that, although they negatively affected IAP, were believed to be necessary for the greater good of the agency.<sup>8</sup> Perhaps more important, the relatively small size of IAP and the larger competing interests it encountered in each of the sites meant that administrators and managers often could not devote the time or attention to IAP that may have been desired. However, that the three projects have succeeded to the extent they have is due, at least in part, to an administrative commitment to support them.

## Staffing

Although the central functions of IAP staff are the same across sites (e.g., case management, some direct service delivery, aftercare supervision, and the facilitation or brokerage of services), specific staffing patterns and role configurations differ somewhat from site to site (see table 1). For example, in Virginia (and previously in New Jersey), separate IAP case management positions were developed for the institutions and for aftercare. Nevada has two IAP-dedicated parole officers in Las Vegas but does not have a designated IAP institutional case manager. Instead, the Nevada IAP uses an institutional-community liaison (a parole officer who is located in the IAP cottage) with responsibility for coordinating activities and facilitating communication between the institution and the parole unit. Finally, Colorado's basic IAP staffing pattern is quite different from the other sites. There is no bifurcation of case management responsibility

between the institution and the parole office. The three IAP case managers have responsibility for their cases during both the institutional and aftercare phases (as do all other Division of Youth Corrections (DYC) case managers).

All the IAP case managers—whether institutional or aftercare—carry approximately one-half to one-third the number of cases handled by their counterparts who are working with non-IAP youth. In Colorado, for example, the client managers have a maximum caseload of 18 youth (combined institution and aftercare) compared with a typical non-IAP caseload of 35 to 40 youth.

To enhance community supervision, the sites all use additional staff who provide case support and monitor program youth on weekends and during evenings. In Nevada, each IAP case manager is paired with a field agent. In Virginia, a parole aide supports the three IAP parole officers. The Colorado project includes a similar aftercare support/surveillance function, but it is carried out by contracted trackers who are not part of the formal IAP staff.

Through IAP implementation, the sites have successfully overcome the traditional barriers between institutional and aftercare staff and have developed team-oriented approaches to case planning and case management. Several sites reported that prior to IAP's introduction, there was little communication or coordination between institutional and aftercare staff, little understanding of what their respective jobs entailed, and often the existence of an "us versus them" mentality. Now, through consistent communication, frequent institutional visits by aftercare staff, joint case planning, coordinated transitional activities, and joint training, institutional and aftercare staff tend to see themselves as having complementary and supportive roles.

During the first few years of implementation, all the sites experienced some staffing problems. These problems fell into two basic categories: (1) staff turnover and vacancies and (2) role execution.

## Turnover and Vacancies

Generally, staff turnover has not been a major problem in Colorado, Nevada, or Virginia. However, the latter two sites have experienced extended vacancies in key positions that directly affected the quality of services delivered to IAP youth. In Nevada, an 8-month vacancy in the institutional-community liaison position

sharply curtailed service delivery in some areas of transition programming. Similarly, Virginia experienced a 10-month vacancy in the institutional case manager position at the Beaumont Juvenile Correctional Center. In addition, Virginia's parole aide position has been vacant for two 4-month periods. Because the parole aide is largely responsible for evening and weekend monitoring, the vacancies hampered the IAP community control strategy.

The extent of staff turnover was a major problem in New Jersey. By early 1997, after less than 2 years of operations, there was not one person actively involved with IAP who had been among the original staff. By the end of 1997, several key positions had turned over multiple times, including those of project coordinator and IAP institutional case manager. The extent of change was so sweeping that it produced a general instability in the program because of the con-

stant recruiting and retraining, and the frequent disruption of working relationships caused by staff turnover.

### Role Execution

In Nevada, New Jersey, and Virginia, IAP parole officers had initial difficulties meeting the program's expectations regarding intensive supervision. In each site, the staff selected for these positions were all highly experienced parole officers who brought their traditional understanding of that role to the new position. As a result, they struggled with the shift from a one-on-one, office-bound, 9-to-5 way of doing business to the more flexible, comprehensive, and team-oriented approach envisioned in the IAP model. Adaptation and growth in the new role took some time (approximately a year in Nevada and 18 months in Virginia) and was facilitated by a variety of interventions, including ongoing training, close su-

pervision, and exposure to other intensive juvenile correctional programs. The Virginia IAP program, for example, hired an additional IAP officer who had extensive experience in Norfolk's intensive probation program and who subsequently served as a strong influence on the other IAP staff.<sup>9</sup>

### Client Eligibility and Selection

The basic eligibility criteria are the same across sites. Eligible youth:

- ◇ Are male.
- ◇ Have been committed to the custody of the State juvenile corrections agency.
- ◇ Are from a selected county/counties.
- ◇ Will be placed at a specified juvenile correctional facility.

**Table 1: IAP Management and Staffing**

Component	IAP Site		
	Colorado	Nevada	Virginia
Administrative agency	Colorado Division of Youth Corrections	Nevada Youth Parole Bureau	Virginia Department of Juvenile Justice
Program coordinator	DYC Community Services Coordinator (Central Office)	Clark County Parole Unit Manager (Local Office)	Parole Services Manager (Central Office)
Primary IAP staff			
Institution	Three IAP client managers	IAP institutional/community liaison*	Two IAP case managers*
Community	Same three IAP client managers	<ul style="list-style-type: none"> <li>◦ Two IAP case managers</li> <li>◦ Two field agents</li> <li>◦ Parole unit manager</li> <li>◦ Education liaison</li> </ul>	<ul style="list-style-type: none"> <li>◦ Three IAP parole officers</li> <li>◦ Parole aide*</li> </ul>
Other key staff	<ul style="list-style-type: none"> <li>◦ Cedar Cottage treatment team coordinator</li> <li>◦ Four group leaders</li> <li>◦ One to three interns with master's degrees in social work</li> <li>◦ IAP researcher*</li> </ul>	<ul style="list-style-type: none"> <li>◦ "B" cottage manager</li> <li>◦ IAP data coordinator</li> </ul>	<ul style="list-style-type: none"> <li>◦ Reception facility IAP case manager</li> <li>◦ Data coordinator*</li> </ul>
IAP staff/client ratio**			
Institution	Client managers = 1/18 (in + out)†	Liaison = 1/22 (in)	Case manager = 1/15 (in)
Community		Parole officer + agent = 2/20 (out)	Parole officer = 1/15 (in + out)

\* Indicates the position is funded by OJJDP through the IAP grant.

\*\* Staff/client ratios shown are based on program design.

† "In" designates work with youth in institutions and "out" designates work with youth in the community.

## The New Jersey Implementation Context

The most significant contextual issue for understanding the IAP experience in New Jersey is the turbulent organizational environment in which implementation occurred. The unstable environment resulted from two major changes that took place in the organizational structure of juvenile corrections.

When the program was introduced, and during the first 6 to 9 months of planning, youth institutions, community residential centers (group homes that were to be used as step-down facilities for IAP youth), and parole officers were under the jurisdiction of the Department of Corrections (DOC). In the first reorganization (1993), responsibility for the residential centers was transferred to the Department of Human Services/Division of Juvenile Services (DJS). In practical terms, this meant that youth moving through the three stages of the IAP model (institution, transitional facility, parole) would move from DOC jurisdiction to DJS jurisdiction and then back again. As a result, the site was required to obtain the commitment and cooperation of two State agencies with differing responsibilities and priorities during program planning and the initial months of implementation.

The so-called organizational split was one of the major obstacles to early implementation because so much time was spent overcoming turf issues and getting cooperation and coordination between the two departments. After the first year of implementation, however, both DOC and DJS administrators were reporting that IAP had vastly improved communication, coordination, and understanding of mutual responsibilities between the institutions, the transitional centers, and the parole system. Several staff indicated that they felt they were functioning for the first time as "part of a team." Overcoming the split was seen as one of the major accomplishments of the project at that point.

Just as these interagency IAP issues were being resolved, the second major reorganization took place. In December 1995, the DOC's juvenile components (institutions and parole) and DJS residential centers were put under the auspices of a separate, third agency—the newly created Juvenile Justice Commission (JJC). The switch from DOC/DJS administration to JJC administration involved a transition period that lasted more than a year. As a result, very little administrative attention was paid to IAP throughout the second half of 1996 and

into early 1997. During this time, the project was essentially leaderless, being maintained solely by the efforts of line staff, and did not continue to develop programmatically.

JJC was a large and new bureaucracy with wide-ranging responsibilities that included getting established and organized, overhauling the outmoded and overcrowded New Jersey Training School for Boys (the major secure juvenile correctional facility), and transforming the dysfunctional juvenile parole system. The small IAP project, with no more than 25 to 30 participants at any point, was not a priority. This is not to suggest that JJC ignored the project. Both the agency administrator and the chief of the parole division believed strongly in the concept. And the new IAP coordinator (the assistant parole administrator, who took over IAP in February 1997) made significant efforts to get the by-then derailed IAP back on track. It was, however, a question of focus, energy, and priorities. JJC simply had too much to do and too many larger issues at stake to spend the time required for cultivating a small, federally funded experiment.

- ◇ Are at high risk of reoffending based on the results of a site-specific risk assessment instrument.<sup>10</sup>

Each site has a limited set of exclusionary offenses (e.g., sex offenses) or conditions (e.g., severe mental health problems). Those youth who meet all the eligibility criteria are placed in the IAP-eligible pool and assigned randomly by NCCD to either IAP or the control group.

### Intake Issues

The number of youth enrolled in the demonstration project's experimental and control groups is lower than expected. Early planning studies indicated that a minimum of 200 youth (IAP and control group) in each site were expected to be enrolled during the first 2 years of intake. However, after approximately 3 years (November 1998), all the sites except Nevada had fallen far short of this goal: Colorado had randomized 150 youth, Nevada had randomized 212, and Virginia had randomized 121.

Two key factors in the reduction of the IAP-eligible pool were institutional crowd-

ing and the system's efforts to control it. In Colorado, at about the time that IAP was being introduced, the State legislature mandated more extensive use of privately contracted beds for serious offenders in an attempt to reduce crowding and costs. DYC responded by expanding dramatically the number of contracted beds with organizations such as Glen Mills and the High Plains Youth Center. Filling these beds then became a priority, and the unanticipated consequence was a reduction in the number of eligible youth who remained at DYC's Lookout Mountain facility. Approximately one-fourth of all high-risk youth committed to DYC were not eligible for IAP because of placement at private facilities.

A similar situation occurred in New Jersey, where officials aggressively diverted large numbers of committed youth from the IAP "host" institution (New Jersey Training School for Boys) to smaller, less-secure public facilities. There, too, approximately one-fourth of the high-risk youth were made ineligible for IAP because of these diversion practices. The situation in Vir-

ginia was somewhat different. Officials at the local level (Norfolk) introduced a series of programs designed as alternatives to institutionalization approximately 1 year after IAP was implemented. Although no data are available, it is believed that these programs helped reduce the overall level of commitments to the State and lowered the number of youth who might have been eligible for IAP.

The lower-than-expected enrollments have potential implications for the evaluation (e.g., a smaller study population) but also had some programmatic ramifications. For example, IAP and non-IAP youth were mixed in the IAP-designated cottages in Virginia during the first 2 years of operation. This presented difficulties for institutional cottage staff as they tried to implement IAP-specific services for one portion of their unit's population and not the other. In addition, the "low and slow" intake levels meant that the number of youth actually in the aftercare phase remained much lower than anticipated during the first 2 years of implementation.<sup>11</sup>

Each of the sites took steps to address these intake issues. These included making case-by-case decisions, in a limited manner, to accept risk scores slightly below the cut-off (Nevada, New Jersey, Virginia); lowering the risk scale cutoff points to define more youth as high risk (Nevada, Colorado); prioritizing institutional beds for IAP youth (Colorado); and lowering the age eligibility from 16 to 13 years of age and designating a second institution as an IAP host facility (Virginia). Only the steps taken by Nevada, however, appear to have had a sustained impact on IAP enrollments.

### Participant Characteristics

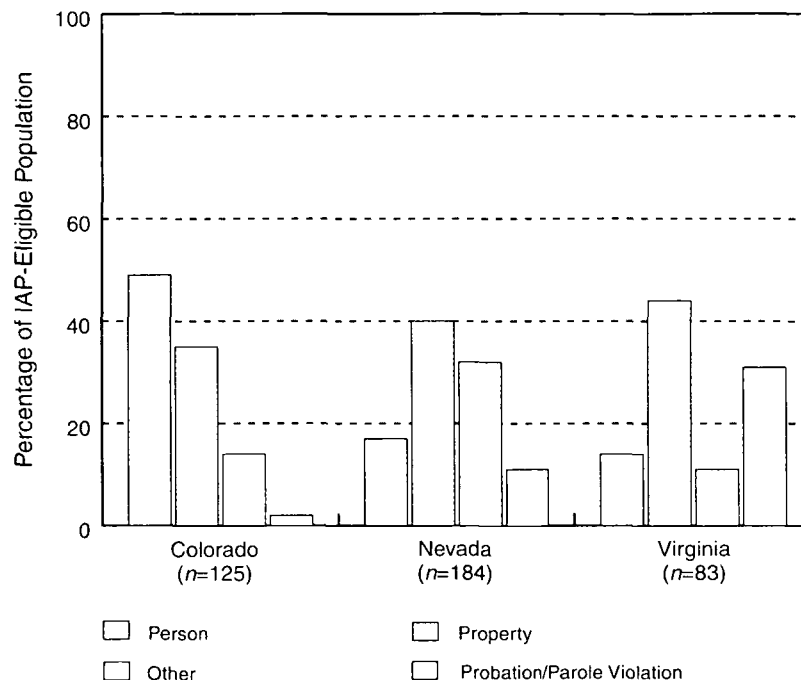
Data on the characteristics of the IAP-eligible population indicate that the sites are in fact serving their intended targeted population of high-risk, high-need offenders.<sup>12</sup> Given the aggressive diversion practices at several of the sites, the youth ultimately selected for the project are in many ways the most difficult in the correctional population. One parole officer has commented that "having one IAP kid is like having two of any other parolee."

The age of the IAP-eligible population is quite similar across sites—at least 80 percent of the youth are age 16 or older. The groups are very different, however, with respect to ethnicity. In Colorado, the project population is primarily Hispanic (39 percent) and white (34 percent), Nevada's youth are primarily African American (39 percent) and white (37 percent), and Virginia's youth are predominantly African American (83 percent).

Offense histories differ considerably by site. Colorado youth are significantly more likely to have been committed for a person-related offense (49 percent) than youth in either Nevada (17 percent) or Virginia (14 percent). At the same time, Colorado youth are less likely to be chronic offenders (three or more prior adjudications) or chronic felony offenders (three or more prior felony adjudications) than is the case in Nevada and Virginia. In Colorado, only 30 percent of the high-risk youth have three or more adjudications (compared with 97 percent of the youth in Nevada and 88 percent of those in Virginia), and only 7 percent have three or more prior felony adjudications (compared with more than half the youth in the other two sites). These data are presented in figures 1 and 2.

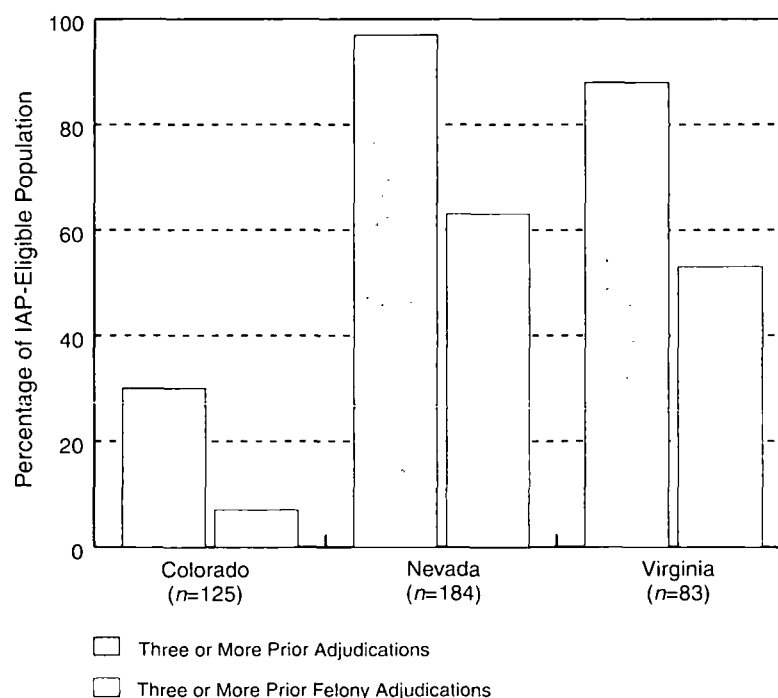
As shown in table 2, large proportions of the high-risk youth in each site have personal and family problems that can present significant barriers to successful

**Figure 1: Nature of Current Adjudicated Offense, by Site**



Note: Includes IAP and control youth. Data through November 1998.

**Figure 2: Percentage of Youth With Three or More Prior Adjudications and Youth With Three or More Prior Felony Adjudications, by Site**



Note: Includes IAP and control youth. Data through November 1998.

**Table 2: Youth and Family Problems in IAP and Control Groups**

Problem Area	IAP Site		
	Colorado (n=125)	Nevada (n=184)	Virginia (n=83)
Not attending school	74%	90%	76%
Designated in need of special education	25	24	28
Major mental health problem	32	14	26
Major drug and/or alcohol problem	61	46	35
Victim of child abuse/neglect	45	53	29
Family member with major drug abuse problem	51	45	63
Family member incarcerated	84	49	65

**Note:** Data through November 30, 1998.

reintegration. At least three-fourths of the youth in each site were not attending school at the time of their commitment to the State juvenile corrections agency. One-fourth were identified as being in need of special education. Each site also had substantial numbers of youth with major mental health or substance abuse problems and youth who had been victims of abuse or neglect. Just as problematic is the family environment to which the youth will likely return upon release to aftercare. Approximately half of the youth in each site had a family member with a major substance abuse problem, and an even larger percentage had a family member who had been incarcerated.

## The Transition Structure and Process

A central tenet of the IAP model is the need for a well-planned and coordinated process for transitioning youth from the institutional setting to aftercare. This has been largely accomplished in Colorado, Nevada, and Virginia. There is early and frequent planning for aftercare, multiple people are involved in developing the case plan, and several mechanisms are in place for gradually phasing the youth out of the highly structured institutional environment. The key components of the transition process are summarized in table 3. Although the specific components are quite different across sites, the methods each used to structure the transition constitute a primary strength of implementation.<sup>13</sup>

### Parole Planning

In each site, institutional and aftercare staff begin thinking about and planning for parole shortly after a youth's commitment. Initial plans usually are developed within 30 days of commitment, at the same time that the institutional case plan

is developed. Parole plans are then finalized approximately 1 to 2 months prior to release. In Colorado and Virginia, case plans incorporate the multiple perspectives of institutional staff, parole staff, and representatives of community agencies. Although all the sites attempt to involve parents in case planning, their degree of success has differed. Parental involvement in Colorado has been fairly routine, perhaps because of the proximity of the institution to the Denver area—a 30-minute drive away. It has been more sporadic in Nevada and Virginia, however, where the institutions are located several hours away from the target communities.

An important outcome of this early aftercare planning is that parole officers can put needed services in place prior to the youth's actual release. In all three sites, critical services typically begin within the first week (if not the first day) after release. This practice stands in sharp contrast to the traditional parole situation in which arrangements for services often do not begin until the youth is released, thereby creating considerable delays before services are actually delivered.

### Parole Officer Contact During the Institutional Phase

One of the transitioning mechanisms common to all sites is the ongoing involvement of the case manager/parole officer with IAP participants while they are institutionalized. Case managers are required to visit the institution at least monthly to begin building relationships with the youth, monitor progress with the case plan, and review the parole plan. Evaluation data show that in Colorado, IAP youth are seen by the case manager approximately 2.5 times per month during the institutional phase; in Nevada,

they are seen by the parole officer about once every other month; and in Virginia, they are seen about 1.5 times per month. In each case, this contact during the institutional phase is twice as frequent as among control group youth.

## Site-Specific Transition Practices

**Colorado.** In Colorado, one of the key transition processes is continuity in service delivery. During the institutional phase, community-based providers begin weekly services (including multifamily counseling and life skills services) that continue during aftercare. The extent of Colorado's provider involvement across the institutional/aftercare boundary is unique and clearly represents Altschuler and Armstrong's notion of "backing up" community-based services into the institution to maximize the transition process.

Sixty days prior to release, IAP youth begin a series of step-down measures, including supervised trips to the community and, 30 days before release, overnight or weekend home passes. Upon release to parole, most program youth go through several months of day treatment programming that, in addition to services, provides a high level of structure during the day. Trackers provide evening and weekend monitoring during this period of reentry. As a youth's progress warrants, the frequency of supervision contacts decreases. The planned frequency of contact is once per week during the first few months of supervision, with gradual reductions to once per month in later stages of supervision.

**Nevada.** Like Colorado, Nevada's transition has programmatic and structural dimensions. Once the parole plan is finalized, all IAP youth begin a 30-day prerelease phase during which IAP staff provide a series of services that continue through the early months of parole. These consist primarily of two structured curriculums on life skills (Jettstream) and substance abuse (Rational Recovery).<sup>14</sup> In addition, a money management program (The Money Program) is initiated. Youth are provided with mock checking accounts from which "bills" must be paid for rent, food, insurance, and other necessities. Youth also can use their accounts to purchase recreation and other privileges, but each youth must have a balance of at least \$50 at the end of the 30 days to purchase his bus ticket home.

The initial 30 days of release are considered an institutional furlough (i.e., youth

are still on the institutional rolls) that involves intensive supervision and service, any time during which the youth may be returned to Caliente Youth Center for significant program infractions. To ensure that community staff have the capability of returning youth to Caliente, two beds are kept open and in reserve. During furlough, youth are involved in day programming and

are subject to frequent drug testing and evening and weekend surveillance. Upon successful completion of the furlough, the IAP transition continues through the use of phased levels of supervision. During the first 3 months, three contacts per week with the case manager or field agent are required. This level of supervision is reduced to two contacts per week for the

next 2 months, and then to once per week during the last month of parole.

**Virginia.** Virginia's transition differs from the other two sites in that its central feature is the use of group home placements as a bridge between the institution and the community. Immediately after release from the institution, youth enter one of two

**Table 3: Transition Components of IAP Programming**

Transition Component	IAP Site		
	Colorado	Nevada	Virginia
Early parole planning	Initial plan complete at 30 days after institutional placement; final plan complete at 60 days prior to release.	Initial plan complete at 30 days after institutional placement; final plan complete 30 days prior to furlough.	Initial plan complete 30 days after institutional placement; final plan complete 30 days prior to release.
Multiple perspectives incorporated in plan	Case manager, institutional staff, youth, parents, and community providers all routinely involved.	Parole officer, institutional community liaison, institutional staff, and youth; parent participation limited.	Parole officer, institutional case manager, youth, interagency "Community Assessment Team," and parent.
Parole officer visits to institution	One to two times per week; routine.	Once per month; routine since spring 1997.	One to two times per month; routine.
Treatment begun in institution and continued in community	Via community providers. Includes multifamily counseling, life skills training, individual counseling, and vocational skills training; done routinely.	Via an institutional-community liaison and parole officers. Includes life skills and drug/alcohol curriculums; done routinely until liaison vacancy.	Via one provider at Hanover only. Drug/alcohol treatment; sporadic use. State policy discourages contract services by community providers for institutionalized youth.
Youth prerelease visits to community	Supervised day trips to community programs, beginning 60 days prior to release.	Not allowed.	Not allowed.
Preparole furlough	Overnight/weekend home passes, beginning 30 days prior to release.	Thirty-day conditional release to community, prior to official parole.	Not allowed.
Transitional residence	Not part of the design, but occurs for some youth.	Not part of the design.	Two group homes in Norfolk; 30- to 60-day length of stay; used for most youth.
Transitional day programming	Two day-treatment programs in Denver; used for almost all youth during the first few months after release.	One day-supervision/treatment program; used for most youth.	Day treatment used for youth who do not go to group homes.
Phased supervision levels on parole	Informal system: contact once per week during the first few months, down to once per month later.	Four-phase system: contact four times per week during furlough; three times per week next 90 days; two times per week next 60-90 days; once per week next 30-60 days.	Four-phase system: group home; contact five to seven times per week next 60 days; three to five times per week next 60 days; three times per week last 30 days.

group homes for a 30- to 60-day period. The programs and services in which they will be involved in the community are initiated shortly after placement in the group home. As in Nevada, Virginia uses a formal step-down system to gradually ease the intensity of parole supervision. In the 2 months following the youth's release from the group home, staff are required to contact him five to seven times per week. This is reduced to three to five times per week during the next 2 months and again to three times per week during the final 30 days.

Virginia has had limited success in initiating services in the institutional phase that are then continued during aftercare. IAP staff developed a comprehensive life skills curriculum designed for this purpose, but it has not been consistently delivered in both settings. Because State officials frown on contracting for services with community providers for institutionalized youth, this avenue for transition-oriented, continuous service delivery largely has been blocked.

## The IAP Mix of Supervision and Services

The IAP model stresses the need to create a wide-ranging and balanced mix of interventions designed to control offender risk and to address offender needs. Colorado, Nevada, and Virginia have all responded by (1) providing enhanced, IAP-specific programming during both the institutional and aftercare phases and (2) creating a blend of control and treatment strategies during aftercare.

### Institutional Services

In Colorado and Nevada, the basic intervention for IAP and all other youth is based on normative culture models that seek to help youth develop prosocial values. The intervention involves creating a positive peer culture in the cottage, having daily group counseling sessions, and using peer pressure to induce behavioral change. In Virginia, the basic intervention in all Department of Juvenile Justice facilities since early 1997 has been the militaristic-style LEADER program. Using uniforms, a platoon organization, military drills, and highly structured days, the program represents an attempt to develop a new institutional culture based on structure, discipline, and group cohesion.

Within this larger context, the programs in each site have developed specialized services for IAP. First, all the sites house IAP

youth in the same living unit, although they have usually been mixed in with non-IAP youth. Second, because of the reduced caseloads, IAP youth have much more frequent face-to-face contact with their institutional case managers for purposes of case planning and counseling than does the control group.<sup>15</sup> Third, each site has developed programming specifically targeted to its IAP population. For example:

- ◇ All three sites include a formal system of rewards and sanctions (see page 13).
- ◇ Colorado provides a vocational skills workshop and additional individual counseling (run by community providers), parent orientation and experiential learning activities (jointly run by cottage staff and the providers), and anger management and survival skills groups. Further, family members of IAP youth are involved in multifamily counseling groups operated by the providers at the institution.
- ◇ In Nevada, IAP youth receive the pre-release services discussed previously. These include participation in Jettstream, Rational Recovery, and The Money Program.
- ◇ In Virginia, IAP youth are involved in a life skills group, receive specialized vocational assessment, and receive additional individual counseling by their case managers. Parents of IAP youth are involved in provider-run groups and other services in the community while their sons are incarcerated.

In addition to these specialized services, IAP youth in each site are provided a wide array of more traditional services (e.g., education, substance abuse treatment) while institutionalized.

However, as shown in table 4 (see page 11), IAP youth are not necessarily more likely to be involved in these traditional service areas than non-IAP youth. For example, in Colorado and Virginia, there are no differences in the proportion of IAP and control youth who have been involved in education, vocational training, counseling, substance abuse interventions, or life skills training. In Nevada, however, IAP youth are more likely to be involved in vocational training, substance abuse interventions, and life skills programming.

There is a similar pattern with respect to the intensity of services (i.e., mean hours or days per service month) provided to IAP youth. In Colorado, IAP and control youth receive generally very similar levels of service in each of the basic intervention areas,

although control cases receive slightly more intensive services in vocational training and counseling. In Virginia, IAP and control youth receive similar doses of services in all areas except vocational training (where the IAP group receives less intensive services). In Nevada, however, there are two service domains (counseling and life skills) in which IAP youth receive far more intensive services than control youth.

These data suggest a lack of differentiation between IAP and control youth in service delivery during the institutional phase, especially in Colorado and Virginia. This is due in part to Colorado's efforts in recent years to provide enhanced services for all institutionalized youth and to the extended vacancy in the IAP case manager's position at the Beaumont facility in Virginia.

It is important to remember, however, that what is being measured here is the extent of youth involvement in traditional intervention areas. As shown elsewhere, there are important differences in IAP institutional service delivery in connection with case management (e.g., early release planning, institutional visits by the parole officers), the nature of service delivery (e.g., the involvement of community providers in Colorado), the emphasis on transition, and the provision of unique programming such as the systems for rewards and sanctions.

### Aftercare Supervision

In each site, multiple mechanisms are used to provide intensive supervision. All the sites provide a highly structured setting for the early months of aftercare. Colorado uses day treatment programming, Nevada employs administratively revocable furlough coupled with day programming, and Virginia requires a 1- to 2-month stay in a group home. The sites also require frequent contact between the youth and the supervision team. In the first few months of parole, the expected frequency of contact ranges from once per week in Colorado to three times per week in Nevada to five times per week in Virginia.

Each site has made provisions for extended coverage (i.e., supervision that occurs during evening hours and on weekends). Other monitoring or surveillance-oriented activities include curfews and random urinalysis (all sites), house arrest and electronic monitoring (as needed in Nevada and Virginia), and random paging and monthly court reviews (Virginia). Finally, IAP parole staff in each site spend a significant portion of their time interacting with youth and families at community programs,

**Table 4: Prevalence and Intensity of Service Delivery, Institutional Phase**

Service Type	Colorado			
	Percentage of Youth Who Ever Received Service		Mean Hours/Days Per Month	
	IAP (n=80)	Control (n=67)	IAP (n=80)	Control (n=67)
Educational	100%	99%	17.3 days	15.8 days
Vocational training	53	49	13.8 hours	17.2 hours
Mental health/counseling	100	99	12.2 hours	15.0 hours
Drug/alcohol treatment	55	54	5.6 hours	4.5 hours
Life skills training	31	43	4.5 hours	5.2 hours

Service Type	Nevada			
	Percentage of Youth Who Ever Received Service		Mean Hours/Days Per Month	
	IAP (n=95)	Control (n=99)	IAP (n=95)	Control (n=99)
Educational	97%	99%	15.9 days	13.9 days
Vocational training	77	59	14.7 hours	13.8 hours
Mental health/counseling	97	97	21.5 hours	9.1 hours
Drug/alcohol treatment	95	82	4.4 hours	6.0 hours
Life skills training	96	36	33.5 hours	7.1 hours

Service Type	Virginia			
	Percentage of Youth Who Ever Received Service		Mean Hours/Days Per Month	
	IAP (n=70)	Control (n=35)	IAP (n=70)	Control (n=35)
Educational	99%	91%	18.0 days	18.9 days
Vocational training	54	57	11.0 hours	21.2 hours
Mental health/counseling	99	97	3.9 hours	2.7 hours
Drug/alcohol treatment	70	71	2.3 hours	2.0 hours
Life skills training	84	83	1.7 hours	1.6 hours

**Note:** Intensity-of-services data are based on case months in which the service was received.

offenders' homes, and "in the street" instead of working solely out of the office. Although the number of aftercare youth for whom data are available is somewhat limited, it appears that the intensity of supervision for IAP youth is greater than that found for controls in all three sites. For example:

- ◇ In Nevada and Virginia, IAP youth have substantially more face-to-face contacts with their parole officers each month than do control youth. IAP youth in Colorado and Virginia also have telephone contacts with their parole officers at a rate that is more than twice that of control youth (see table 5 and figure 3, page 12).

- ◇ In Virginia, the parents of IAP youth have far more face-to-face contact with

parole officers than do control group parents.

- ◇ In all sites, IAP youth are significantly more likely than control youth to be subject to some form of evening and weekend supervision or surveillance (see figure 4, page 13).

The data on the frequency of contact between parole officers and youth may raise the question of just how intensive the IAP supervision is. Seeing a youth two or three times per month (in Colorado) or even five times per month (in Nevada) may not seem to enhance dramatically the levels of supervision. However, these data need to be viewed in the larger context of how "intensive supervision" is defined in the sites. The IAP programs do not rely solely on the

contact between assigned parole officers and youth to achieve intensive supervision. Instead, the sites use a team supervision approach that involves several different parties, including the parole officer, surveillance or tracking staff, treatment providers, and others. In Colorado, for example, substantial responsibility for social control is assumed by the two day-treatment providers during the early phases of parole. Instead of relying on multiple contacts per week with the case manager, Colorado uses highly-structured, 7-hour-per-day program involvement as a key mechanism for close supervision. There, as in the other sites, it is this type of service involvement, along with surveillance activities and the frequency of contact, that helps create intensive levels of supervision.

**Services while on aftercare.** The IAP model and the three demonstration programs emphasize the need to create links with a wide range of service providers to meet the multiple and varied needs of the target population. Colorado and Virginia have been quite successful in meeting this objective, while Nevada has encountered some obstacles.

Colorado has developed a full-fledged public-private partnership by creating its multiagency service provider network. IAP managers and staff view the provider network as the core element of the project. It involves approximately 25 different agencies and includes both residential and non-residential programs that provide a full range of services. In practice, two of the agencies (the day treatment providers) are used routinely for almost all paroled youth, and the others are accessed according to a youth's needs. Funding for these services is provided through a combination of DYC contractual dollars, IAP funding, and an additional pool of State subsidy money that provides flexible funds for specialized aftercare services.

Virginia has been successful in maximizing the number and type of community resources that can be made available to IAP youth. It has done so by creating and sustaining relationships with key organizations in the community, accessing several different funding sources, and accessing resources that previously may not have served the juvenile parole population. The IAP site routinely uses approximately 15 different public and private community-based organizations for service delivery, although they are not organized into a formal provider network as in Colorado. The services include alternative education



**Table 5: Number of Contacts per Month Between Parole Officer and Youth and Parents During Aftercare**

Service Type	IAP Site					
	Colorado		Nevada		Virginia	
	IAP (n=58)	Control (n=48)	IAP (n=81)	Control (n=96)	IAP (n=56)	Control (n=34)
Face-to-Face						
Parole officer and youth	2.5	1.5	5.0	2.0	11.4	2.3
Parole officer and parent	1.4	0.7	1.8	1.0	4.8	1.5
Phone						
Parole officer and youth	3.2	1.5	2.4	1.8	5.3	1.4
Parole officer and parent	2.0	1.1	2.2	1.3	3.2	1.2

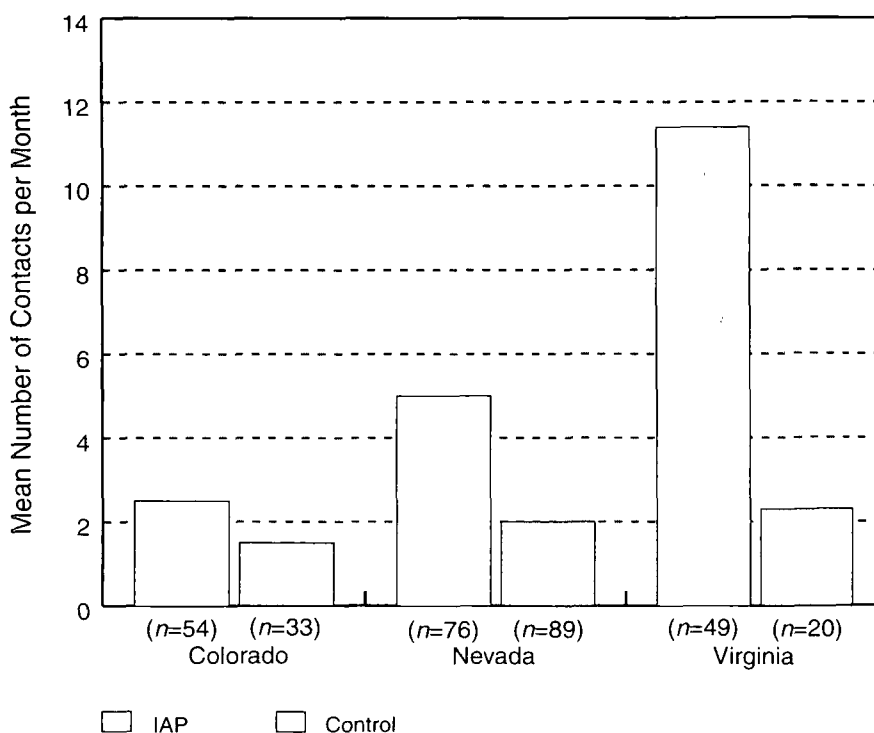
Nevada's IAP has struggled to create community links and generally has had less access to community agencies than is the case in Colorado or Virginia. Historically, the Nevada Youth Parole Bureau has had little experience with service brokerage. Consequently, for approximately the first 2 years of the project, IAP staff directly delivered most of the services. In summer 1998, however, Nevada began to move away from the direct service model. A day treatment provider assumed the primary responsibility for the core services received by all youth (e.g., life skills training, tutoring, anger management, continuation of the Jettstream and Rational Recovery classes). Other services are available to IAP youth, but these are limited to programs that have had long-standing contracts for services to all parolees, are operated by other governmental agencies, or require fees for service.<sup>16</sup> In an attempt to provide a broader range of services, in addition to more individualized and readily accessible services, Nevada identified five potential contractors in mid-1996 who could provide various levels of treatment for mental health, substance abuse, and other problems. Until only recently, however, a series of bureaucratic obstacles and delays at the State level prevented the finalization of these IAP-specific contracts.

**Service involvement.** Regardless of the variations in service delivery models, large percentages of IAP youth in each site receive services in several different areas, and IAP clients, especially in Nevada and Virginia, are consistently more likely to receive services than their control counterparts. Data relative to the prevalence and intensity of aftercare services delivered to youth are presented in table 6 (see page 14). These data need to be treated with caution because of the low number of control clients with reports on service delivery in Colorado and Virginia.

In Colorado, a large percentage of IAP youth are involved in each of the service areas. These youth are more likely than controls to partake in employment, vocational training, and substance abuse services. The extent of IAP youth's service involvement in Nevada and Virginia is striking. In both sites, approximately two-thirds or more of the IAP youth are involved in the various services. IAP clients also are far more likely to be involved in each service area (with the sole exception of employment) than are the control clients.

Although large numbers of IAP youth are provided services, the data indicate that

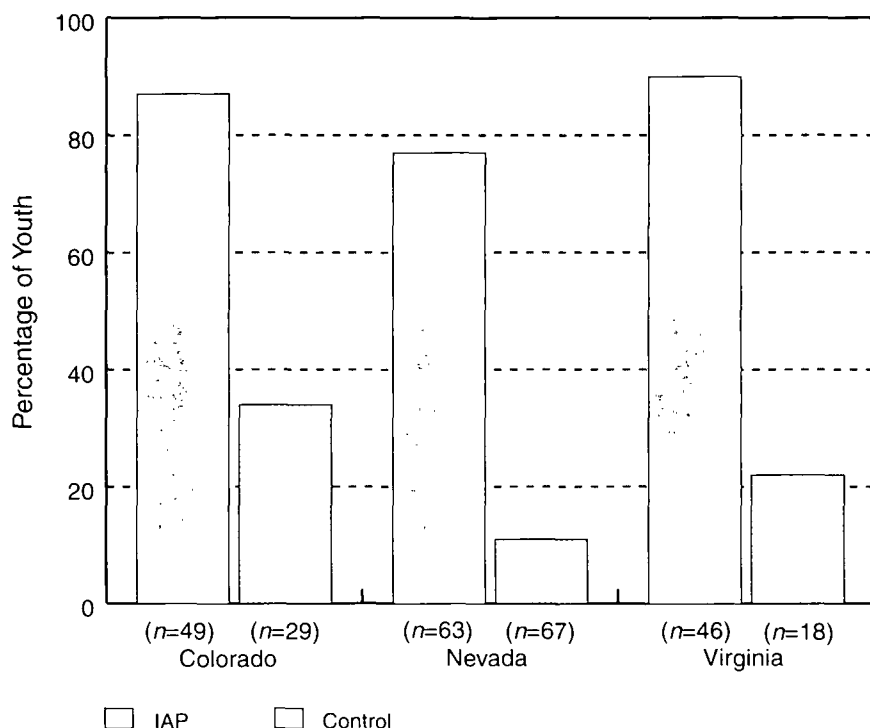
**Figure 3: Average Face-to-Face Contacts During Aftercare, by Site**



programs, a specialized public school re-entry class, three vocational training programs, mental health and family preservation services, and substance abuse treatment and relapse prevention programs. Access to services is enhanced through the availability of flexible funds,

including IAP grant money and a \$2 million State subsidy for community-based services. In addition to these brokered services, parole staff provide a series of direct services including life skills and substance abuse counseling and youth and parent groups.

**Figure 4: Percentage of Youth Subject to Surveillance-Related Activities, by Site**



**Note:** Includes evening/weekend extended coverage, pagers, electronic monitoring, and other surveillance methods.

they do not necessarily receive more intensive services than control youth. In fact, the results are quite mixed. In each site, there are several service areas in which the intensity of services is comparable for both groups, other areas in which IAP youth receive more intensive services, and still other areas in which controls receive more intensive services.

It is possible that the supervision practices described previously and the service delivery patterns shown here could change over time or with larger samples. However, based on the current aftercare data, it appears that the sites have been quite successful in accomplishing what is suggested by the IAP model: because IAP clients are high-risk, high-need youth, they need to be handled with both extensive control and extensive involvement in services.

## Rewards and Sanctions

Each site has developed IAP-specific, graduated reward and sanction programs for use in the institutional and aftercare

phases. Working with these programs, IAP staff are able to consistently reinforce positive accomplishments and consistently respond to negative behavior in a way that is proportionate to the violation. The formality of the systems and how they have been implemented differ not only by site, but by phase (i.e., institutional versus aftercare) within sites.

## Institutional Rewards and Sanctions

In Colorado and Nevada's institutional phase, staff have developed incentive programs as enhancements to the routine institutional reward/sanctioning systems. Colorado's "Bonus Bucks" program allows IAP youth to earn privileges (e.g., family visits, extra phone calls) and tangible items (e.g., favorite food) for significant accomplishments such as attaining a treatment goal. The program is popular with both youth and staff, who report that it cut behavioral incidents by two-thirds after implementation. In Nevada, staff in the IAP cottage have developed running, weight lifting, and reading programs, all of which provide

incentives (e.g., favorite food, late nights, movies) for reaching predetermined milestones. In Virginia, institutional case managers in the different facilities use an informal system of rewards and sanctions, but there are differences in the scope of application and the consistency with which they are applied. At Beaumont (the institution with the majority of IAP youth), the system historically has not been used as routinely or aggressively as at the Hanover Juvenile Correctional Facility. At Hanover, rewards and sanctions are applied on a weekly basis to respond to a youth's behavior and in special situations, such as completion of a treatment program or a major rules violation. The Hanover case manager uses a wide range of motivators including additional phone calls home, access to fast foods or computer games, and permission to wear "wave caps" or "doo rags." Program infractions or lack of progress in treatment typically results in delayed or denied privileges. Major violations of institutional rules result in institution-imposed sanctions and learning assignments that require the youth to reflect on and write about the precursors and consequences of his behavior.

## Community Rewards and Sanctions

The rewards/sanctions systems used in the community are similar in principle to those used in the institutions. The community setting, however, generally offers a wider array of potential rewards (e.g., movie tickets, passes to sporting events or concerts, dinners out, recreation center memberships, gift certificates) and sanctions (e.g., more restrictive curfews, community service, house arrest, increased surveillance, court reviews, revocation). Because all three sites use some type of phase system for aftercare supervision, movement to a more restrictive phase in response to violations, or to a less restrictive phase in response to sustained progress, is a common tactic. In each of the sites, it also is possible to place a youth in detention for a brief period in cases of significant noncompliance.

The structure of the sites' rewards/sanctions systems differs. Colorado's tends to be fairly unstructured, allowing case managers to choose from a whole menu of rewards and sanctions and apply them as they think best fits the individual and his circumstances. Both Nevada and Virginia, however, have developed rather elaborate systems that involve classifying various behaviors or infractions into multiple tiers and specifying the types of

**Table 6: Prevalence and Intensity of Service Delivery, Aftercare Phase**

Service Type	Colorado			
	Percentage of Youth Who Ever Received Service		Mean Hours/Days Per Month	
	IAP (n=54)	Control (n=35)	IAP (n=54)	Control (n=35)
Educational	52%	51%	12.0 days	15.9 days
Employment	59	40	14.8 days	16.8 days
Vocational training	48	25	8.7 hours	4.0 hours
Mental health/counseling	78	69	8.7 hours	12.7 hours
Drug/alcohol treatment	63	37	4.4 hours	4.3 hours
Life skills training	48	46	8.7 hours	7.7 hours

Service Type	Nevada			
	Percentage of Youth Who Ever Received Service		Mean Hours/Days Per Month	
	IAP (n=71)	Control (n=84)	IAP (n=71)	Control (n=84)
Educational	83%	55%	7.4 days	13.1 days
Employment	49	54	14.0 days	14.5 days
Vocational training	63	27	4.1 hours	5.1 hours
Mental health/counseling	66	19	5.8 hours	6.9 hours
Drug/alcohol treatment	76	18	3.3 hours	6.4 hours
Life skills training	77	5	3.5 hours	27.8 hours

Service Type	Virginia			
	Percentage of Youth Who Ever Received Service		Mean Hours/Days Per Month	
	IAP (n=50)	Control (n=18)	IAP (n=50)	Control (n=18)
Educational	62%	28%	9.5 days	7.8 days
Employment	40	44	10.5 days	12.9 days
Vocational training	66	39	13.4 hours	5.1 hours
Mental health/counseling	96	39	6.5 hours	11.4 hours
Drug/alcohol treatment	70	22	5.1 hours	5.3 hours
Life skills training	68	22	8.6 hours	5.8 hours

**Note:** Intensity-of-services data are based on case months during which the service was received.

rewards/sanctions that are considered appropriate to each tier.<sup>17</sup>

### Reward/Sanction Issues

Although the reward and sanction systems are used routinely in the sites, they have not been easy to implement, especially in the community settings. Each of the sites has had difficulties and continues to experiment with its system. For example, Colorado had to revamp its entire system after youth began to demand rewards for meeting what were considered routine expectations (e.g., reporting, attending day treatment). Under the revised system, rewards are linked only to the achievement of objectives specified in the

youth's behavioral contract. Nevada has experienced problems with older, more sophisticated youth's unwillingness to comply with some of the intermediate sanctions imposed in response to their rules violations. Virginia staff have noted that for some youth, behavior deteriorates so quickly and dramatically—progressing from minor to major violations to reoffending—that staff do not have time to respond with progressive intermediate sanctions. Finally, Nevada and Virginia also have had to amend their approaches to rewards because the progress among high-risk parolees is frequently slow and measured in small increments. As a result, the reward systems currently emphasize

not only goal attainment, but also intermediate steps toward those goals.

## Lessons Learned: Factors Facilitating and Impeding Implementation

IAP implementation experience to date has brought out several issues that are instructive for the field. This section highlights factors—both positive and negative—that have influenced implementation across the IAP sites.

### Facilitating Factors

Following are some of the key factors that facilitated initial program implementation.

- ◆ **A real need addressed.** Site staff believed that the IAP model addressed a real need. Staff also believed that IAP had the potential to alleviate many of the pressing aftercare issues the sites were experiencing, including high recidivism and recommitment rates, minimal or disjointed interventions, and political pressure to do something about serious juvenile offenders. From the sites' perspective, the model was not just some new programmatic "add on," but a new way of doing business. In addition, IAP had a strong conceptual appeal to administrators and staff, who thought the model made practical sense and who wanted to make it work.<sup>18</sup>
- ◆ **Design flexibility.** By specifying underlying program principles rather than a detailed program design, the model allowed each of the sites to adapt the approach to local circumstances. The high degree of flexibility in model design was a major selling point for local administrators in their decision to proceed with implementation. Further, giving administrators and staff the authority and responsibility for determining exactly what the model would look like at the local level helped ensure a high level of commitment to the resulting program.
- ◆ **A long-term perspective.** The long-term view and multiyear funding provided by OJJDP gave the sites time to implement a complex project. In spite of its conceptual appeal, implementation was not a simple undertaking. Instead, building and refining the model was an incremental, often experimental, multiyear process. OJJDP's long-term perspective, however, gave the

## Contacts and Services During the Transition Period

To more closely examine the transition process, NCCD has conducted analyses of the extent of contacts and services during the months immediately preceding and following a youth's release from the institution. The central question is whether and to what extent service delivery is intensified for IAP youth during this transition period. The analysis divided the entire correctional intervention into four distinct and mutually exclusive phases:

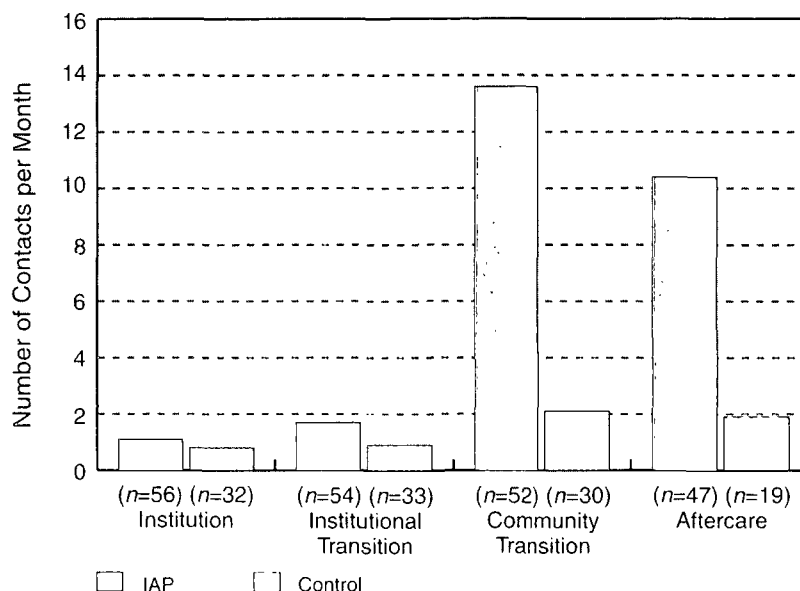
- ◇ The institutional phase.
- ◇ The institutional transition phase, which is the 30 days (Nevada, Virginia) or 60 days (Colorado) immediately prior to release.
- ◇ The community transition phase, which is the first 30 days on parole in the community.
- ◇ The aftercare phase.

The analysis used only the subsample of study youth who have already been released to aftercare.<sup>1</sup> Selected findings to date are briefly summarized below. These data indicate that the IAP programs are in fact focusing on the transition period, especially the first month of aftercare, and that contacts and services are substantially more intensive for IAP youth during this time.

### Contacts

The figure compares the Virginia IAP and control groups on the frequency of monthly face-to-face contact between youth and parole officers during each of the four program phases. The data show that there is a slight increase in contacts for IAP—but not control—youth between the institutional and institutional transition phases (i.e., the 30 days prior to release). But in each of these first two phases, there is no substantial difference between the groups in the frequency of contact. However, the frequency of contact for IAP youth increases dramatically during the first month of aftercare, and there is a major difference between IAP and controls during this period. The increased frequency is to be expected, as the youth are back in Norfolk, but the magnitude of the contacts and the differences between IAP and controls suggest a strong programmatic focus on this key transition period. During the ensuing

**Average Face-to-Face Contacts by Program Phase, Virginia**



**Proportion of Youth Receiving Selected Services During First Month of Aftercare, Community Transition Phase**

Service Type	IAP Site					
	Colorado		Nevada		Virginia	
	IAP (n=58)	Control (n=48)	IAP (n=81)	Control (n=96)	IAP (n=56)	Control (n=34)
Education	38%	36%	58%	30%	43%	6%
Employment	41	15	23	24	21	9
Mental health/counseling	66	49	36	9	82	12
Drug/alcohol treatment	41	28	53	9	50	6
Life skills training	33	32	56	3	52	6

months of aftercare in Virginia, the frequency of contact drops slightly but still remains far greater than that which occurs for control youth. Nevada and Colorado data showed similar, but less dramatic, patterns of increased contact during the transition periods.

### Services

Data on the percentage of IAP youth who are provided various types of services during the first month of aftercare (see table) also support the notion of intensified services for IAP youth during the community transition period. In Colorado, there are several service areas (employment, coun-

selling, substance abuse) in which a larger percentage of IAP than control youth are involved during the first month of aftercare. Similarly, in Nevada and Virginia, a substantially larger percentage of IAP youth are involved in education, mental health/counseling, substance abuse services, and life skills programming.

<sup>1</sup> The youth used for these analyses (1) had been released from the institutions, (2) had a valid release date available, and (3) had complete data forms for the month(s) preceding or following the release date. The samples are smaller for this analysis than in the rest of the Bulletin. As a result, there will be some differences between the contacts and services data shown here and those shown elsewhere in this Bulletin.

sites sufficient time and resources to implement the model.

- ◇ **Expert technical assistance.** The ongoing training and technical assistance provided by Drs. Altschuler and Armstrong were indispensable sources of external support for the projects. They brought a high level of energy, commitment, and expertise to the sites. Their expertise was critical, particularly because the details and nuances of the model's practical application cannot be gleaned from publications or traditional experience. Drs. Altschuler and Armstrong provided multiple well-received training sessions, offered highly responsive support, promoted cross-site learning experiences, suggested practical alternatives for dealing with implementation problems, and generally nurtured IAP program development.
- ◇ **Internal and external support.** Colorado, Nevada, and Virginia developed external and internal support by garnering cooperation from high-level decisionmakers from related agencies, managers of various operational units (e.g., institutions, parole), supervisors, and line staff. The sites used a variety of mechanisms to gain support, but essentially they gave these people a role in planning and/or ongoing program development. Particularly important was the building of internal support at the IAP line level by continuously involving staff in program development and implementation-related decisionmaking.
- ◇ **Committed leadership.** There was committed and strong program leadership at the operations level. The source of this leadership varied by site, but each had program leaders who thoroughly understood and were committed to the model, promoted the IAP "cause," aggressively addressed problems in implementation, and generally worked hard to make the program successful. In New Jersey, the weakening of the project coincided with a period when the IAP leadership position was vacant and then was assumed by staff who were unable to devote sufficient time and attention to IAP because of their additional responsibilities.<sup>19</sup>
- ◇ **Sufficient staff resources.** Colorado, Nevada, and Virginia all dedicated sufficient staff resources to the project. Caseloads were about half the size of those handled by traditional staff. Although this represented a substantial investment of personnel, this investment

was necessary to enable the sites to deal intensively with high-risk youth with multiple problems and also necessary to allow parole staff to assume significant responsibilities for youth during the institutional phase.

- ◇ **Access to specialized grant funds.** The sites had access to specialized grant funds. All the sites used some portion of their OJJDP grants to help enrich services for IAP youth. Colorado, Nevada, and Virginia also had access to a much larger amount of specialized State juvenile corrections subsidy money that allowed them to significantly broaden their access to community services. Although these funds were not only targeted to IAP youth, the projects used them as important supplementary funding that helped make IAP implementation fuller.
- ◇ **Preexisting agency relationships.** In Colorado and Virginia, preexisting agency relationships with community resources (e.g., Colorado's service provider network) directly affected the level of implementation achieved in those sites. Rather than having to start from scratch in building a network of service providers, they were able to build upon already existing relationships to access a wide range of services for IAP youth. In contrast, Nevada and New Jersey did not have these strong prior connections, and while both sites developed access to several new resources, their range of services and ease of access remained more limited than in Colorado and Virginia.

## Barriers to Implementation

There also were several cross-site factors that impeded IAP implementation.

- ◇ **Unstable operating environments.** At various times and to varying degrees, all the sites attempted to implement the projects in the face of major and/or frequent changes in their organizational environments. These changes affected the level of support and attention afforded the pilots and sometimes disrupted important relationships or operating procedures. Nevada, for example, faced not only several administrative changes but also a major reorganization of the agency during the second year of implementation. In Virginia, the introduction of the LEADER program and a massive rebuilding project at Beaumont required almost all the attention of that facility's key

managers for more than 18 months. Finally, New Jersey had to contend—ultimately unsuccessfully—with two major reorganizations and the revamping of the entire parole system.

- ◇ **Competing agency priorities.** Related to the impediment described above were the size of the pilots and competing agency priorities. Unstable environments or not, the IAP projects were small relative to the general institutional and aftercare populations (e.g., 15 to 30 youth in institutions that house between 200 and 500 juveniles). In spite of the appeal of IAP and general support for the project, agency administrators and managers in all the sites had to deal with much larger issues on a day-to-day basis. These issues often drew managers' attention away from IAP-related concerns and likely reduced the amount of proactive support and routine involvement that they may otherwise have given the pilots. On the other hand, the size of the pilots may have protected them from the kind of negative attention that could arise in conjunction with larger program initiatives.
- ◇ **Crowding and aggressive diversion practices.** In all four sites, institutional crowding was (and is) a major problem. In Colorado and New Jersey, the corrections agencies were very aggressive in trying to divert as many youth as possible from secure facilities to private beds (Colorado) or smaller, less secure State-run facilities (New Jersey). In Virginia, substantial diversion was occurring at the local (Norfolk) court level after the introduction of a series of programs designed as alternatives to incarceration. The result in all three sites was (1) a reduction in the number of youth who were eligible for IAP, (2) lower-than-expected program enrollments, and (3) a "hardening" of the IAP target population. In other words, high-risk youth with better prospects were placed in alternative programs, while the most difficult remained at the secure institution.<sup>20</sup>
- ◇ **Staff selection and training.** In Nevada, New Jersey, and Virginia, the IAP parole officers all had difficulty making the adjustment from traditional styles of supervision to what was envisioned by IAP. Although these problems were eventually overcome, they slowed implementation in the aftercare phase and created considerable stress. In part, this was a staff selection issue. Some of the sites

assumed that the most experienced staff would make the best IAP case managers because of their experience, knowledge, and skills. There also were personnel rules that either gave priority to or required preference for veteran staff over other new hires. However, some of these staff had fairly entrenched notions of how to "do" supervision, and it was often an office-bound, 9-to-5, traditional approach.<sup>21</sup> A lack of appropriate or sufficient staff training in how to do the "nuts and bolts" of intensive supervision also contributed to these problems.

◇ **Staff turnover and vacancies.** While all the sites experienced some turnover, it was a significant problem only in New Jersey. The entire IAP staff and all staff in positions directly related to IAP operations turned over (some, multiple times) in a 15-month period between the summer of 1996 and the fall of 1997. This led to enormous program instability and an absence of any people with strong roots in the model during the time that New Jersey was making efforts to put its program back on track. The staff vacancy issue loomed large in Nevada and Virginia. In those sites, key staff positions became vacant and went unfilled for extended periods. These vacancies meant that there were significant cracks in the service delivery system. Consequently, vacancies have hurt the overall level of implementation in those sites.

◇ **Distance between the community and the institution.** In Nevada and Virginia, IAP youth were housed 2 to 3 hours' driving time from the community and the aftercare offices. This presented a challenge to aftercare staff's efforts to maintain a routine schedule of institutional visits, required considerable expenditures of time, and impeded efforts to involve family members in the visits. Conversely, the Colorado institution is approximately 20 to 30 minutes away from the community, and this close proximity facilitated frequent visits to the institution by case managers, parents, and treatment providers. The success of IAP in Virginia and Nevada, however, indicated that geography was a problematic, though not an insurmountable, barrier.

## Conclusion

The IAP demonstrations in Colorado, Nevada, and Virginia have implemented programs that (1) largely reflect their program designs and the intent of the IAP model and

(2) have resulted in supervision and services for IAP youth that are quite different from those received by regular parolees. The sites have generated internal and external support for the program; identified and selected the high-risk, high-need youth intended by the model; and, using a team approach, have served them through small, IAP-only caseloads. The projects also have responded successfully to the central feature of the IAP model by developing a host of mechanisms to facilitate the transition between institution and aftercare. These mechanisms include early parole planning, routine institutional visits by the aftercare case manager, and step-down structures and procedures to modulate community reentry. Results of the focus on transition-related activities include a dramatically improved level of coordination and communication between institutional and aftercare staff and the ability to involve youth in community services almost immediately after institutional release.

Finally, the IAP programs in all sites provide youth with enhanced—and balanced—supervision and services, especially during the aftercare phase:

- ◇ Supervision teams (composed of parole officers, parole aides/trackers, treatment providers) help ensure the delivery of intensive supervision.
- ◇ The frequency of contact between the youth and the parole officer during aftercare is higher for the IAP group.
- ◇ IAP youth are at least twice as likely as controls to undergo evening and weekend surveillance.
- ◇ IAP youth are more likely than controls to be involved in a range of services during aftercare.

This is not to suggest that implementation can be characterized as "complete," that it has been problem free, or that what the sites have achieved has been relatively easy to accomplish. Each site has labored continuously to bring together the various pieces of the IAP puzzle and make them work in the local jurisdiction. Moreover, as detailed above, there have been and continue to be areas of weakness in each site's implementation.

Now, in the fifth year of implementing IAP, site staff continue to fine-tune their programs and aggressively address their implementation issues. In general, however, it is clear that the strengths of each program considerably outweigh the shortcomings and that IAP has been well imple-

mented in Colorado, Nevada, and Virginia. What remains to be determined—through NCCD's outcome evaluation—is whether a well-conceived and strongly implemented IAP model will have the desired effect of reducing recidivism and recommitments among high-risk parolees.

## Notes

1. The terms "aftercare" and "parole" are used interchangeably in this Bulletin. Both refer to the period of community supervision subsequent to release from secure confinement.

2. Previous stages included (1) a comprehensive literature review and onsite assessments of promising aftercare programs; (2) the development of a theory-driven, multifaceted intensive aftercare paradigm; (3) the design of policies, procedures, and training curriculums to support the model; (4) orientation and training provided to eight jurisdictions; and (5) selection of the four demonstration sites.

3. This Summary is available through OJJDP's Juvenile Justice Clearinghouse by calling 800-638-8736 or visiting OJJDP's Web site, [www.ojjdp.ncjrs.org](http://www.ojjdp.ncjrs.org).

4. This Bulletin is based on an interim report to OJJDP entitled *The Intensive Aftercare Program Demonstration Project: Interim Implementation Assessment* (November 1998). The assessment report provides a cross-site summary of IAP implementation and detailed individual reports on each of the four sites. The data presented in the report and in this Bulletin are somewhat different in that the assessment report covered the period up to June 1998 while the Bulletin includes information through December 31, 1998.

5. The model's three program elements must be considered in local IAP design and implementation. They include (1) external environment and organizational factors, which call attention to the need to ensure that the locally developed model takes into account its unique context (e.g., administrative structures) and the need to build support across the entire spectrum of agencies that could be involved in or affected by IAP; (2) overarching case management; and (3) management information and program evaluation, which stresses the need to monitor the IAP program carefully to ensure ongoing program integrity and the need to assess program impact through a formal comprehensive evaluation.

6. Outcome data collection began in fall 1998 for the first wave of IAP and control

participants, i.e., those who entered the project during 1995 and 1996 and who were released from the institution prior to August 1, 1997. Because program enrollments continued through at least November 1998, final outcome data will not be available until spring 2001.

7. Because New Jersey was dropped as a demonstration site, the focus of this Bulletin is on Colorado, Nevada, and Virginia. However, because New Jersey's experience is instructive, there are frequent references to that site.

8. The primary example of this was in New Jersey, where the Juvenile Justice Commission redesigned its entire parole system and included several IAP features in the new design. The change was such that the IAP pilot had reduced significance and IAP lost some of its uniqueness. A less dramatic example occurred in Virginia, where a Department of Juvenile Justice policy change resulted in the elimination of furloughs and early releases from institutions. This eliminated IAP's ability to use early release to a transitional group home as a major incentive for program compliance.

9. In New Jersey, the problem was never really resolved. The original parole officers made little progress in adapting to the new model of supervision. They were replaced in early 1997 by two younger, more energetic staff. For a variety of reasons, however (including the project's end), these staff never had sufficient opportunity to master intensive supervision.

10. The rationale for targeting high-risk offenders is to ensure that the intensive services available through the IAP model are targeted to those most likely to commit future offenses, thereby increasing the program's potential to reduce crime. With outside technical assistance, the sites developed risk measurement tools using a cohort of juveniles released to parole in the early 1990's and outcome measures that included any new arrest or revocation within a 1-year period after release. The youth identified as "high risk" on each of the scales had recidivism rates of 60 to 70 percent, depending on the site. In Colorado, for example, the recidi-

vism rate among high-risk youth was 68 percent, while it was 41 percent for medium-risk youth and just 22 percent for low-risk youth.

11. In New Jersey, the low number of intakes combined with a high rate of program terminations during the institutional phase had a major impact on the planned use of the community-based transitional facilities. New Jersey's 12-bed facilities were envisioned originally as "IAP only" transitional units, with attendant IAP-specific services. In fact, there were rarely more than one or two youth in them at any given time, and no IAP-specific services were delivered.

12. All data on youth characteristics include both IAP and control youth.

13. As used in this discussion, "transition" refers to those activities intended to reintegrate youth gradually into the community, regardless of when the activities occur during the institutional and aftercare phases. This is a slightly broader definition than one that will be used subsequently, which focuses on activities occurring during the 30 or 60 days immediately preceding and subsequent to release from the institution.

14. These services are provided by the institutional-community liaison. The vacancy in this position from February to October 1998 created significant problems for this transitional component. IAP staff from Las Vegas filled some of the void when they made their institutional visits.

15. Colorado IAP youth are seen by their case managers on average 2.5 times per month (versus 1.2 for controls), Nevada youth on average 6.7 times per month (versus 2.0 for controls), and Virginia youth 10.4 times per month (versus 4.8 for controls).

16. The Nevada project has been quite successful in creating and sustaining relationships with (1) a wide range of businesses that have contributed goods or services that can be used as part of the IAP's system of rewards, (2) several volunteers who have provided no-cost specialized classes for program participants on topics such as sexually transmitted diseases, and (3) a group of employers who frequently hire IAP youth.

17. Nevada's reward system, for example, uses four levels of incentives, ranging from food items and compact discs (level I) to concert tickets or \$50 gift certificates (level IV). The system also specifies which behaviors or accomplishments should be rewarded—and at what level—in each of several areas of functioning. These include treatment plan compliance, good home behavior, and good school performance. Similarly, the sanction system lists 23 different potential violations and specifies the appropriate range of responses for each.

18. The appeal of IAP had ramifications for juvenile parole generally in the sites. In Colorado and Nevada, experience with the pilot has led to discussions about how the model might be implemented systemwide. Virginia's early IAP experience strongly influenced a decision to hire 20 intensive-supervision parole officers to implement portions of the model throughout the State. In New Jersey, the new aftercare system draws heavily on key components of IAP.

19. New Jersey's leadership issue needs to be viewed, however, within the larger context of the organizational change and the Juvenile Justice Commission's more pressing priorities. That is, limited leadership was a factor in weakening the program, but it also was related to larger issues.

20. These comments are intended to describe how crowding and diversion affected IAP implementation, especially with respect to achieving planned sample sizes for the evaluation. They are not meant to suggest that other sites implementing the IAP model should discontinue efforts to divert youth from institutional placement simply in order to create a larger pool of IAP-eligible youth, or that institutional crowding and diversion practices somehow prohibit successful implementation of the IAP model.

21. This is not to argue that highly experienced case managers cannot or do not make good IAP staff. What has proven problematic is assuming that they will and therefore making experience a primary criterion for selection.

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Shay Bilchik, Administrator

July 1999

## J U V E N I L E J U S T I C E B U L L E T I N

# Reintegration, Supervised Release, and Intensive Aftercare

David M. Altschuler, Troy L. Armstrong, and  
Doris Layton MacKenzie

Over the past decade, interest in the issue of aftercare for juvenile offenders has grown tremendously. Jurisdictions have sought new ways to reintegrate youth being released from confinement into their communities while also ensuring public safety, and juvenile justice policymakers and professionals have begun experimenting with aftercare and other reintegration models. In the late 1980's, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) began supporting a long-term, multistage research and development initiative to design an intensive juvenile aftercare model. The final stages (implementation and testing) of the initiative, an experimental evaluation of the Intensive Aftercare Program Model (IAP) using random assignment conducted by the National Council on Crime and Delinquency (NCCD), are well under way.

In "Reintegrative Confinement and Intensive Aftercare," Dr. David M. Altschuler and Dr. Troy L. Armstrong describe the IAP model, distinguish it from other models and programs that

have been implemented and assessed with varying degrees of success, and analyze individual intensive aftercare programs. While other aftercare evaluations have not all been experimental in design, the IAP evaluation uses experimental methodology to gauge the success of the four OJJDP-supported projects currently implementing the IAP model. Following Drs. Altschuler and Armstrong's comparative analysis, Dr. Doris Layton MacKenzie provides a commentary that reviews existing aftercare programs and studies of these programs and reacts to Drs. Altschuler and Armstrong's conclusions. Dr. MacKenzie examines aftercare initiatives, including OJJDP's IAP model, in light of the findings and recommendations of the University of Maryland's report entitled *Preventing Crime: What Works, What Doesn't, What's Promising*, which she coauthored. Together, these analyses present a cutting-edge examination of what has worked in reintegrating juvenile offenders, what has not worked, and why.

### From the Administrator

If we are to succeed in our efforts to combat juvenile delinquency and recidivism, it is not sufficient to know what works, or even to implement programs based on that knowledge. We need to ensure that the juvenile justice system conducts comprehensive front-end assessments of court-involved youth, encompasses a system of immediate and intermediate sanctions, and provides both nonsecure and secure community-based programs and facilities.

We must not stop there, however, because the juvenile offenders currently placed in secure confinement will one day return to the community. Hence, aftercare is essential for youth released from residential programs.

This Bulletin describes an intensive juvenile aftercare model developed from a long-term OJJDP research initiative and compares it with other approaches. An analysis of intensive aftercare programs is also offered in light of the publication of the University of Maryland report, *Preventing Crime: What Works, What Doesn't, What's Promising*.

This analysis helps us to understand what works—and what does not—in reintegrating juvenile offenders into their communities. More needs to be determined, but this Bulletin is a first step toward accomplishing that crucial goal.

Shay Bilchik  
Administrator

# Reintegrative Confinement and Intensive Aftercare

David M. Altschuler and Troy L. Armstrong

As the trend toward confining greater numbers of juveniles in corrections facilities continues (see table 1), increasing attention is being paid to what happens once they are released back into the community. The "what happens" question frequently is asked in reference to two closely related issues. The first is whether released offenders will commit additional crimes, particularly person offenses, and thereby threaten public safety. In fact, one of several motivations for prolonging incarceration is that confinement is regarded by some as the primary way to prevent offenders from committing additional crimes. Implicit in this view is the belief that incarceration is insufficient to prevent or deter offenders from committing crimes when released. A second, and very closely connected, issue centers on what is being done to ensure that released juvenile offenders will not continue to offend. Because there is so much uncertainty surrounding the community adjustment of juvenile offenders after release, some believe the best policy is to postpone release as long as possible. Prolonged incarceration is problematic, however, for several reasons. First, it is exceedingly expensive; second, many juvenile institutions are already dangerously overcrowded (see table 2) and space is scarce; and third, its increased use has not demonstrated measurable reductions in juvenile arrests following the release of incarcerated offenders.

In short, there is a growing interest and need to learn more about what steps to take to promote law-abiding behavior in the community by juvenile offenders returning from institutions. What can be learned from prior and ongoing research on corrections sanctioning, supportive programming, and the imposition of social control techniques when emphasis is placed during the confinement phase on linkage with aftercare? What type of approach is likely to generate the most positive outcome, and how can it be implemented? Fortunately, considerable research has been conducted on programs that, to varying degrees and in distinctly different ways, pursue a "reintegrative" form of confinement. Much can be gleaned from these programming initiatives and their evaluations that can help not only to shape the design and development of

future efforts and initiatives, but also to guide their implementation and operations. Reintegrative confinement is defined as an incarceration experience that includes a major focus on structured transition and a followup period of aftercare characterized by both surveillance and service provision in the community.

Transition and postinstitutional corrections programming and supervision have attracted considerable attention across the country, in part because research findings tend to indicate that gains made by juvenile offenders in corrections facilities quickly evaporate following release.<sup>1</sup> Other research findings suggest that either better outcomes are apparent or the potential for positive impact is increased when a highly structured and enhanced transition from corrections facilities into the community is implemented in accordance with certain

<sup>1</sup> See, for example, Altschuler, 1984; Altschuler and Armstrong, 1991; Baird, Storrs, and Connelly, 1984; Catalano et al., 1988; Coates, Miller, and Ohlin, 1978; Whittaker, 1979.

specifications.<sup>2</sup> An important implication of these findings is the growing realization that incomplete, flawed, or highly uneven implementation cannot produce better outcomes for participating offenders. Stated simply, when requirements for implementing the basic program design are not met, success is unlikely.

What kind of requirements are involved? In general terms, reintegrative confinement emphasizes:

- ◇ Preparing confined offenders for reentry into the specific communities to which they will return.
- ◇ Making the necessary arrangements and linkages with agencies and individuals in the community that relate to known risk and protective factors.
- ◇ Ensuring the delivery of required services and supervision.

To the extent that these general specifications are not met, there is little reason to expect that reoffending behavior will diminish or that the overall performance of youth returning to the community will

<sup>2</sup> See, for example, Altschuler, 1998; Deschenes, Greenwood, and Marshall, 1996; Fagan, 1990; Greenwood, Deschenes, and Adams, 1993; Goodstein and Sontheimer, 1997; MacKenzie, 1997; Sealock, Gottfredson, and Gallagher, 1995, 1997; Sontheimer and Goodstein, 1993.

**Table 1: The 1-Day Count of Juveniles Held in Public Facilities Rose 47% From 1983 to 1995**

Public Facility 1-Day Count	Percentage of Change, 1983–1995
Law violation	48%
Delinquency	52
Person	109
Violent Index	99
Property	-17
Drug	95
Public Order	87
Status Offense	-21
<b>Total</b>	<b>47</b>

- ◇ The increase was not evenly distributed across all offense categories, however. The number of juveniles held for Violent Crime Index offenses doubled. The broader category of person offenses (that includes such offenses as simple assault and kidnapping and the Violent Crime Index offenses) more than doubled.
- ◇ The categories of drug and public order offenses also saw large increases.
- ◇ In contrast, there was a drop in the number of juveniles held for property crimes and status offenses.

**Source:** Sickmund, M. (1997).

**Note:** Analysis of data from OJJDP's *Children in Custody Census 1982/83 and 1994/95* [machine-readable data files].

improve. Accordingly, reintegrative confinement initiatives must be carefully assessed to determine the extent to which implementation adheres to a prescribed model. In addition, different reintegration initiatives must be examined in terms of the specific required program elements, components of the elements, and procedures. Adherence to a theoretically flawed model is no more likely to produce a positive result than is low-quality implementation of a sound model.

This Bulletin provides an overview of what has been learned from research and practice about designing, developing, and implementing aftercare initiatives that place a high priority on reintegrative confinement, structured transition, and followup in the community. Corrections approaches incorporating reintegrative confinement are not widespread. Few of these efforts have been rigorously evaluated. However, a small number of such initiatives have been well documented and analyzed in considerable detail. There is also related research and program development work on intensive aftercare. Collectively, this knowledge base offers important insight and guidance.

It is critical to note that much of the recent experimentation with innovative juvenile aftercare programming has focused on ways to develop more effective "intensive" approaches. However, the approaches differ in terms of what "intensive" means and what specialized modalities and practices must be incorporated programmatically. These differences emphasize a variety of issues, including anticipated caseload size and frequency of contact, classification and assessment procedures, criteria for targeting youth appropriate for participation in this kind of intervention framework, and the respective roles of surveillance and treatment/service provision activities to maximize long-term, prosocial community adjustment and normalization. Questions include:

- ◇ What constitutes a measurable threshold of intensity in terms of supervision and services?
- ◇ What range of offender profiles (with regard to delinquent histories and/or special problems/needs) defines the parameters for referral to these programs?
- ◇ What technology can be brought to bear to better identify and match clients to effective intervention?

**Table 2: On February 15, 1995, 69% of Public Facility Residents Were Held in Facilities Operating Above Their Design Capacity**

Design Capacity	All Public Facilities		Residents Percentage Held in Facilities Operating Above	
	Total	Percentage Operating Above Design Capacity	Total	Design Capacity
All public facilities	1,080	40%	69,929	69%
Fewer than 31 residents	595	21	8,543	29
31-110 residents	324	58	18,506	59
111-200 residents	90	63	13,141	66
201-350 residents	39	82	10,075	82
More than 350 residents	32	88	19,664	91

- ◇ 40% of public facilities housed more residents than they were constructed to hold—a greater proportion than in 1991 (36%).
- ◇ The larger a facility's design capacity, the more likely it was to be operating over capacity.
- ◇ Small facilities (designed for fewer than 31 residents) accounted for the largest number of over-capacity facilities.

Source: Sickmund, M., Snyder, H.N., and Poe-Yamagata, E. (1997).

The programs and developmental work discussed in this Bulletin represent attempts to answer such questions.

In the following pages, the small body of research and developmental work on intensive aftercare is briefly reviewed, highlighting both the lessons learned and the pitfalls experienced. First, however, it is useful to explore the underlying rationale, both theoretical and empirical, that has led selected jurisdictions across the country to focus on intensive juvenile aftercare. This discussion is followed by a description and brief analysis of the individual intensive aftercare initiatives.

## The IAP Model

One model or conceptual yardstick against which transition and aftercare programs can be measured is the IAP model, developed with OJJDP funding by Drs. Altschuler and Armstrong (1994a, 1994b). Its usefulness as a guide for examining program design and implementation rests in its identification of specific program elements, components of the elements, and services that address what are commonly regarded as essential aspects of reintegrative corrections programming (see figure 1). One of IAP's components, the requirement that both surveillance and treatment services be provided, has been found relevant to success in both

intensive supervision programs (ISP's) for probationers (Petersilia and Turner, 1993; Byrne and Pattavina, 1992) and boot camps (MacKenzie and Souryal, 1994). Many researchers believe that the success is related to active, direct intervention in the home community and social network within which the offending originated. This is also where various problems and needs related to family, school, employment, peer group, and drugs surface. However, when the response is predominantly, or exclusively, a matter of offender surveillance and social control (e.g., drug and alcohol testing, electronic monitoring, frequent curfew checks, strict revocation policies) and the treatment and service-related components are lacking or inadequate, the indication is that neither a reduction in recidivism nor an improvement in social, cognitive, and behavioral functioning is likely to occur.

Attention is thereby drawn to the extent and nature of both the surveillance and service components as reflected in the implementation and day-to-day operation of the aftercare program. Regarding services in particular, the question is whether institution-based treatment focusing specifically on "criminogenic" (i.e., predictive of future criminal activities) needs (see Andrews and Bonta, 1994) is compatible and consistent with treatment in the community. Specialized treatment

in the institution is likely of little long-lasting value if it is not relevant to pressing concerns in the daily lives of offenders in the community and not carefully and consistently reinforced in this setting. The lack of such services in either the institution or the community is equally detrimental, because the former offers the potential for establishing a powerful foundation on which to build and the latter offers the potential for transferring newly learned skills and competencies to the very community in which the offender will reside (see, for example, Altschuler, 1984; Altschuler and Armstrong, 1995b; Whittaker, 1979).

Strategies to develop a service structure that spans institution and community involve several major challenges. Allocating sufficient numbers of qualified staff and funds to support service provision at the level required in both the institution and community is critically important and challenging. Cost sharing, leveraging funds, in-kind contributions, contracting, public-private partnerships, and reallocating portions of existing budgets are some of the approaches that are being used. Developing the organizational capacity and wherewithal to facilitate the consistency and compatibility of service delivery between the institution and community is another critical challenge. Strategies designed to foster such compatibility include bringing into the institution specialized service providers and

agency staff based in the community, providing joint staff training, establishing interagency case management teams, adopting and tailoring for institutional use those practices and approaches that closely resemble promising treatment and service modalities found in the community programs, and conversely, applying promising techniques initially developed for institutional use (such as anger management or aggression replacement) to community-based programs. In short, the intent is to have community-based after-care services parallel those that are first initiated in the institution and institutional services geared to achieve essentially the same purposes as those that will be achieved in the community. The key service areas around which both the institution and community-based providers need to organize their respective efforts in tandem are family, peers, schooling, work, and drug involvement (i.e., drug use and drug selling). Program developments in these areas need to be encouraged by funding support, reflected in organizational policies and procedures, and promoted through carefully designated staff roles and responsibilities, training, and career advancement.

Regarding supervision and control in the community, a critical question relates to how various practices can work in concert with the required services. Drug and alcohol testing, attendance and curfew checks, electronic monitoring, and track-

ing are all valuable supervision practices that can be used to encourage participation in required services and adherence to rules and conditions. In fact, close supervision and tracking that increase the probability of detecting noncompliance with, and nonparticipation in, required services may well discourage lack of cooperation, especially when coupled with graduated responses. The key is having a strategy to heighten surveillance in a way that promotes participation in treatment. Such a strategy is essential because research suggests that recidivism declines only when offenders are simultaneously receiving both supervision and treatment-related services.<sup>3</sup> Again, adequate resources and organizational ability are clearly necessary to promote the implementation of programs that truly incorporate sufficient levels of supervision and services.

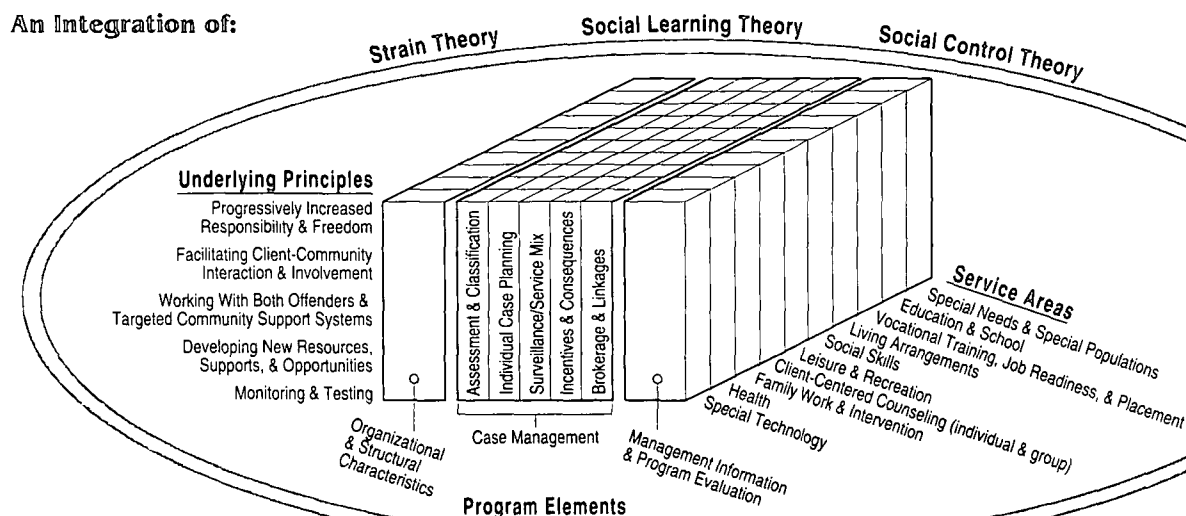
Research findings repeatedly have shown that providing high levels of supervision to lower risk offenders results in poorer performance, not better.<sup>4</sup> One reason frequently cited to explain this pattern is that intensive supervision tends to be accompanied by an increase in detected technical violations that, by definition in many studies, is one measure

<sup>3</sup> See, for example, Byrne and Pattavina, 1992; Gendreau, 1996; Petersilia and Turner, 1993.

<sup>4</sup> See, for example, Andrews, 1987; Baird, 1983; Erwin and Bennett, 1987; Markley and Eisenberg, 1986.

**Figure 1: Intervention Model for Juvenile Intensive Aftercare**

**An Integration of:**



of program failure. Moreover, when increases in technical violations become the basis for more revocations and reincarcerations, intensive supervision actually becomes a contributor to institutional crowding. Another problem is related to the lack of evidence indicating that technical violations, per se, are predictive of future criminality (see, for example, Petersilia and Turner, 1991; Turner and Petersilia, 1992). This raises two fundamental questions. First, what is accomplished from the perspective of crime prevention and control by reincarcerating technical violators? Second, what is accomplished by imposing intensive supervision on offenders who are already at low risk for reoffending? Another reason why lower risk offenders tend to perform poorly when subjected to intensive supervision is the tendency of some individuals, particularly adolescents, to react negatively to the pressures created by highly intrusive supervision. Given the negative reactions, it appears that intrusive supervision techniques are counterproductive to the intended goal of supervision. Insight into the dynamics between level of supervision and offender performance has prompted numerous observers to suggest that the level of community supervision provided be commensurate with the actual level of risk posed by the offender in the community.<sup>5</sup>

## Recent Juvenile Aftercare Initiatives

As discussed above, there has been increasing interest in initiatives that can provide:

- ◇ Institutional services that subsequently lend themselves to application and reinforcement in the community.
- ◇ Highly structured, smooth transitional experiences at the point of community reentry.
- ◇ Intensive multimodal and multiphased programming during a period of community-based aftercare.

Unfortunately, few evaluations have examined the design, implementation, and impact of these efforts. However, these evaluations are enormously valuable in identifying strengths and weaknesses of the programs and in pinpointing how future efforts can build on what

has been learned. The programs are quite diverse, not only in design, but in the extent to which they have been successfully implemented and in the nature of their impacts. A critical examination of these evaluated programs must focus on at least three dimensions:

- ◇ Are there an identifiable program model and a philosophy that specify how the program design and strategy are expected to induce change, and do the model and philosophy make sense?
- ◇ Did the program actually implement its model and philosophy in accordance with the requirements?
- ◇ What kind of impact did the program have?

The following sections examine five juvenile aftercare initiatives. Each program is briefly described and analyzed, and the basic findings and implications are highlighted in the context of the three key dimensions.

### The Philadelphia Intensive Probation Aftercare Program

The Philadelphia Juvenile Probation Department's IAP was developed to test the efficacy of an intensive reintegration approach for adjudicated youth in transition from State juvenile corrections facilities back into the community. The experiment was prompted by the realization that the most serious, violent, and habitual segment of the State's delinquent population was being inadequately served. The inadequacy was due, in part, to the extremely large caseloads of the supervising probation officers, the resulting low level of contact with offenders in both the institution and the community, and a lack of specialized resources and services in the community. Using an experimental design, Sontheimer and Goodstein (1993) evaluated the program. Eligible incarcerated juveniles had to have at least one prior adjudication for aggravated assault, rape, "involuntary deviate sexual intercourse," arson, robbery, or a felony-level narcotics offense or at least two prior adjudications for burglary. These juveniles were randomly assigned to the program or a

control group that received the customary aftercare supervision. The participating juveniles were predominantly African-American (81 percent). Their average age at placement was 17.2 years, and they had an average of five prior arrests—more than 90 percent had at least one prior arrest for a felony-level offense—and had spent an average of 10.8 months in confinement.

Additional aftercare probation officers were hired to work exclusively with IAP offenders. Each officer was given a caseload of no more than 12 youth in the community and also was responsible for making regular contact with incarcerated IAP offenders assigned to their caseload. IAP officers were expected to meet monthly with the confined offenders, institutional staff, and the parents or guardian in the home and to prepare a postrelease plan. After offenders were released, officers were given operational guidelines on:

- ◇ Minimum number of contacts with the juvenile per week, which was to decline gradually with satisfactory performance by the juvenile.
- ◇ Minimum number of contacts with parents and collaterals (e.g., school, work).
- ◇ Contacts during nonbusiness hours including evenings and weekends.

Despite these requirements, implementation fell considerably short in several key areas (Sontheimer and Goodstein, 1993; Goodstein and Sontheimer, 1997). These shortcomings are not surprising, because program planners did not address some fundamental issues related to program design and philosophy. In fact, aftercare staff reportedly received few guidelines about the philosophy or mission of the program (Sontheimer and Goodstein, 1993, p. 204):

The program was not defined, for example, as emphasizing a social control or rehabilitative perspective. No effort was made to articulate whether the emphasis of the program would be on enhancing family ties and prosocial relationships, on facilitating educational or vocational growth, on increasing probationers' perceptions of accountability through surveillance, or on some other combination of principles assumed to reduce criminality.

Supervising officers were simply given the contact requirements and then followed a relatively traditional casework

<sup>5</sup> See, for example, Andrews, 1987; Baird, 1983; Erwin and Bennett, 1987; Markley and Eisenberg, 1986.

approach to supervision. These officers also maintained a reactive, nonindividualized approach to noncompliance. As a result, the quality of probation service delivery remained unchanged for some time and contact between officers and juveniles was problematic during nontraditional hours (Goodstein and Sontheimer, 1997). Another operational component not incorporated into the program design and, therefore, absent in program implementation for a substantial period of time was a graduated response capability in the form of incentives and consequences. In terms of staffing and leadership, following an enthusiastic startup period, the six-person intensive aftercare team experienced complete turnover. Consequently, many of the participating line staff had no supervising officers for extended periods. This severe turnover problem—and the difficulties that both preceded and followed it—most likely created enormous programmatic turmoil and confusion. Indeed, it is hard to imagine how the program could not have faltered somewhat under such circumstances. Over the full course of implementation, however, the program found its footing and evolved into a model that began to incorporate many of the social control and service delivery elements necessary for an effective reintegrative model of incarceration, transition, and aftercare (Goodstein and Sontheimer, 1997).

The outcome evaluation of the Philadelphia IAP employed a classic experimental design with random assignment of cases. The evaluation was based on the performance of 44 experimental and 46 control cases. The juvenile offenders in this sample were released from a single youth corrections facility between December 1988 and January 1990 and were tracked until May 1990. Thus, the followup period that was defined as time following completion of aftercare ranged from 3 to 17 months, averaging 11 months. The study found that the intensive aftercare group exhibited a significantly lower average number of rearrests than the control group (1.65 versus 2.79) and a significantly lower number of felony arrests (0.41 versus 0.76), but the percentage of subjects rearrested was the same (Sontheimer and Goodstein, 1993). In short, the findings indicate that when routine aftercare is compared with the reintegrative intensive aftercare implemented in Philadelphia, the latter prevented participating juvenile offenders from incurring multiple arrests and did no worse than the former in the percentage of offenders who were rearrested.

## Juvenile Aftercare in a Maryland Drug Treatment Program



The Maryland Department of Juvenile Justice received a grant from the Center for Substance Abuse Treatment (CSAT) to develop an aftercare program that would complement short-term residential treatment for chemically addicted or drug-abusing juvenile offenders. Sealock, Gottfredson, and Gallagher (1997, 1995) evaluated this program, which included only youth who resided in Baltimore City. Drug-abusing youth from a number of other Maryland counties were also committed to residential treatment facilities by judges, but no aftercare was provided. The residential treatment was to include Alcoholics Anonymous group sessions and offer academic courses, recreational opportunities, vocational education, work assignments, and social activities. Aftercare for Baltimore City juvenile offenders was to consist of three phases. During prerelease, the services of a family therapist were to include assessment, development of a treatment plan, and family work. During the intensive phase (the first 2 months in the community), staff were to have daily contact with the participants and hold youth support group meetings and family support sessions. Additionally, an addiction counselor was to provide individual counseling and in-home family therapy. The final transitional aftercare phase was to include at least two meetings per week with the case manager, two meetings per month with the addiction counselor, and the continuation of family support groups. On an as-needed basis, other community-based services and family therapy were to be provided.

The evaluation examined both the residential and aftercare experience. Youth in aftercare treatment, all of whom were from Baltimore City, varied substantially in several characteristics from those who received residential treatment and no aftercare, all of whom were from outside Baltimore. The group from Baltimore City had a higher percentage of nonwhites, exhibited a greater number of prior offenses, were younger at first referral to the justice system, and had offense histories that reflected greater involvement with drugs and

more property offenses than comparison youth. The residential treatment services provided were found to be highly uneven in scope and quality. Although assessments for drug problems and drug education took place, much less happened in relation to encouraging family participation, providing family therapy, conducting psychological assessments, and holding individual counseling sessions. In fact, the evaluators found that most of the residential program's intermediate goals (e.g., increasing coping skills, internal control, family communication) were not realized. Further, it was noted that a 2-month residential treatment program might not have been sufficient for a youthful, drug-involved population (Sealock, Gottfredson, and Gallagher, 1997). Finally, although some positive effects were observed during residential treatment, the evaluators found that this component required additional strengthening (Sealock, Gottfredson, and Gallagher, 1995).

Curiously, the evaluators also found that youth who received aftercare treatment spent less time in the residential drug treatment program (by 12 days) than youth in the comparison group, who also experienced some additional residential placements (Sealock, Gottfredson, and Gallagher, 1997). According to the researchers, this finding suggests that the aftercare services actually may have replaced more expensive, and possibly more effective, residential treatment services. The problem related to family participation is again noted in relation to aftercare, but at this point, of course, the youth were back in the home directly interacting with family. Additionally, although the average number of weeks spent in the intensive phase of aftercare was 33, not the 8 weeks planned, the average juvenile had only 29 contacts with staff, less than one per week, nowhere close to the daily contact envisioned by the model. Finally, attrition became a significant problem. Of the 162 juveniles who began the aftercare prerelease phase, only 54 entered the transitional phase, and of those, only 36 entirely completed the aftercare phases. In short, few of the aftercare clients received much aftercare, and for those who did, the quality and nature of the services provided were highly suspect.

The evaluation found that aftercare services of the quality and intensity delivered in the Maryland program were not beneficial (Sealock, Gottfredson, and Gallagher, 1997). Specifically, aftercare clients had no fewer alleged or adjudicated offenses

overall than youth in the comparison group, meaning that there was no difference in the level of reoffending in general. Aftercare clients were, however, adjudicated delinquent for more drug offenses than those in the comparison group, and there was no evidence indicating a program effect related to increasing family supervision or communication, reducing family violence, decreasing health problems, or increasing problem-solving skills. On the positive side, aftercare clients committed significantly fewer new crimes against persons than their counterparts in the comparison group.

### **The Skillman Intensive Aftercare Project**



Two experimental intensive aftercare programs for chronic delinquents in Detroit and Pittsburgh were evaluated by Greenwood, Deschenes, and Adams (1993). Over 2 years, approximately 100 juveniles completing residential placements in each city were randomly assigned to either intensive aftercare or regular supervision. The programs were developed and operated by two separate private providers committed to the Skillman program model that emphasized five components:

- ◇ Prerelease contacts and planning involving the assigned aftercare caseworker, the youth, and the family, beginning at 3 months before release.
- ◇ Intensive supervision contacts in the community, starting at several per day and gradually diminishing.
- ◇ Assistance in family stabilization.
- ◇ Mobilization of supportive community resources, particularly in relation to education and jobs.
- ◇ Enlistment of role-modeling, motivated caseworkers.

In terms of actual implementation, the two programs differed in the timing of the youth's release from placement, the intensity of implementation, and the sanctions that could be imposed. The profiles of participating offenders also varied. In the Detroit program, juvenile

offenders were confined in one of the State of Michigan's training schools for an average of 17.1 months. Early release played no role in the effort. The average age at first arrest was 14.4, and the participants averaged 2.5 prior arrests. More than half of the Detroit participants were known to be drug dealers, nearly half had drug use problems, and the current offense of slightly more than half was a crime against persons. In Pittsburgh, a privately run wilderness program with an average length of stay of 10.2 months was used for this experiment. The average age at first arrest was 14, and the participants averaged 4.6 prior arrests and 3.7 adjudications. Their current offenses were mostly property crimes. The study found no difference between experimental and control groups in the proportion of youth arrested, self-reporting of offenses, or drug use during a 12-month followup period.

Equally important, youth in the experimental programs did not participate any more frequently in educational or work activities than did control group youth. Also, most of the families viewed delinquency as the youth's personal problem and were not interested in making major changes in their own behavior or activities. Further, in neither of the two sites did the aftercare program have a significant effect on the youth's associations with delinquent peers. In the Detroit program, which was characterized by longer lengths of stay and no possibility of early release, no savings were apparent in residential placement costs. Consequently, the aftercare program simply produced an overall increase in cost per placement. In Pittsburgh, where reduced time in residential placement was an explicit part of the program, total placement costs were slightly reduced.

Given the absence of any impact on the participation of the experimental group in school and work, family involvement, and delinquent peer associations, there is little reason to expect lowered recidivism. Greenwood and colleagues (1993) took the position that a number of factors explain the results, including:

- ◇ Aftercare workers provided only general support and assistance, rather than targeting specific problems that were contributing to risk.
- ◇ Aftercare workers did not devote sufficient attention to programming that addressed risk factors related to delinquent behavior, for example,

substance abuse treatment and anger management.

- ◇ Deployment of a surveillance/casework approach was inappropriate, particularly given the kind of problems and high level of temptations encountered by these youth after they returned to their home communities.
- ◇ More formal methods of assessing ongoing needs and progress were needed, including drug testing, reports by third parties, or tests of specific skills.

### **The Michigan Nokomis Challenge Program**



The Nokomis Challenge Program was started in 1989 by the Michigan Department of Social Services (DSS) as an alternative placement to traditional custodial settings for medium- and low-risk juveniles. Instead of placement in a long-term residential facility, the program offered 3 months in a remote, 40-bed wilderness challenge facility, followed by 9 months of aftercare surveillance and treatment. The model called for a three-stage wilderness challenge experience that included orientation and assessment, challenge, and community survival. The model emphasized cognitive/behavior training, social and survival skills, and family work. During the residential stage, the youth and their families were to be seen every 2 weeks at the facility by a community treatment worker (CTW), who was also expected to meet with the family once a week in the community. CTW's were provided under contract by seven different private agencies located across the State.

The aftercare component included a number of distinct phases, each with separate tasks and goals for the youth and family. Reentry into the community was marked by virtual house arrest for 30 days. During the initial 3 months, the minimum level of contact required of the CTW was three contacts per week with the youth, including one with the family. The program placed great emphasis on family participation in the treatment process, with the CTW acting



as the primary family worker. The private agencies also provided community contact workers (CCW's) to conduct surveillance, initially at least three times per day with the youth and once per day with the family.

Using a quasi-experimental design, Deschenes, Greenwood, and Marshall (1996) evaluated this programming effort. Participation in the Nokomis Challenge Program was limited to adjudicated youth who were 14 years of age or older. The majority (64 percent) of the juveniles targeted for Nokomis were African-American youth who were approximately 14 years old at the time of their first arrest, with an average of three prior arrests plus two prior adjudications. Their average age at the time of placement in the program was 16.5 years. Roughly 29 percent of the offenses committed by the youth entering Nokomis were crimes against persons. Thirty-seven percent were property crimes, 16.5 percent were drug-related offenses, and 17.5 percent were other types of crime. Approximately 20 percent of youth participating in the experiment were known gang members; 42 percent were drug dealers; and 55 percent were drug users.

The outcome evaluation was based on an analysis of 97 youth in the Nokomis Program and a comparison group of 95 youth in a traditional residential program. The evaluation focused on basic social adjustment and familial functioning and also on criminality and drug use. Although both the Nokomis and comparison group participants showed some positive changes in coping mechanisms during the residential period, both groups had experienced setbacks by the 24-month followup. In the area of family functioning, the evaluation revealed a general decline in both groups at 24 months. Arrest records indicated no difference between the groups at 24 months in the overall proportion with a new felony arrest; however, the Nokomis youth self-reported less involvement in drug sales than did those in the comparison group. Overall, the self-reported frequency of substance use declined slightly from intake to 24-month followup, but there was no difference between the two groups.

What might explain the overall similarity in impact? One possibility is suggested by the finding that Nokomis participants only received formal substance abuse treatment during the residential phase and that, compared with traditional residential programs, the alternative program apparently offered less family counseling.

Even so, the families of youth in the experimental program were no worse off than the families of youth in traditional residential care.

Nokomis also encountered a substantial problem in successfully retaining participants during the first 12 months (including residential and community phases). A staggering 60 percent of youth in Nokomis were either transferred to or placed in another custodial program during the first year, and an additional 10 percent were rearrested during the second 12 months of the 24-month study period. In contrast, only 16 percent of the participants in the traditional residential program (where length of stay averaged 15.5 months) did not successfully complete the program; 14 percent were rearrested during the remaining months in the 24-month study period. Deschenes, Greenwood, and Marshall (1996) conclude that the main weakness in Nokomis was related to the community phase, which is the ultimate test of any sanction or disposition. During that phase, youth in the traditional residential program were rearrested at about the same rate. It should also be noted that the initial 3 months of residential placement in Nokomis could well be regarded as relatively short-term, particularly since that was the only time spent by offenders in drug treatment. Deschenes, Greenwood, and Marshall (1996) conclude that, regardless of the intervention, youth who were released back into the same environment faced the same difficulties in readjusting to the community setting without relapse. The researchers recommend strengthening the community phase, particularly with reference to treating substance abuse, improving family functioning, and targeting younger juveniles.

### **OJJDP's Intensive Aftercare Program**

Since 1987, OJJDP has been funding research and development activities in the area of intensive juvenile aftercare. A decade ago, growing concerns about crowding in juvenile corrections facilities, high rates of recidivism, and escalating costs of confinement prompted OJJDP to examine the juvenile aftercare philosophy and practice and to explore options for reform. As originally formulated, the program had four stages:

- ◇ Assessing programs currently in operation or under development and reviewing the relevant research and theoretical literature.

- ◇ Developing a program prototype (model) and related policies and procedures.
- ◇ Transferring the prototype design to a training and technical assistance package.
- ◇ Implementing and testing the prototype in selected jurisdictions.

Initiated as a research and development project conducted by the Johns Hopkins University Institute for Policy Studies in collaboration with the Division of Criminal Justice at California State University at Sacramento, the IAP project culminated in a four-State national demonstration designed to test a model of intensive aftercare developed by this Bulletin's authors. The four pilot programs are as follows:

- ◇ **Colorado.** The IAP project in Colorado is operated by the State Division of Youth Corrections (DYC), Department of Institutions and serves parts of Arapahoe, Denver (including greater metropolitan Denver), and Jefferson Counties. The site benefits from its proximity to the juvenile offenders' home communities. Only 18 miles from downtown Denver, Lookout Mountain Youth Services Center (LMYSC) is a secure facility whose residents include the most serious and violent delinquent youth in the DYC system. LMYSC houses IAP participants in a single cottage.
- ◇ **Nevada.** The Division of Nevada Youth Corrections Services' Parole Bureau operates the State's IAP project. Clark County, which has the greatest concentration of serious juvenile offenders committed to State confinement, was selected as the pilot site. The 150 miles between the offenders' home community of Las Vegas and the Caliente Youth Center, the participating youth corrections facility, presented a significant challenge to implementing the IAP model.
- ◇ **New Jersey.** New Jersey's IAP project focuses on high-risk youth from Camden and Essex (Newark) Counties. These youth are incarcerated in a single cottage at the New Jersey Training School for Boys (NJTSB) in Jamesburg. From NJTSB, IAP participants are moved into affiliated residential centers in the two counties that provide a stepdown transition for community reintegration.
- ◇ **Virginia.** The Intensive Parole Program (IPP), Virginia's IAP project, is designed for chronic offenders who have been committed to the Beaumont Juvenile Correctional Center by the Norfolk

Juvenile and Domestic Relations Court. A Norfolk Youth Network Community Assessment Team (CAT) handles all IPP cases. CAT works with parole officers, offenders, and offenders' families to identify treatment, service needs, and agencies that can address problems.

For a more detailed description and discussion of these sites, see Altschuler and Armstrong (1995b, 1996, 1997). Details of program eligibility and selection are found in table 3.

These demonstration projects followed 7 years of research, development, and training activity and are presently in the midst of their third year of operation, with the exception of the New Jersey site, which has been discontinued due to implementation difficulties related to restructuring and system reform.

The IAP model currently being tested is theory-driven, risk and needs assessment based, and empirically grounded

(Altschuler and Armstrong, 1995a, 1994a, 1994b, 1994c, 1991). The model emphasizes the identification, preparation, transition, and reentry of "high-risk" juvenile offenders from secure confinement back into the community in a gradual, highly structured, and closely monitored fashion. Consequently, it can be viewed as a form of reintegrative confinement. A multifaceted and integrated approach to community reentry, the IAP model requires an overarching case management process

**Table 3: IAP Eligibility and Selection**

Eligibility Criteria	IAP Site		
	Colorado	Nevada	Virginia
Legal status	Committed	Committed	Committed
County of residence	Denver, Arapahoe, Jefferson	Clark (Las Vegas)	City of Norfolk
Facility placement	Lookout Mountain	Caliente	Beaumont Hanover (since 3/97)
Risk of reoffending	High risk	High risk	High risk
Gender	Males	Males	Males
Age	12-18	12-18	13-18 (16-18 prior to 3/97)
Excluded offenses	None	Sex offenders	Murder, rape, arson (with determinant commitment to age 21)
Excluded conditions	Severe mental health problems; developmental disabilities.	Severe mental health or medical problems.	Pending charges or sentence in adult court; potential rescinded commitment; severe mental health or substance abuse problems; prior IAP.
Location and timing of selection	At separate diagnostic facility; after completion of 30-day assessment and classification process and facility placement decision.	While in local detention; prior to assessment and classification process. (IAP selection determines facility placement.)	At separate diagnostic facility; after 60-day assessment/classification process and facility placement decision.
Number of youth, randomized to 11/30/98			
IAP	82	104	76
Control	68	108	45
<b>Total</b>	<b>150</b>	<b>212</b>	<b>121</b>

Source: Weibush, McNulty, and Le, 1998.

that guarantees substantial control over released juvenile offenders and enhanced service delivery focusing on recognized risk and protective factors. To reduce the level of recidivism and relapse, the IAP model also requires that working collaborations be forged across diverse professional and agency boundaries.

A number of previous research and program development efforts have developed frameworks for intervening with serious and chronic juvenile offenders (Elliott and Voss, 1974; Elliott, Huizinga, and Ageton, 1985; Weis and Hawkins, 1981; Fagan and Jones, 1984), but these projects have generally not directed much attention to the special structural and systemic problems that must be confronted in devising strategies that will enable high-risk offenders to make a successful transition back into the community. Distinctive to the IAP model is the focus on the numerous issues and concerns arising from the mostly disconnected and fragmented movement of offenders from court disposition to juvenile authority and/or institution, to aftercare supervision and discharge. Consistent with this approach, a number of principles for programmatic action have been identified and incorporated as a foundation for the IAP model:

- ◇ Preparing juveniles for progressively increased responsibility and freedom in the community.
- ◇ Facilitating interaction and involvement between juveniles and the community.
- ◇ Working with offenders and targeted community support systems (families, peers, schools, employers) on those qualities needed for constructive interactions that advance the juveniles' reintegration into the community.
- ◇ Developing new resources and support services as needed.
- ◇ Monitoring and testing the capacity of juvenile offenders to receive—and the community to provide—services and support.

The demonstration programs have been given flexibility to structure and apply the IAP model within local contexts, as long as the program meets certain specifications. Many of these requirements revolve around the IAP design for overarching case management. It is this dimension of the model that defines how clients are identified for particular levels and types of supervision, how clients can be tracked through the system without falling through the cracks, and how specific

techniques can aid in the provision of supportive activities and sanctioning measures necessary for client supervision in the community. The requisite components of case management are:

- ◇ Risk assessment and classification for establishing eligibility.
- ◇ Individual case planning that incorporates a family and community perspective.
- ◇ A mix of intensive surveillance and enhanced service delivery.
- ◇ A balance of incentives and graduated consequences coupled with the imposition of realistic, enforceable conditions.
- ◇ Service brokerage with community resources and linkage with social networks.

To date, the demonstration sites have been engaged in selectively fine-tuning and elaborating certain components and features in their particular program applications. The major challenge has been the need to adapt the generic IAP model to the specific problems, needs, and circumstances of the individual jurisdictions. As a group, all have identified and acted on the following programming strategies vital to following the basic framework of the model:

- ◇ Defining the overall aftercare function in a fashion that guarantees the inclusion of staff and program components across the entire continuum, from the point of judicial commitment and residential placement to the termination of community supervision (see table 4).
- ◇ Designing the network of community-based services in a way that responds comprehensively to the problems and needs of serious and chronic juvenile offenders.
- ◇ Devising a framework for case management that ensures continuity of supervision and service delivery, matches clients with appropriate interventions, and brings the most objective procedures to inform decisionmaking in the areas of risk and need.
- ◇ Focusing on collaborative, interagency approaches to supervision and service provision.

The IAP initiative has been funded to include an independent evaluation that incorporates random assignment using an experimental design. The evaluation, which is being conducted by the National Council

on Crime and Delinquency (NCCD), includes both process and outcome dimensions. Because IAP participants have only recently begun to be discharged from aftercare, outcome results involving substantial numbers of participating youth are not yet available.

## Comparative Analysis of the Five Aftercare Projects

Heavily focused on design and implementation issues, the initial IAP research and development project sponsored by OJJDP was planned to build on the existing knowledge base in the field about intensive aftercare. From this starting point, the OJJDP project was to propose a testable model that would include clear guidelines covering program principles, components, and features that appear most promising for reducing rates of recidivism among targeted youth making the transition from institutional confinement back into the community. The factfinding, model development, and implementation work that has been part of the IAP initiative has as its goal identifying and incorporating precisely those factors vital to success. From its inception, the IAP project was conducted with the idea of building on the existing knowledge base in the youth corrections field about juvenile aftercare. Of course, the final word on the effectiveness and suitability of the IAP model awaits the results of the experimental design, multisite outcome evaluation.

The five projects presented in this Bulletin are being widely discussed in the field. This review has highlighted their basic design, the status of their implementation, and, if known, the outcomes. Table 5 takes the IAP model and uses it to capture critical design and implementation features of these five projects.<sup>6</sup> The table enumerates the essential components and procedures that characterize IAP operations. They are organized within the phases of the aftercare continuum (i.e., institution, transition, community). In each phase are listed the specific characteristics being used as criteria for comparison across projects. In addition, there are separate headings regarding implementation and evaluation issues. The four projects are listed side-by-side on the top of the table. IAP is used as the baseline (represented by the enumeration of

<sup>6</sup>For a detailed description of the IAP model, see Altschuler and Armstrong, 1994b.

characteristics) against which comparisons are being made.

In light of the discussion of the IAP model, the five aftercare programs discussed here, and the information in table 5, a number of key issues and challenges for program policy, design, implementation, and evaluation become evident.

The implementation of juvenile aftercare programming is still in its infancy. There have been notable omissions in both program design and operation, yet there have also been some positive results. Although the overall picture is mixed, the evaluations and the IAP research and development work clearly point to reforms and changes that are needed. Recommended reforms and changes are highlighted below.

**First, community-based aftercare is one part of a reintegrative corrections**

**continuum that must be preceded by parallel services in the corrections facility and must include careful preparation for the aftercare to follow.** Institutional services need to be geared to the services, opportunities, and challenges that exist in the community to which the juvenile will return. The institution or residential corrections facility cannot operate in isolation from aftercare and the community. Institutional services that are inadequate, inconsistent, incompatible, or disconnected in relation to what will be encountered in the aftercare community are likely of little long-term value. Additionally, high-quality institutional services are likely of little value if they are not carefully reinforced and followed up in the aftercare community. Accordingly, aftercare is only one phase of the corrections process. The development, imple-

mentation, and evaluation of aftercare require equal attention to what occurs during the institutional and transitional stages of corrections jurisdiction. The challenge is that institutional corrections is often highly resistant to change and opposed to interference from the "outside." Institutional programming has become reintegrative in numerous instances, but it typically requires strong leadership from the top and a commitment to developing a working partnership between the institution, community corrections, and the judiciary.

**Second, aftercare is frequently funded and staffed at levels far below what is required to provide truly intensive supervision and enhanced service delivery.** The community aftercare

(continued on page 15)

**Table 4: IAP Management and Staffing\***

Component	IAP Site		
	Colorado	Nevada	Virginia
Administrative agency	Colorado Division of Youth Corrections	Nevada Youth Parole Bureau	Virginia Department of Juvenile Justice
Program coordinator	DYC Community Services Coordinator (central office)	Clark County Parole Unit Manager (local office)	Parole Services Manager (central office)
Primary IAP staff	3 IAP Client Managers	IAP Institutional/Community Liaison† <ul style="list-style-type: none"> <li>2 IAP Case Managers</li> <li>2 Field Agents</li> <li>Parole Unit Manager</li> <li>Education Liaison</li> </ul>	<ul style="list-style-type: none"> <li>2 IAP Case Managers†</li> <li>3 IAP Parole Officers</li> <li>Parole Aide†</li> </ul>
Institution			
Community			
Other key staff	<ul style="list-style-type: none"> <li>Cedar Cottage Treatment Team Coordinator</li> <li>4 Group Leaders</li> <li>1-3 MSW Interns</li> <li>IAP Researcher†</li> </ul>	<ul style="list-style-type: none"> <li>"B" Cottage Manager</li> <li>IAP Data Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>Reception/Diagnostic Facility IAP Case Manager</li> <li>Data Coordinator</li> </ul>
IAP staff/client ratio‡	Client Managers: 1/18 (18 = in + out)	Liaison: 1/22 (in)  Parole Officer + Agent: 2/20 (out)	Case Manager: 1/15 (in)  Parole Officer 1/15 (in + out)
Institution			
Community			

Source: Weibush, McNulty, and Le, 1998.

Note: "in" = in the institution; "out" = in the community.

\* Data current as of 5/31/98.

† The position is funded by OJJDP through the IAP grant.

‡ Staff/client ratios shown are based on program design.

**Table 5: Juvenile Aftercare Matrix**

<b>Program/Study Characteristics (IAP Model)</b>	<b>Philadelphia Intensive Probation Aftercare</b>	<b>Maryland Aftercare Program</b>	<b>Skillman Intensive Aftercare Project</b>	<b>Michigan Nokomis Challenge Program</b>
<b>PROGRAM DESIGN</b>				
<b>Institutional Phase</b>				
<b>Prerelease planning</b>	Community sources offer input via probation officers. Preparation of postrelease plan.	Family therapist assesses, diagnoses, develops family contract, and begins weekly family group sessions. (Highly uneven implementation.)	Aftercare caseworker commences contacts with youth and family 3 months prior to release.	Planning for community reentry is initiated 30 days after placement in residential phase.
<b>Involvement of outside agencies and individuals in institution</b>	Probation officers meet with institutional staff and juveniles.	Family visits facility at least once; therapist involves youth in family assessment session. (Less than half of youth involved in family assessment session.)	Not indicated.	Parents meet with confined children, institutional staff, and a community worker once every 2 weeks.
<b>Targeted community activities during confinement period</b>	Probation officers meet with parents on regular basis in the community.	Family attends weekly group sessions with therapist and support groups. (Low family involvement.)	Not indicated.	Community workers see parents once per week at their home.
<b>Transitional Phase</b>				
<b>Testing and probing of reentry prior to placement in community</b>	Not indicated.	Not indicated.	Not indicated.	Not indicated.
<b>Structured stepdown process using residential placement or intensive day treatment</b>	First 6 weeks with very high level of probation officer/client contact. No use of intensive day treatment or short-term residential treatment.	Initial period of intense contact, followed by lesser contact with case manager, addiction counselor, and family therapist. No use of intensive day treatment.	First few weeks after release from facility with carefully prescribed program. Average number of monthly contacts was 10 over 6 months in Detroit; 60 over 6 months in Pittsburgh. Contacts tapered off after the first 2 months. Pittsburgh uses a transition group home.	Initial month of virtual house arrest. Level of community worker/client contact also high during first 3 months. No use of intensive day treatment or short-term residential treatment.

**Table 5: Juvenile Aftercare Matrix (continued)**

<b>Program/Study Characteristics (IAP Model)</b>	<b>Philadelphia Intensive Probation Aftercare</b>	<b>Maryland Aftercare Program</b>	<b>Skillman Intensive Aftercare Project</b>	<b>Michigan Nokomis Challenge Program</b>
<b>Community Followup</b>				
<b>Provision of multimodal treatment services</b>	Few prescribed activities but some emphasis on education and vocational activities.	Wide spectrum of services offered with links made to community resources.	Efforts to improve family functioning through counseling and to link clients with education program. Jobs fell far short of expectations.	A variety of required programming activities. Some major questions about quality of delivery.
<b>Discrete case management services</b>	Required procedures neither highly developed nor clearly articulated.	Three articulated levels of intervention: pre-release, initial intensive aftercare, and transitional aftercare.	Not highly developed.	Not emphasized.
<b>Use of graduated sanctions and positive incentives</b>	Not indicated.	Not indicated.	Not indicated for incentives. Pittsburgh sanctions permitted return to group or wilderness program.	Not indicated.
<b>Provision of supervision and surveillance beyond ordinary working hours</b>	Thirty percent of contacts by probation officers required to occur outside normal office hours.	Not indicated.	Not indicated.	Supplemental surveillance activities provided by specialized community workers.
<b>Reduced caseload size/increased frequency of client contact</b>	Aftercare caseload of 12 youth under community supervision versus standard 70–120. Far higher level of contact than usual.	Caseload size unknown. Clients had 3.2 average monthly contacts during aftercare or 32.4 contacts over approximately 10 months.	Caseload size of 6. Experimental group received far more contacts than control group.	Aftercare caseload of 10 youth. Higher level of contact for supervision, treatment, and surveillance.
<b>Multistage decompression process</b>	Procedures for gradual, phased reduction in level of imposed control during 6 months of aftercare supervision.	Intensive stage of aftercare was 33 weeks long, not 8 weeks as planned; youth had less than 1 contact per week on average. During transitional phase of aftercare, clients met with case managers less than once every 3 weeks on average.	Contacts tapered off over time in aftercare.	Framework and procedures for a diminishing level of supervision and control during aftercare.

*Table continues on next page.*

Table 5: Juvenile Aftercare Matrix (continued)

Program/Study Characteristics (IAP Model)	Philadelphia Intensive Probation Aftercare	Maryland Aftercare Program	Skillman Intensive Aftercare Project	Michigan Nokomis Challenge Program
<b>IMPLEMENTATION</b>				
Designated procedures to facilitate full implementation	No special procedures or activities.	None indicated.	None indicated.	No special procedures or activities.
Documentation and tracking of implementation process	Research team assessed quality and extent of implementation through selective interviews of staff, clients, and parents.	Researchers studied implementation through client interviews, official records, staff interviews, and tracking forms.	Implementation studied through youth and staff interviews, program records, and official record data.	Evaluator observed program activities, administered questionnaires, and interviewed clients and parents.
Extent of intended implementation achieved	Evaluators determined that program ran smoothly only in later months.	All three phases of aftercare suffered from serious implementation deficiencies, and most objectives of the short-term residential program were not met.	Mixed results.	Mixed results in all program sectors. See program summary for more details.
<b>OUTCOME EVALUATION</b>				
Research design	Experimental.	Nonexperimental with use of a comparison group.	Experimental.	Quasi-experimental with effective matching procedure.
Target population	Male delinquents committed to State youth corrections and exhibiting chronic histories of severe criminality.	Drug-involved juveniles committed to residential facilities with aftercare compared with drug-involved youth committed to facilities without aftercare.	Chronic offenders.	Chronic serious male delinquents committed to State youth corrections.
Sample size	90 cases: 44 in experimental group and 46 in control group.	162 youth entered pre-release aftercare; of these, 54 entered transitional aftercare; of these 36 completed aftercare. Recidivism: 120 in aftercare and 132 in comparison group.	99 cases in Detroit: 50 in experimental group and 49 in control group.  87 cases in Pittsburgh: 46 in experimental group and 41 in control group.	192 cases: 97 in experimental group and 95 in control group.
Significant findings favoring intensive aftercare <sup>1</sup>	Yes.	Generally no, though slightly mixed.	No.	No.

<sup>1</sup>See program summary for details.

portion of reintegrative confinement cannot be accomplished "on the cheap." Employing sufficient staff who are well-trained, closely supervised, professionally qualified, and personally committed is an absolute requirement for effective aftercare. Resolving issues related to family, peers, education, employment, and substance abuse requires knowledgeable individuals who have the requisite competency in these areas and are willing to go "that extra mile" in problem solving. Whether through the mechanisms of partnering with other public agencies or through contracts with private organizations, there can be no doubt that a sustained response in the areas of family, education, employment, and substance abuse must be a fundamental part of the corrections response in juvenile aftercare.

**Third, intensive aftercare, in contrast to "standard" aftercare, requires close attention via formal assessment procedures to determine which offenders are in need of a level of intervention that includes both highly intrusive supervision and enhanced treatment-related services.** Identifying which segment of the incarcerated juvenile offender population is most likely to recidivate is a key to successful intensive aftercare programming. This approach ensures allocation of limited resources to those juvenile offenders who are most at risk of recidivating and who frequently fail unless highly structured, intensive community-based interventions are deployed when they are released from confinement. Targeting the appropriate group also precludes the possibility of applying these kinds of stringent and highly intrusive techniques to lower risk offenders, who have been shown not to benefit from the imposition of such corrections strategies.

**Fourth, it is clear that a reduction in caseload size and an intensification in level of contacts are widely accepted operational principles for intensive aftercare programming.** Yet, "more" contact with staff is not necessarily a measure of more productive interaction, since a higher level of contact in itself reveals virtually nothing about what is happening during these important periods of contact. Further, specific guidelines and policies about the nature and purpose of increased contact are critical if these interactions are to have positive, longer term impact. Tied to intensification of supervision is a need to incorporate a

graduated response capability, in terms of both administering sanctions and providing incentives during the community phase of these programs. Given the high-risk potential of this identified offender population, it is inevitable that the required increased level of contact will result in the detection of technical violations and program infractions. The availability of graduated incentives to minimize the frequency of violations and graduated consequences to respond proportionately and appropriately to misconduct is critical.

**Finally, it would be a misreading of the research discussed above to conclude that it is not possible to craft a**

**workable model of reintegrative confinement, which necessarily includes aftercare as its final phase.** Movement toward reintegrative confinement within the youth corrections system is occurring, but much remains to be accomplished. Examples of success—in terms both of implementation and of outcome—can readily be identified. However, false starts also abound, characterized by inadequate and poorly articulated frameworks that seem to lend themselves to uneven implementation. Nationwide support for effective juvenile aftercare programming is growing. Policymakers must seek innovative reforms in the juvenile justice system to promote effective aftercare. □

## Commentary: The Effectiveness of Aftercare Programs—Examining the Evidence

Doris Layton MacKenzie

The first essay in this OJJDP Bulletin, by Altschuler and Armstrong, critically evaluates recent juvenile aftercare initiatives and presents a proposed model for an effective aftercare program. The authors review the aftercare initiatives by asking whether the program had an identifiable philosophy, whether it was implemented in line with this philosophy, and what impact the program had on the participants.

This commentary assesses what is known about juvenile aftercare programs based on a report entitled *Preventing Crime: What Works, What Doesn't, What's Promising* (Sherman et al., 1997). The report added an additional dimension to the examination of new initiatives—namely, whether there is sufficient evidence to conclude that such initiatives are effective in preventing crime. The report weighed both the scientific merit and the outcomes of the research to draw conclusions about the effectiveness of the programs in reducing recidivism. Juvenile aftercare programs must be evaluated on the basis of the scientific evidence. The question addressed in this commentary is whether there is evidence that aftercare programs of the type proposed by Altschuler and Armstrong are effective in reducing the recidivism of juveniles.

## Crime Prevention and What Works

The 104th Congress directed the Attorney General to provide a "comprehensive evaluation of the effectiveness" of the money given in grants from the U.S. Department of Justice to State and local communities. In 1997, a research team at the University of Maryland prepared the above-cited report. The research team investigated the effectiveness of crime prevention programs in seven different institutional settings: communities, families, schools, labor markets, places (specific premises), police, and criminal justice. The report, referred to as "The Maryland Report," assessed effectiveness by weighing the strength of the scientific evidence.

While traditional crime prevention efforts are directed toward people who are not yet involved in crime, the broader definition adopted in The Maryland Report includes any setting that reduces crime in the community. By definition, therefore, programs in the courts and corrections that focus on reducing the criminal activities of adult and juvenile offenders were considered crime prevention efforts. The chapter on criminal justice settings examined interventions that focus on six different potential methods for reducing crime in the community:



incapacitation; deterrence; rehabilitation; community control; structure, discipline, or challenge programs; and combinations of rehabilitation and control. The assessment of the model of aftercare proposed by Altschuler and Armstrong that follows draws on the findings of The Maryland Report on the effectiveness of juvenile programs in reducing the recidivism of delinquents.

### Judging the Scientific Merit

There is an enormous body of criminal justice literature on crime prevention efforts. However, little of this literature examines the impact of crime prevention strategies. Instead, much of the research describes different types of programs and the manner in which they are implemented. The research that does exist often is of such poor quality that it does not permit one to draw conclusions regarding the effectiveness of the program studied.

The scientific standards for inferring causation have been clearly established and can be used to evaluate the strength of evidence included in each program evaluation. The Maryland Report used a scale of 1 to 5 to summarize the scientific rigor of the studies examined. The scores generally reflect the level of confidence that can be placed in an evaluation's conclusions about cause and effect, with a score of 5 indicating the strongest evidence and a score of 1 considered so low in scientific rigor that the results were excluded from conclusions about a topic. Studies were evaluated by determining their scientific merit and the outcomes. The scientific method scores reflect the strength of the evidence about the effect of the programs on recidivism. The outcomes (direction and size of the effect) were evaluated based on differences between the treatment group, which received the intervention, and the control or comparison group, which did not receive the intervention.

A large body of research on corrections programming for juveniles is in agreement with Altschuler and Armstrong. However, the quality of much of this research is disappointingly poor. Many of the studies only describe the program being evaluated and give recidivism rates for the participants without providing any information on the rates for a comparable group of juveniles who did not participate. Therefore, it is impossible to draw conclusions about the impact of the program. Other research attempts to make comparisons between different groups of participants and

nonparticipants. However, the research is so poorly designed (a score of 1 or 2 on the Maryland scale) that it is impossible to rule out alternative explanations for the outcome results.

## Corrections Rehabilitation and Treatment

While there is still some debate about the effectiveness of rehabilitation (e.g., Lab and Whitehead, 1988; Whitehead and Lab, 1989), recent literature reviews and meta-analyses provide strong evidence that rehabilitation programs can effectively change offenders.<sup>7</sup> This body of literature can guide the examination of what works in corrections programming for juveniles. In general, reviews of the literature show positive evidence of treatment effectiveness (Andrews et al., 1990). For example, in a series of literature reviews, the proportion of studies reporting positive evidence of treatment effectiveness varied from near 50 percent to 86 percent. In reviewing these studies, Andrews and colleagues conclude, "This pattern of results strongly supports exploration of the idea that some service programs are working with at least some offenders under some circumstances" (1990:372). From this perspective, the important issue is not whether something works, but what works for whom.

Some approaches to treatment are better than others. Psychological researchers emphasize that effective treatment programs must follow some basic principles (Gendreau and Ross, 1979, 1987; Cullen and Gendreau, 1989). Recent meta-analyses found that effective corrections treatment programs follow these basic principles (Lipton and Pearson, 1996; Andrews et al., 1990). It appears that to be effective in reducing recidivism, treatment programs must:

- ◇ Be carefully designed to target the specific characteristics and problems of offenders that can be changed in treatment (dynamic characteristics) and that are predictive of future criminal activities (criminogenic characteristics), such as antisocial attitudes and behavior, drug use, and anger responses.

- ◇ Be implemented in a way that is appropriate for the participating offenders and that uses therapeutic techniques known to work (for example, the program must be delivered as designed, and treatment must be provided by appropriately educated and experienced staff).
- ◇ Require offenders to spend a reasonable length of time in the program considering the changes desired (deliver sufficient dosage).
- ◇ Give the most intensive programs to offenders who are at the highest risk for recidivism.
- ◇ Use cognitive and behavioral treatment methods based on theoretical models such as behaviorism, social learning, or cognitive behavioral theories of change that emphasize positive reinforcement contingencies for pro-social behavior and are individualized as much as possible.

The question is: How closely do these principles of effective treatment apply to the model of juvenile aftercare proposed by Altschuler and Armstrong? Most notably, none of these principles refer directly to the reintegration focus of their model. The principles of rehabilitation summarized above give little guidance on whether an emphasis on reintegration will be more effective than other types of programs. It has not been shown that recidivism will be reduced by the emphasis on "preparing confined offenders for reentry into the specific communities to which they will return" (p. 2), and by "making the necessary arrangements and linkages with agencies and individuals in the community that relate to known risk and protective factors" (p. 2). On the other hand, the components of the treatment process advocated by Altschuler and Armstrong are supported by the meta-analyses research. As Altschuler and Armstrong argue, programs must be implemented in a manner that is consistent with the design of the program (i.e., have therapeutic integrity) and provide sufficient time in treatment to permit change to occur.

## Treatment Programs for Juvenile Delinquents

Juvenile crime is often serious and may represent a significant proportion of the total criminal activity in a community. It is usually assumed that adolescents deserve and require special handling

<sup>7</sup> Andrews and Bonta, 1994; Andrews, Bonta, and Hoge, 1990; Andrews et al., 1990; Palmer, 1975; Gendreau and Ross, 1979, 1987.

because they are in a formative period and criminal behavior at this stage of life will not necessarily be continued into adulthood. Therefore, rehabilitation has particular appeal for use with juveniles. Theoretically, rehabilitation is the focus of corrections programs for juveniles. In practice, however, as occurs with adult programs, juvenile rehabilitation programs may be poorly implemented. Strengthening implementation of existing rehabilitation and delinquency prevention programs could substantially reduce future criminality.

Broad assessments of the effectiveness of delinquency treatments have greatly benefited from the rise of meta-analysis, in which researchers aggregate the continuously growing research literature to examine and compare the effect sizes (magnitude of differences between groups) for comparisons of treatment and control groups. The most extensive meta-analysis examining the effectiveness of juvenile delinquency programs was conducted by Lipsey (1992), who examined 443 different research studies.<sup>8</sup> Lipsey's analysis focused on interventions or treatments designed to reduce, prevent, or treat delinquency or antisocial behavior problems similar to delinquency. In 64.3 percent of the studies he examined, the treatment group did better (in most cases this finding refers to a reduction in recidivism) than the control group. Considering all treatment program studies combined, 45 percent of those who received treatment were expected to recidivate, in comparison with 50 percent of the nontreated control group. In more detailed analyses, Lipsey worked to identify the characteristics that were most important in determining differences between treatment and control groups. The more effective programs were predicted to reduce recidivism substantially (once the methodology effects were controlled for). For instance, as compared with a 50-percent recidivism rate for the control group, only 32 to 38 percent of the juveniles who were given employment and

multimodal or behavioral programs were estimated to recidivate.

Overall, the results of Lipsey's meta-analysis indicated that more effective programs:

- ◇ Provided larger amounts of meaningful contact (treatment integrity) and were longer in duration (more dosage).
- ◇ Were designed by a researcher or had research as an influential component of the treatment setting.
- ◇ Offered behavioral, skill-oriented, and multimodal treatment.

There was also evidence that more effective programs targeted higher risk juveniles, but this difference was small and nonsignificant. On the other hand, treatment in public facilities, custodial institutions, and the juvenile justice system was less effective than other alternatives, suggesting that treatment provided in community settings may be more effective. If this effectiveness is the result of increased linkages with agencies and individuals in the community, then Lipsey's work supports the proposed emphasis on reintegration in the Altschuler and Armstrong model. However, it is also possible that other factors may be important. Lipsey himself cautions that the conclusion that treatment in community settings is more effective cannot be separated from the differences in the intensity (number of meetings, length of time in treatment) and needs a more refined breakdown before definite conclusions can be drawn.

The programs that were effective were those that were either provided by the researcher or implemented in treatment settings where the researcher was influential. This may indicate that treatment delivered or administered by the researcher was better implemented than typical programs, supporting Altschuler and Armstrong's point that poor implementation of a sound theoretical model is unlikely to produce a positive outcome.

## Examining the Research on Juvenile Programs

Although the literature reviews and the meta-analyses provide strong evidence of the effectiveness of rehabilitation programs, they give little information about the specific characteristics of the effective programs. The Maryland Report reviewed two types of juvenile programs:

wilderness/challenge-type programs and community supervision.

The wilderness or Outward Bound-type programs were particularly popular for juveniles during the late 1970's and early 1980's. These programs emphasized physical challenge and required participants to do more than what they believed they could do. Assessment of these programs is relevant to conclusions about the effectiveness of aftercare because most of the programs included some type of aftercare. Outcome evaluations of these programs have been extremely rare (Gendreau and Ross, 1987). The Maryland Report identified four program evaluations that received scores of 2 or higher on the Maryland scale: the Greenwood and Turner (1987) study of VisionQuest; the Deschenes, Greenwood, and Marshall (1996) study of the Nokomis Challenge Program in the Michigan Department of Social Services; the RAND research examining the effectiveness of the Paint Creek Youth Center in southern Ohio (Greenwood and Turner, 1993); and the Castellano and Soderstrom (1992) study of the Spectrum program in Illinois.

Overall, these studies of wilderness and challenge programs produced mixed results. The VisionQuest participants had significantly fewer arrests (39 percent) than the control group (71 percent) (Greenwood and Turner, 1987). The Nokomis participants had significantly more arrests (48 percent) than the control group (23 percent) (Deschenes, Greenwood, and Marshall, 1996). Paint Creek youth had fewer official arrests (51 percent) than control group youth (61 percent), but they self-reported more serious offenses (75 percent) than the control group (62 percent), although neither of the comparisons was statistically significant (Greenwood and Turner, 1993). Spectrum youth did not differ from control group youth in recidivism (Castellano and Soderstrom, 1992).

Although several of the studies were well designed, problems that arose in the research with the small number of subjects, attrition, and study implementation limit the conclusions that can be drawn about the effectiveness of the programs in preventing crime. The studies of VisionQuest and Spectrum were evaluated as 2's on the Maryland scale, making it hard to draw any conclusions from the results. The remaining two programs were evaluated as 3's on the Maryland scale and, thus, of reasonable scientific merit.

<sup>8</sup> This was a more extensive analysis than previous meta-analyses, which had focused on delinquents in residential programs (Garrett, 1985) and treatment of adjudicated delinquents (Gottschalk et al., 1987; Whitehead and Lab, 1989). Although the conclusions from these analyses differed, all yielded a positive mean effect of about the same order of magnitude (one-fourth to one-third of a standard deviation superiority for the treatment group outcome compared with the control group outcome). See also the early discussion of the Andrews et al. (1990) meta-analysis in this Bulletin.

The one program that included both a strong research design and a reduction in recidivism was Paint Creek (although the reduction was not statistically significant). Interestingly, this program followed many of the principles proposed by Andrews and colleagues (1990). High-risk youth were targeted for participation in the intensive program, which used a cognitive/behavioral mode of treatment. However, problems with the research design severely limited the study's potential for detecting differences, even if the Paint Creek program had been effective. The other programs targeted individuals at lower risk for recidivism (Nokomis, Spectrum), were of short duration (Spectrum), were less behavioral in treatment philosophy, or focused on noncriminogenic factors such as physical challenge (Spectrum). Thus, from the perspective of The Maryland Report, studies of the wilderness and challenge programs do not provide evidence that they are effective in reducing future criminal behavior.

These programs attempted to provide reintegration services to the participants. As a result, the mixed aftercare findings were disappointing. For example, Nokomis was designed to focus on relapse prevention. The youth were expected to spend less time in the residential facility but a longer time in community treatment than the comparison youth in the training schools. However, the study of the program implementation revealed that the aftercare phase of Nokomis failed to provide many of the expected treatment programs. The youth received limited substance abuse treatment, and the control group youth had more family counseling than the treatment group.

The Paint Creek Youth Center also sought to provide reintegration services. The center's small size, problem-oriented focus, cognitive/behavioral methods, family group therapy, and intensive community reintegration and aftercare were promising features. However, many of the Paint Creek youth were dismissed from the program and sent to the training school. Thus, it is difficult to draw conclusions about the impact of the reintegration and aftercare provided, because many of the youth did not receive the full Paint Creek program.

### **Community Supervision and Aftercare for Juveniles**

A majority (53 percent) of adjudicated juvenile delinquents are given probation while just 28 percent are placed outside

the home. Those knowledgeable about juvenile corrections increasingly argue for aftercare and transitional services for juveniles who are incarcerated. In support of this position, two of the recent meta-analyses (i.e., Andrews et al., 1990; Lipsey, 1992) suggest there will be greater reductions in recidivism if treatment is provided in community settings instead of in institutions. However, when Lipsey and Wilson (1998) studied serious juvenile offenders, they found no difference in recidivism for offenders who received interventions administered in institutions compared with offenders who received interventions in the community. National surveys of intensive supervision and aftercare programs for juveniles completed during the 1980's revealed that few programs had been evaluated (Armstrong, 1988; Krisberg et al., 1989). Additionally, the evaluations that had been completed were severely limited in scientific rigor. An exception to this is the Violent Juvenile Offender Study implemented by OJJDP (Fagan, Forst, and Vivona, 1988). This study found that the group that received the additional aftercare or supervision did not have significantly lower recidivism rates.

Most recent studies of community programs have focused on the increased surveillance and restraint aspects and not on the enhanced services of the programs. It is important to distinguish between increases in control, surveillance, and/or restraints (more contacts with supervising agents, urine tests, electronic monitoring) and rehabilitation, treatment, and services (meetings for counseling, drug treatment, family counseling, employment training). Whereas some of the programs enhance services, most of the research is designed to compare increased surveillance and control, not the services provided. The treatment and surveillance components of programs cannot be untangled, and because the research designs focus on surveillance, the outcomes indicate the effectiveness or, conversely, the ineffectiveness of surveillance and control rather than of rehabilitation. Additionally, when treatment integrity is examined, few differences are found between the experimental program and the control in either the services delivered or the impact on risk factors.

The Maryland Report identified six studies that compared the recidivism of juveniles in intensive supervised probation or parole (ISP) with control groups that received other community options:

- ◇ Land, McCall, and Williams (1990) examined the North Carolina Court Counselors' Intensive Protective Supervision Project.
- ◇ Weibush (1993) compared the performance of youth on intensive supervision with comparison groups of youth on probation and parole.
- ◇ Sontheimer and Goodstein (1993) examined an intensive aftercare program for serious juvenile offenders in Pennsylvania.
- ◇ In two studies, Minor and Elrod (1990, 1992) examined the impact of an enhanced treatment program for juveniles on intensive and moderate levels of supervision.
- ◇ Greenwood, Deschenes, and Adams (1993) studied the Skillman aftercare program in Michigan and Pennsylvania.

The results of these and other analyses are shown in table 6. In general, the researchers found no significant differences between the youth receiving ISP and the youth in the comparison groups. There was no consistency in the studies regarding which group did better in the community; sometimes the ISP youth had lower recidivism, and sometimes the comparison group did. Only Land and colleagues (1990) and Sontheimer and Goodstein (1993) found any significant differences between the ISP group and others. Land and colleagues found that ISP youth, mostly status offenders with no prior delinquent offenses, committed fewer delinquent offenses than the control group. Sontheimer and Goodstein found that ISP juveniles had significantly fewer rearrests than parolees.

Several studies identified problems with the implementation of the programs. For example, Sontheimer and Goodstein (1993) found that the actual contacts between youth and supervising agents were substantially fewer than the mandated number and that there was a large turnover of staff. This turnover would be expected to create turmoil for youth participants and result in uneven staff training and limited accountability. Combined with an unclear program mission, the turnover led the researchers to question whether the unsatisfactory program results indicated problems in the implementation of the program treatment components, rather than in the program's potential achievement.

**Table 6: Studies of Juvenile Community Supervision and Recidivism Showing Scientific Methods Score and Findings**

Study	Scientific Methods Score	Findings <sup>1</sup>
Land, McCall, and Williams (1990)	5	ISP youth (mostly status offenders) with no prior delinquent offenses had fewer delinquent offenses (12%) than control group (28%) [S].  ISP youth with prior delinquent offenses had more delinquent offenses (57%) than control group (33%) [NS].
Weibush (1993)	3	ISP youth had more felony complaints (51%) than probationers (38%) but fewer than parolees (57%) [NS].  ISP youth had more adjudications (77%) than probationers (62%) but fewer than parolees (78%) [NS].
Sontheimer and Goodstein (1993)	5	ISP juveniles had fewer rearrests (50%) than parolees (74%) [S].
Minor and Elrod (1990)	2	ISP group had more self-reported criminal and status offenses [NS].
Minor and Elrod (1992)	2	ISP group had fewer status offenses but more criminal offenses (68%) than control group (67%) [NS].
Barton and Butts (1990)	5	ISP juveniles had more charges, but control group had more serious charges [NS].
Greenwood, Deschenes, and Adams (1993)	5	Detroit: Aftercare group (22%) had more arrests than control group (18%) [NS].  Pittsburgh: Aftercare group had fewer arrests (49%) compared with control group (48%) [NS].
Gottfredson and Barton (1993)	4	Institutionalized juveniles had fewer arrests than noninstitutionalized juveniles [S].

<sup>1</sup>NS, not significant; S, significant.

Similarly, Greenwood and colleagues' (1993) examination of what the Skillman programs provided for the youth indicated that in comparison with the control group, the aftercare group did not participate more in education or work activities, had little family support, and did not associate less with delinquent peers. Thus, despite the fact that the program was designed to promote changes in these risk factors, there was little evidence of such change. As was found in the previous meta-analyses of

rehabilitation, it appears that the program did not have the required treatment integrity to bring about the changes in the risk (criminogenic) factors associated with criminal behavior.

The studies listed above compared ISP programs in specific communities with other community alternatives. The Maryland Report examined two studies designed to compare the recidivism of those who spent time in community supervision with others who had spent time in training schools: the Barton and

Butts (1990) study comparing treatment in an inhome ISP program with commitment to traditional training schools and the Gottfredson and Barton (1993) study comparing commitment to a training facility with management in the community.

A comparison of those who spend time in a facility with those who are managed in the community is important because the youth who remain in their own community would be assumed to have increased contact with agencies

and individuals in that community. One of the arguments Altschuler and Armstrong make for aftercare is the importance of reintegrating the juveniles into their community: "making arrangements and linkages with agencies and individuals in the community that relate to known risk and protective factors," and "ensuring the delivery of required services and supervision" (p. 2). The Barton and Butts and Gottfredson and Barton studies provide important insight into whether youth who remain in the community actually receive the desired benefits.

Barton and Butts (1990) found that although ISP groups had more charges, the mean seriousness of the control group's charges was greater; however, the differences were not significant. Gottfredson and Barton (1993) found that the recidivism rates of juveniles who had spent time in the training facility were significantly lower than those of the comparison group. The comparison group was not intensively supervised, and there is little information about what services they may have received in the community. Gottfredson and Barton (1993) conclude that youth in the institution most likely received more services and treatment than those in the community.

## Summary

The Maryland Report's review of the juvenile wilderness and challenge programs concluded that these programs were not effective in reducing the recidivism of juveniles. Although some of these programs did attempt to enhance the aftercare and reintegration phases, as Altschuler and Armstrong noted, the actual implementations of these phases may have been flawed.

Most of the studies comparing youth in ISP with youth in the community reveal no significant difference between the experimental group and the control group. In part, this finding reflects the small number of subjects in each study; there is little basis for detecting any differences between the groups. Only two of the studies (Land, McCall, and Williams, 1990; Sontheimer and Goodstein, 1993) found lower recidivism rates for the experimental groups. The Land and colleagues study findings were not entirely positive because it was also found that youth in the experimental group with prior delinquent offenses commit-

ted more delinquent offenses than the control group. The ISP groups in these two studies received more services than the comparison groups; thus, the important aspect may be the amount of rehabilitation and services, rather than the surveillance, received by the juveniles. This interpretation supports Altschuler and Armstrong's assertion that it is important to include appropriate treatment during the aftercare phase. However, it is impossible, at this point, to untangle the effects of treatment, surveillance, and reintegration services, because the control groups in these two studies received less of all of these components than the experimental groups.

The Gottfredson and Barton (1993) study showing that juveniles who spent time in an institution had lower recidivism than those released to the community suggests that the quality and amount of treatment the juveniles receive may be the important factor in reducing recidivism. That is, it is not whether this treatment is delivered in an institution or in the community, but how much and what type of treatment the juveniles get, no matter where they are located. Again, the research design does not permit formation of conclusions about the effectiveness of aftercare.

Taken as a whole, there is sufficient evidence from the studies cited above to conclude that some combination of treatment methods, with or without surveillance in the community, is effective in reducing the recidivism of juveniles. Whether this treatment must be provided in the community is unclear. Similarly, it is unclear whether the increased surveillance of the juveniles in the community adds anything to the impact of treatment and rehabilitation.

The original question posed for this commentary was: Is there evidence that the type of aftercare proposed by Altschuler and Armstrong will be effective in reducing the recidivism of juveniles? Given the limited amount of quality research, it is difficult to answer the question. Certainly, there is sufficient evidence to conclude that effective programs must include rehabilitation and services to address the needs of individual juveniles. The research does not permit conclusions about where this treatment ought to be delivered. It is also impossible to draw any conclusions about the effectiveness of many of the

programs, because they were not implemented as they were designed. This difficulty is clear both in this review examining the scientific merit of the research and in Altschuler and Armstrong's review of the programs. Problems with the implementation of programs must be overcome if juvenile justice professionals are to design effective programs and study them. The strong random assignment study that is currently in progress to examine the sites where Altschuler and Armstrong's aftercare model has been implemented is encouraging. This study should provide information about whether such multifaceted approaches to aftercare and reintegration are effective. The next step will be to untangle the effects of different program components to identify the particular components that are most successful in reducing recidivism. □

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## For Further Information

In addition to this Bulletin, the following publications related to reintegration, supervised release, and intensive aftercare are available from the Juvenile Justice Clearinghouse (JJC):

*Intensive Aftercare for High-Risk Juveniles: An Assessment.*  
NCJ 144018.

*Intensive Aftercare for High-Risk Juveniles: A Community Care Model.*  
NCJ 147575.

*Intensive Aftercare for High-Risk Juveniles: Policies and Procedures.*  
NCJ 147712.

*Reintegrating Juvenile Offenders Into the Community: OJJDP's Intensive Community-Based Aftercare Demonstration Program.*  
FS 234.

To order the publications listed above, contact JJC and request the appropriate NCJ or FS numbers.

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Tippecanoe County, Indiana  
July 17-18, 2001

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## EMERALD COUNTY SIMULATION ACTIVITY

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### Note-Taking Guide & Handouts

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# Emerald County Faces the Music

## EMERALD COUNTY FACES THE MUSIC<sup>1</sup>

### Background

Emerald County is a mid-size, rural-urban jurisdiction responsible for its own juvenile detention services. Approximately 216,000 people live in the County, a population level that has increased slightly over the past decade. Demographic projections do not forecast significant population growth or significant increases in the at-risk youth population. Juvenile arrest rates in Emerald County have been similar to those nationally for the past decade. Aside from a substantial increase in drug-related cases and a large relative increase (though small total numbers) in violent crimes, arrest rates have remained relatively constant. Despite these facts, however, politicians and many of their constituents have supported a harsher, more restrictive response to juvenile delinquency.

For more than four years now, Emerald County's Juvenile Detention Center has operated significantly above its rated capacity of 30 beds. Indeed, over this four year period, there have only been a handful of days when the population actually dipped below capacity and those all involved holiday periods. For the past two years, the average daily population in the Emerald County Juvenile Detention Center has been approximately 60. On some days, population levels have spiked to more than 75 youth. Because of the facility's physical structure, this level of crowding produces severe deterioration in conditions of confinement. The sleeping rooms in the facility, for example, do not allow for double-celling, so at least 25 youth each night sleep on mattresses in day rooms. (Since most of the furniture in the day rooms is permanently fixed to the floors, these spaces cannot be easily reorganized to resemble or feel like dorms. The kids literally sleep between tables and against couches.) Similarly, the education areas of the Detention Center cannot accommodate this many youth at one time, resulting in "split sessions" that limit the time each student is in class to 150 minutes per day. With youth both idle and bumping into one another, the numbers and severity of disciplinary problems and injuries have escalated. Crowding has produced conditions so dangerous, unhealthy, and out of compliance with generally accepted professional standards that public interest lawyers from the Center

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<sup>1</sup> These materials are an adaptation of the "Emerald City Faces the Music" simulation developed by the Annie E. Casey Foundation for use in its Juvenile Detention Alternative Initiative (JDAI). NJDA and the Youth Law Centers appreciate the cooperation of the Annie E. Casey Foundation for permission to use and adapt this simulation.

Opposed to Negotiated Settlements (CONS) felt obliged to sue the County for operating a constitutionally infirm facility.

### **The System**

The Juvenile Detention Center is operated by the County Manager which makes it part of the executive branch of Emerald County government.

After screening, the juvenile's detention staff telephone probation officers for approval to admit. Youth who score within a certain range may be eligible for direct placement into the primary detention alternative program, home detention. The Probation Department operates home detention. Emerald County has discussed the purchase of emergency shelter bed space from nonprofit community agencies for youth deemed eligible for release, but who have no home to return to or no responsible adult to pick them up. This has not yet happened due to concern by community agencies that they will not have enough say about which juveniles are placed in a shelter bed. Emerald County's total detention alternative program capacity is 36 slots (10 day treatment, 16 after-school reporting, and 10 home detention), but their current census of 22 youth, approximately 40% below capacity, has been characteristic of utilization throughout the past year.

State statute requires that detention hearings be conducted for youth in custody within 48 hours, unless the youth is brought in on a weekend or holiday. Adjudication must occur within 15 court days following the detention hearing, although the statute provides for exceptions to this rule upon the consent of both parties and the judge. These rules do not apply to out-of-custody cases, which often take much longer to resolve. Dispositional hearings are normally scheduled two weeks following adjudication. There are no statutory limits regarding the length of time a youth may be held awaiting dispositional placement. Adjournments are not uncommon to the court process, and judges have broad discretion to honor requests from either party for more time. Summoned cases generally are not heard for at least eight weeks from the time of arrest. Emerald County's management information system is almost non-existent. The Detention Center keeps basic statistics that are reported annually. Over 38% of detainees are released within 96 hours of admission.

Five years ago, the state legislature passed a law mandating prosecution of 15, 16 and 17 year olds charged with certain serious violent crimes in the adult court. These transfer cases are

held in the juvenile detention facility as a matter of policy. Since the city jail is also chronically crowded, and the sheriff knows better than to want to house juveniles in his facility, these transfer cases will remain in the Juvenile Detention Center. Their lengths of stay, however, are approximately 15 times greater than that for the average admission to the Detention Center. Adult speedy trial laws require disposition within six months, but that time frame is rarely met in complicated cases (e.g. homicide).

Emerald County placed approximately 500 youth (most of whom had been admitted to detention) in out-of-home placements (e.g., group homes, therapeutic residences, training schools, etc.) this year. In these instances, unless the court specifically orders the youth into a state training school or correctional facility (approximately 25% of these placements), the juvenile is held in the Detention Center while probation staff complete a placement plan. Often, when a probation report recommends placement, defense counsel will seek an adjournment in order to challenge this recommendation with outside consultants.

The costs and delays associated with these placements have generated frustration within the court. In response, the judges instituted a sentencing program for juvenile detention. Depending on the offense and the recommendation of the Probation Department, a sentence may be for 30 or 60 days. The judges and the prosecutors maintain that the sentencing program is an intermediate, community-based sanction. Critics maintain it is a way to keep Emerald County youth away from contact with the predominantly urban and minority youth in the state training school system.

Public defenders from the Emerald County Defense Council represent most of the juveniles brought before the court. These lawyers are appointed when the juveniles first appear in court for the detention hearing, though they generally have not had a chance to interview their clients or review their cases prior to seeing them in court. The defender's office has limited paralegal capacities, most of which are devoted to preparing standard motions, managing files, and serving papers. No social work staff are employed by the defense, though, in a limited number of cases, the office has contracted for services from a non-profit advocacy organization that produces alternative sentencing plans for adult defendants.

The prosecutor in Emerald County has made prosecution of the most serious juvenile cases his top priority. He does, however, plea bargain. His office was recently criticized, along

with the Probation Department, because less serious cases (summonsed youth) were not being seen for intake or first court appearances for quite some time. Some observers argued that these delays contributed to high failure to appear rates, though the data are incomplete on this matter.

Emerald County's juvenile court is comprised of a presiding judge and one attorney referee who handles all detention hearings. Afterwards, cases are assigned through a calendaring system designed to balance the workloads of these judicial officers.

### **The Lawsuit**

Last week, after hearing evidence on a motion for a preliminary injunction, the Federal District Court Judge agreed, with the consent of the CONS's attorneys, to withhold the preliminary injunction based upon a new Emerald County promise to submit a population reduction plan—within 60 days. The plan will have to bring the average daily population under rated capacity four months after its submission. The judge's order included the following points:

1. The leaders of the juvenile justice agency, the Emerald County Board of Commissioners, and the County Manager must formally endorse the population reduction plan.
2. The population reduction plan cannot rely primarily on “emergency release” actions (such as daily discharges of certain youth through unilateral action by detention administrators). Instead, the plan must represent a reasonable effort to integrate policy, program, and practice changes that can produce sustainable reductions based upon justifiable systemic modifications.
3. The plan cannot be based upon expanded detention bed capacity (because the population reductions have to be accomplished in the short term).
4. The plan has to be sufficiently data-driven so that the court can determine, with some reasonable assurance, the potential bed reduction impact of the various strategies the County proposes.
5. Failure to comply with these conditions, especially failure to submit a credible plan that will reduce the population in the facility by 55%, will result in the appointment of a receiver to assume responsibility for the detention system, imposition of a population cap, and daily fines of \$10,000.

## EMERALD CITY DETENTION SIMULATION

### 1. Roles of Reform Team Members

Each Reform Team is responsible for submitting a plan to address the Judge's order. Each Reform Team will need to select a *Recorder/Reporter* who will be responsible for taking notes and reporting the decisions and plan of the Reform Team back to the larger group.

Reform Teams should designate a team member as a *Facilitator*. This individual should provide the leadership, guidance, and structure so that all team members have an equal opportunity for input and so that a process exists for the team to make decisions. It is the *Facilitator's* responsibility to move the discussion to closure in the form of a plan of action.

*TA Providers* are members of the jurisdictional teams training staff who may participate in one or more groups. Not every simulation or group will have input from a *TA Provider*. Similar to technical assistance in a variety of other situations, the Reform Team is not bound by *TA Provider* recommendations.

*Spartans* are the monitors appointed by the Federal Court to make sure that the Reform Teams make progress toward the Judge's order. Therefore, the decisions of the *Spartans* reflect the best interest of the Court, and these decisions are final.

### 2. Ground Rules

- A. We will agree to accept the simulation as is. That is, we agree not to spend our time debating the pros and cons of this approach, the details of the simulation, or the relevance of Emerald County's circumstances to our particular jurisdictions. Our focus will be on fulfilling Emerald County's promise to deliver a viable plan to the court.
- B. Within limits, Reform Teams can seek clarifications or request rulings regarding ground rules, the simulation narrative or data, or their proposed strategies. Team members can ask the Spartans to clarify most anything, but the limits noted refer to the fact that there is little time for major diversions once the Reform Teams get rolling. Consequently, teams should



be prepared to note assumptions that they have made if there were considerations that were not clarified by a Spartan ruling.

- C. Facilitators, Recorder/Reporters, and Analysts should be considered parts of the Reform Teams. TA Providers may facilitate the Reform Team discussions or analyze team recommendations based upon the simulation data. To perform these duties well, and for the Reform Teams to take advantage of these roles, everyone needs to be considered part of the team. Do not view the TA Providers as spies of the Spartans.
- D. No member of a Reform Team holds veto power over a particular strategy. However, particularly strong objections should be noted and shared when reporting out, including during the final plan presentation to the Spartans so they might incorporate these objections into their consideration of the plans' viability. The "functional group" meetings, therefore, should be viewed as a time to surface concerns and identify possible ways to overcome obstacles, not to infect the deliberations with fatal objections.
- E. We won't worry about money. Strategies designed to reduce populations generally have price tags associated with them. However, we will assume that the costs of the litigation (especially the daily fines for noncompliance with the court's order) make the teams' recommendations fiscally feasible (if not actually cost effective), even in the short term.
- F. Reform strategies must be realistic and reasonably complete in their formulation. The simulations will only work if we try to come up with strategies that can work in the real world. Solutions, like "inoculations against delinquency," will not help. To make sure that strategies are actually realistic and reasonable, teams must provide critical clarifications. For example, if a team proposes a program to reduce the presence of a specific population in the Detention Center, it must also clarify what policy or practice changes must be adopted to ensure that the program effectively targets this population and does not widen the net.
- G. It's OK to incorporate other teams' strategies into your team's final plan. After the first Reform Team meetings, there will be a report out session during which the Recorder/Reporters will summarize the first sets of strategies. At the second Reform Team meetings, it is OK to adopt or adapt strategies from the other teams if your team members think these recommendations strengthen your team's plan.

- H. The Recorder/Reporter will use the completed Reform Team Worksheet as the basis for the team's report to the court. (Spartans must review and approve a team's Worksheet before the team can report its plan to the court.) Others from the team may assist in the presentation of the team's plan.
- I. The Spartans rule. Matters of rule and simulation interpretation, as well as final commentary on the specific plans, shall be the province of the Spartans (though they will promote feedback and discussion at all times). Failure to abide by this rule could result in a contempt finding (and contempt is an automatic detention criterion).
- J. Have fun. The simulation is intended as a serious exercise, intended to fire up the creative juices in ways that should be relevant to each agency's work. But, it should also be fun. Enjoy this opportunity to share with colleagues from other agencies, to be free of the limitations that the customary practices of our own sites impose, and to "get out of the box."

## EMERALD COUNTY DETENTION DATA

Emerald County Juvenile Detention Center has a capacity of 30 juveniles. The facility consists of 30 single-occupancy rooms. The capacity, using annual days care, is 10,958.

The Emerald County Data Sheet contains several abbreviations and one-word categories. The following glossary explains each concept and topic.

### 1. Detention Data: Pre-Dispositional

Emerald County keeps basic information on youth detained before disposition and after disposition. These statistics reflect detention practices for the most recent calendar year. Additional information is unavailable regarding the present calendar year.

- A. *Offense* represents the general categories of offenses that come before the Court.
- B. *Arrest/Ref.* is the number of arrests or referrals to the Court for each category. Emerald County wants to install a new computerized management information system that will permit better analysis of the data.
- C. *Admissions* are the numbers of youth admitted to the Detention Center for each offense category for the previous calendar year.
- D. *% Adm.* represents the percentage of total admissions that particular offense category represents.
- E. *ALOS* equals the average length of stay for each offense category.
- F. *Pre DC* represents the total number of days care in pre-dispositional detention status for each offense category.

## 2. Detention Data: Sentencing

These statistics represent the use of the Juvenile Detention Center for post-dispositional sentences during the previous calendar year.

- A. *Arrest/Ref* is a repeat of the same information from the Pre-Dispositional Detention Data.
- B. *Admissions* are the numbers of youth sentenced to the Detention Center for each offense category for the previous calendar year.
- C. *% Sen.* is the percent of the sentences that each offense category represents.
- D. *ALOS* equals average length of stay.
- E. *Post DC* is the total number of days care for post-dispositional detention or sentencing.

## 3. Detention Alternatives

Management information systems for detention alternatives are less reliable than those for detention. Again, data represent detention alternative usage for the most recent calendar year.

- A. *Day Treatment* is a program operated by the County that uses the basement area of the old Emerald County Building. Youth report to the program at 8:30 a.m. and are released at 5:00 p.m. There has been much discussion about expanding the program, but budget deficits have diverted money to secure detention. The cost of Day Treatment is \$50 per day. The program has a capacity for 10 youth.
- B. *After-School Report* is the After-School Reporting program. Operated by the County and located in one wing of an old elementary school, counselors and juvenile careworkers provide programs and services for youth from 3:30 p.m. until 9:30 p.m. The previous juvenile court judge who was consistently accused of being soft on crime started the program. The program capacity is 16 youth with a per diem cost of \$75.
- C. *Home Detention* represents the Home Detention program operated by the Court for those youth who do not need secure detention. Home Detention has a capacity for 10 youth under the supervision of one probation officer. Critics and advocates of the program agree that the

home detention probation officer was transferred to home detention services because of the general inability to supervise youth. The per diem cost is \$18, and the program capacity is 10 youth.

- D. *Admissions* equal the number of youth assigned to the detention alternative within the previous calendar year.
- E. *ALOS* equals the average length of service provided by each of the detention alternatives to those youth admitted to the program.
- F. *DC* is the total annual days care for the detention alternative services for the previous calendar year.
- G. *% Cap.* equals the percent of capacity or percent usage of the program.

#### **4. Emerald County Budget**

- A. *Allocation* equals the amount of funds allocated by the County Board for this line item for the previous calendar year.
- B. *Expended* equals the total amount of expenditures for the previous calendar year.
- C. *Net +/-* equals the amount of money under-budget (surplus) or over-budget (- = deficit).

### Emerald County Data

#### *Detention Data: Pre-Dispositional*

Offense	Arrest/Ref.	Admissions	% Adm.	ALOS	Pre DC
Domestic Violence	973	101	8.78	13	1,313
Drug Offenses	820	178	15.48	11	1,958
Property	1,364	288	25.04	16	4,608
Transfer	7	7	0.61	284	1,988
Truancy	912	58	5.04	6	348
Violation Ct. Order	672	173	15.04	12	2,076
Violent Index	596	345	30.00	19	6,555
Totals	5,344	1,150	100.00		18,846

#### *Detention Data: Sentencing or Post-Dispositional*

Offense	Arrest/Ref.	Admissions	% Sen.	ALOS	Post DC
Domestic Violence	973	2	5.88	46	92
Drug Offenses	820	13	38.24	60	780
Property	1,364	6	17.65	60	360
Transfer	7	0	0.00	0	0
Truancy	912	1	2.94	33	33
Violation Ct. Order	672	5	14.71	30	150
Violent Index	596	7	20.59	60	420
Totals	5,344	34	100.00		1,835

20,681  
188.73

#### *Detention Alternatives*

Alternative	Capacity	Admissions	ALOS	DC	% Cap.
Day Treatment	10	68	43	2,924	80
After-School Report	16	153	31	4,743	81
Home Detention	10	19	19	361	10
Totals	36	240		8,028	

#### **Emerald County Budget**

Item	Allocation	Expended	Net +/-
Detention	1,643,700	3,102,150	-1,458,450
Day Treatment	182,650	146,200	36,450
After-School Report	438,300	355,725	82,575
Home Detention	65,754	6,498	59,256
Totals	2,330,404	3,610,573	-1,280,169

### Emerald County Reform Team Worksheet

(Estimate new rates of Admissions and ALOS; do not use percentages. Excel will do calculations.)

#### Detention Data: Pre-Dispositional

Offense	Arrest/Ref.	Admissions	ALOS	Pre DC
Domestic Violence	973			
Drug Offenses	820			
Property	1,364			
Transfer	7			
Truancy	912			
Violation Ct. Order	672			
Violent Index	596			
Totals	5,344			

#### Detention Data: Sentencing or Post-Dispositional

Offense	Admissions	ALOS	Post DC
Domestic Violence			
Drug Offenses			
Property			
Transfer			
Truancy			
Violation Ct. Order			
Violent Index			
Totals			

#### Detention Alternatives:

Alternative	Capacity	Admissions	ALOS	DC	% Cap.
Day Treatment	10				
After-School Report	16				
Home Detention	10				
Totals	36				

#### Emerald County Budget

Item	Allocation	Expended	Net +/-
Detention	1,643,700	3,102,150	-1,458,450
Day Treatment	182,650	146,200	36,450
After-School Report	438,300	355,725	82,575
Home Detention	65,754	6,498	59,256
Totals	2,330,404	3,610,573	-1,280,169

**Emerald County Data****Red*****Detention Data: Pre-Dispositional***

<b>Offense</b>	<b>Arrest/Ref.</b>	<b>Admissions</b>	<b>% Adm.</b>	<b>ALOS</b>	<b>Pre DC</b>
Domestic Violence	973	97	13.84	2	194
Drug Offenses	820	82	11.70	2	164
Property	1,364	136	19.40	8	1,088
Transfer	7	7	1.00	182	1,274
Truancy	912	0	0.00	0	0
Violation Ct. Order	672	34	4.85	2	68
Violent Index	596	345	49.22	7	2,415
Totals	5,344	701	100.00		5,203

***Detention Data: Sentencing or Post-Dispositional***

<b>Offense</b>	<b>Arrest/Ref.</b>	<b>Admissions</b>	<b>% Sen.</b>	<b>ALOS</b>	<b>Post DC</b>
Domestic Violence	973	2	6.06	10	20
Drug Offenses	820	13	39.39	10	130
Property	1,364	6	18.18	30	180
Transfer	7	0	0.00	0	0
Truancy	912	0	0.00	0	0
Violation Ct. Order	672	5	15.15	2	10
Violent Index	596	7	21.21	45	315
Totals	5,344	33	100.00		655

5,858

53.46

***Detention Alternatives:***

<b>Alternative</b>	<b>Capacity</b>	<b>Admissions</b>	<b>ALOS</b>	<b>DC</b>	<b>% Cap.</b>
Day Treatment	10	120	45	5,400	148
After-School Report	16	192	30	5,760	99
Home Detention	10	120	30	3,600	99
Totals	36	432		14,760	

**Emerald County Budget**

<b>Item</b>	<b>Allocation</b>	<b>Expended</b>	<b>Proposed</b>	<b>Net +/-</b>	<b>Savings</b>
Detention	1,643,700	3,102,150	878,700	765,000	2,223,450
Day Treatment	182,650	146,200	270,000	-87,350	-123,800
After-School Report	438,300	355,725	432,000	6,300	-76,275
Home Detention	65,754	6,498	64,800	954	-58,302
Totals	2,330,404	3,610,573	1,645,500	684,904	1,965,073



**Emerald County Data**

Blue

***Detention Data: Pre-Dispositional***

Offense	Arrest/Ref.	Admissions	% Adm.	ALOS	Pre DC
Domestic Violence	973	50	9.80	13	650
Drug Offenses	820	40	7.84	11	440
Property	1,364	20	3.92	16	320
Transfer	7	7	1.37	284	1,988
Truancy	912	0	0.00	6	0
Violation Ct. Order	672	48	9.41	12	576
Violent Index	596	345	67.65	19	6,555
Totals	5,344	510	100.00		10,529

***Detention Data: Sentencing or Post-Dispositional***

Offense	Arrest/Ref.	Admissions	% Sen.	ALOS	Post DC
Domestic Violence	973	2	5.88	46	92
Drug Offenses	820	13	38.24	60	780
Property	1,364	6	17.65	60	360
Transfer	7	0	0.00	0	0
Truancy	912	1	2.94	33	33
Violation Ct. Order	672	5	14.71	30	150
Violent Index	596	7	20.59	60	420
Totals	5,344	34	100.00		1,835

12,364

112.83

***Detention Alternatives:***

Alternative	Capacity	Admissions	ALOS	DC	% Cap.
Day Treatment	10	68	43	2,924	80
After-School Report	16	153	31	4,743	81
Home Detention	10	19	19	361	10
Totals	36	240		8,028	

**Emerald County Budget**

Item	Allocation	Expended	Proposed	Net +/-	Savings
Detention	1,643,700	3,102,150	1,854,600	-210,900	1,247,550
Day Treatment	182,650	146,200	146,200	36,450	0
After-School Report	438,300	355,725	355,725	82,575	0
Home Detention	65,754	6,498	6,498	59,256	0
Totals	2,330,404	3,610,573	2,363,023	-32,619	1,247,550

**Emerald County Data**

Green

***Detention Data: Pre-Dispositional***

Offense	Arrest/Ref.	Admissions	% Adm.	ALOS	Pre DC
Domestic Violence	973	20	2.65	4	80
Drug Offenses	820	45	5.97	11	495
Property	1,364	250	33.16	10	2,500
Transfer	7	7	0.93	284	1,988
Truancy	912	0	0.00	0	0
Violation Ct. Order	672	87	11.54	6	522
Violent Index	596	345	45.76	11	3,795
Totals	5,344	754	100.00		9,380

***Detention Data: Sentencing or Post-Dispositional***

Offense	Arrest/Ref.	Admissions	% Sen.	ALOS	Post DC
Domestic Violence	973	2	5.88	30	60
Drug Offenses	820	13	38.24	45	585
Property	1,364	6	17.65	30	180
Transfer	7	0	0.00	0	0
Truancy	912	1	2.94	33	33
Violation Ct. Order	672	5	14.71	15	75
Violent Index	596	7	20.59	45	315
Totals	5,344	34	100.00		1,248

10,628

96.99

***Detention Alternatives:***

Alternative	Capacity	Admissions	ALOS	DC	% Cap.
Day Treatment	10	68	43	2,924	80
After-School Report	16	153	31	4,743	81
Home Detention	10	19	19	361	10
Totals	36	240		8,028	

**Emerald County Budget**

Item	Allocation	Expended	Proposed	Net +/-	Savings
Detention	1,643,700	3,102,150	1,594,200	49,500	1,507,950
Day Treatment	182,650	146,200	146,200	36,450	0
After-School Report	438,300	355,725	355,725	82,575	0
Home Detention	65,754	6,498	6,498	59,256	0
Totals	2,330,404	3,610,573	2,102,623	227,781	1,507,950

**Emerald County Data**

Team 4

***Detention Data: Pre-Dispositional***

<b>Offense</b>	<b>Arrest/Ref.</b>	<b>Admissions</b>	<b>% Adm.</b>	<b>ALOS</b>	<b>Pre DC</b>
Domestic Violence	973	101	8.78	13	1,313
Drug Offenses	820	178	15.48	11	1,958
Property	1,364	288	25.04	16	4,608
Transfer	7	7	0.61	284	1,988
Truancy	912	58	5.04	6	348
Violation Ct. Order	672	173	15.04	12	2,076
Violent Index	596	345	30.00	19	6,555
<b>Totals</b>	<b>5,344</b>	<b>1,150</b>	<b>100.00</b>		<b>18,846</b>

***Detention Data: Sentencing or Post-Dispositional***

<b>Offense</b>	<b>Arrest/Ref.</b>	<b>Admissions</b>	<b>% Sen.</b>	<b>ALOS</b>	<b>Post DC</b>
Domestic Violence	973	2	5.88	46	92
Drug Offenses	820	13	38.24	60	780
Property	1,364	6	17.65	60	360
Transfer	7	0	0.00	0	0
Truancy	912	1	2.94	33	33
Violation Ct. Order	672	5	14.71	30	150
Violent Index	596	7	20.59	60	420
<b>Totals</b>	<b>5,344</b>	<b>34</b>	<b>100.00</b>		<b>1,835</b>

20,681

188.73

***Detention Alternatives:***

<b>Alternative</b>	<b>Capacity</b>	<b>Admissions</b>	<b>ALOS</b>	<b>DC</b>	<b>% Cap.</b>
Day Treatment	10	68	43	2,924	80
After-School Report	16	153	31	4,743	81
Home Detention	10	19	19	361	10
<b>Totals</b>	<b>36</b>	<b>240</b>		<b>8,028</b>	

**Emerald County Budget**

<b>Item</b>	<b>Allocation</b>	<b>Expended</b>	<b>Proposed</b>	<b>Net +/-</b>	<b>Savings</b>
Detention	1,643,700	3,102,150	3,102,150	-1,458,450	0
Day Treatment	182,650	146,200	146,200	36,450	0
After-School Report	438,300	355,725	355,725	82,575	0
Home Detention	65,754	6,498	6,498	59,256	0
<b>Totals</b>	<b>2,330,404</b>	<b>3,610,573</b>	<b>3,610,573</b>	<b>-1,280,169</b>	<b>0</b>

**Emerald County Data**

Team 5

***Detention Data: Pre-Dispositional***

<b>Offense</b>	<b>Arrest/Ref.</b>	<b>Admissions</b>	<b>% Adm.</b>	<b>ALOS</b>	<b>Pre DC</b>
Domestic Violence	973	101	8.78	13	1,313
Drug Offenses	820	178	15.48	11	1,958
Property	1,364	288	25.04	16	4,608
Transfer	7	7	0.61	284	1,988
Truancy	912	58	5.04	6	348
Violation Ct. Order	672	173	15.04	12	2,076
Violent Index	596	345	30.00	19	6,555
<b>Totals</b>	<b>5,344</b>	<b>1,150</b>	<b>100.00</b>		<b>18,846</b>

***Detention Data: Sentencing or Post-Dispositional***

<b>Offense</b>	<b>Arrest/Ref.</b>	<b>Admissions</b>	<b>% Sen.</b>	<b>ALOS</b>	<b>Post DC</b>
Domestic Violence	973	2	5.88	46	92
Drug Offenses	820	13	38.24	60	780
Property	1,364	6	17.65	60	360
Transfer	7	0	0.00	0	0
Truancy	912	1	2.94	33	33
Violation Ct. Order	672	5	14.71	30	150
Violent Index	596	7	20.59	60	420
<b>Totals</b>	<b>5,344</b>	<b>34</b>	<b>100.00</b>		<b>1,835</b>

20,681

188.73

***Detention Alternatives:***

<b>Alternative</b>	<b>Capacity</b>	<b>Admissions</b>	<b>ALOS</b>	<b>DC</b>	<b>% Cap.</b>
Day Treatment	10	68	43	2,924	80
After-School Report	16	153	31	4,743	81
Home Detention	10	19	19	361	10
<b>Totals</b>	<b>36</b>	<b>240</b>		<b>8,028</b>	

**Emerald County Budget**

<b>Item</b>	<b>Allocation</b>	<b>Expended</b>	<b>Proposed</b>	<b>Net +/-</b>	<b>Savings</b>
Detention	1,643,700	3,102,150	3,102,150	-1,458,450	0
Day Treatment	182,650	146,200	146,200	36,450	0
After-School Report	438,300	355,725	355,725	82,575	0
Home Detention	65,754	6,498	6,498	59,256	0
<b>Totals</b>	<b>2,330,404</b>	<b>3,610,573</b>	<b>3,610,573</b>	<b>-1,280,169</b>	<b>0</b>