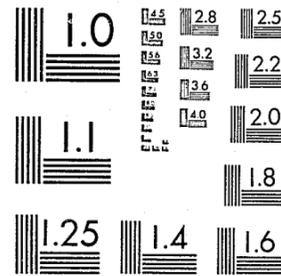


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OJJDP JAIL REMOVAL INITIATIVE

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OJJDP JAIL REMOVAL INITIATIVE

Prepared for

The Office of Juvenile Justice
and Delinquency Prevention

U.S. Department of Justice

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National Institute of Justice

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September, 1983

OJJDP JAIL REMOVAL INITIATIVE

The Jail Removal Initiative began in January, 1981. Seventeen sites across the United States have been funded at an average of \$200,000 each to remove juveniles from adult jails and lockups. The Initiative involves 170 county jails, and 9,047 juveniles or roughly five percent and two percent of the national total, respectively. Participating in the Initiative are seventy-eight rural counties in twelve States and the entire States of South Carolina and Hawaii (see map on page 2).

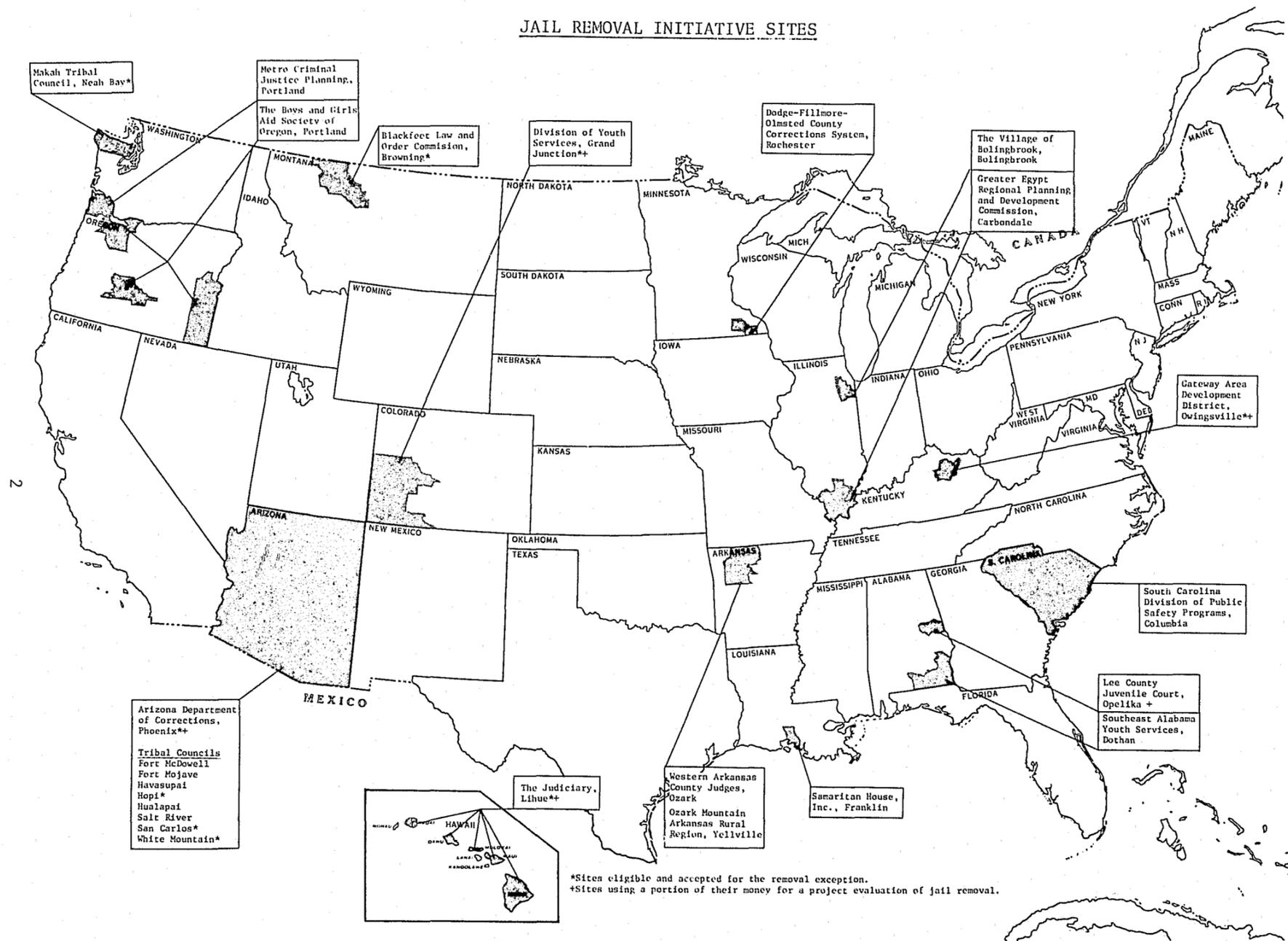
The major goals of the Initiative are to provide alternative programs and services for juveniles entering adult jails and to change the policies and practices which permit juveniles to be jailed. All sites have committed themselves to removing one hundred percent of all juveniles from jails. To accomplish removal, each site has developed a flexible network of program and service alternatives. The use of these alternatives is based upon the principle of using the least restrictive setting and maintaining family ties whenever possible. The removal plans for each site were the result of participation in a planning process designed to define the problems, identify solutions, involve citizenry in decision-making, establish screening criteria for placements outside the home, and develop methods of working with youth without involving them in the juvenile justice system.

Developing removal strategies involved a two-phase approach. The first phase consisted of removal planning and policy development for a period of six to eight months. The second phase involved project implementation for a period of eighteen months. During the first phase, steering committees were formed, problems and obstacles were defined, data were collected, program and service needs were assessed, public input was obtained, and written policies and procedures were established. Programs and services resulting from this phase established a core of alternatives for each site including: twenty-four hour intake and crisis intervention services, detention screening guidelines, transportation services, home supervision options, holdover facilities and agreements with existing shelters, detention centers, and foster care families.

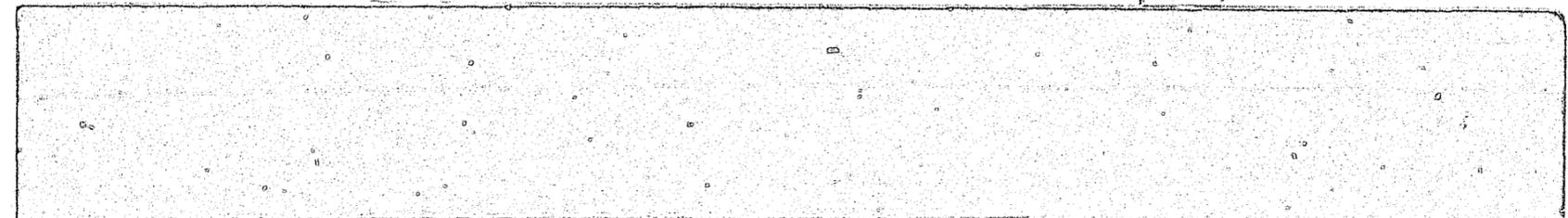
Typical program costs associated with each alternative are given below:

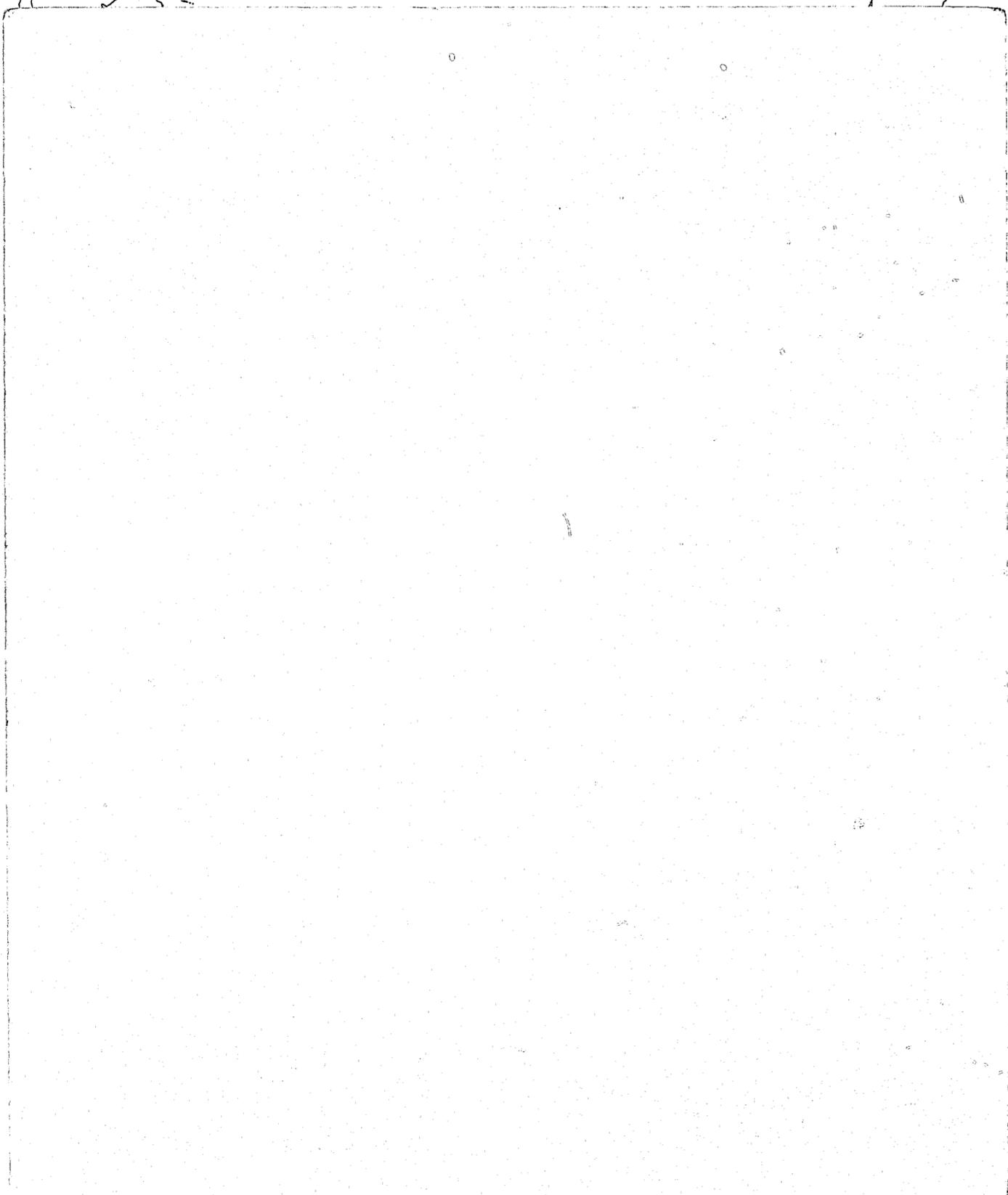
	<u>Investment/Child/Day</u>	<u>Per Diem/Day</u>
Twenty-four hour intake screening	\$25-\$60	NA
Emergency foster care	\$17	\$12.50

JAIL REMOVAL INITIATIVE SITES



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	<u>Investment/Child/Day</u>	<u>Per Diem/Day</u>
Shelter care	NA	\$45
Secure juvenile detention	NA	\$70
Transportation (air)	\$80/trip	NA
Transportation (auto)	\$20-\$25/trip	\$5/hour
Shelter holdover, attendee	\$82.50	\$8/hour
Group home	NA	\$35
Station adjustment	\$53	NA
Home detention	\$32.50/day	NA

Along with these alternatives, jails are also being monitored. No funds were used for the construction or renovation of secure facilities. The second phase began in January, 1982 and involved the implementation, monitoring and evaluation of each project. In the second phase, continued progress toward removal has been closely tied to three factors: (1) an active and demonstrated commitment to removal among law enforcement, the court and youth service providers; (2) implementation of twenty-four hour intake services and specific intake criteria; and (3) the availability of a core of alternatives. Sites possessing all factors have removed ninety percent of the juveniles entering jails. Absence of one of these factors has significantly reduced progress to fifty percent or less.

The plans resulting from the Phase I experience included the following:

- | | |
|--------------------------|--|
| Lee County, Alabama | Juvenile Court sponsored, with centralized twenty-four hour intake screening and porter transportation; purchase-of-care secure juvenile detention; and shelter care. |
| Ozark, Arkansas | Judges Association sponsored, with decentralized intake using existing probation and youth officers; renovation of existing shelter; and purchase-of-care secure juvenile detention. |
| Yellville, Arkansas | County Probation sponsored, with program administration in a facility renovated for juvenile detoxification; purchase-of-care nonsecure beds with two shelters; and decentralized intake workers funded by the project in five counties. |
| Grand Junction, Colorado | Department of Youth Services sponsored, with Sheriff's office or probation providing intake screening in |

nine counties; purchase-of-care shelter and group homes; emergency foster beds; use of certain jails under removal exceptions; with air transport to secure juvenile detention.

Lihue, Hawaii

Family Court sponsored, with intake on three islands; with air transport to secure juvenile detention; purchase-of-care shelter, with a renovated room or two for secure holding, and attendee supervision of serious juvenile offenders.

Bolingbrook, Illinois

Police Department sponsored, with twenty-four hour intake screening and station adjustment by police and social workers; emergency foster care; in-home detention; purchase-of-care secure juvenile detention with police transportation; and youth jury program.

Columbia, South Carolina

Department of Public Safety sponsored, with intake screening and emergency foster care in forty-six counties; intake training of law enforcement; and public education.

Removing juveniles from adult jails is not an easy task. At one time or another each site experienced a host of obstacles which have been overcome. Those obstacles include the following:

Physical/Geographical

- Lengthy and time-consuming travel.
- Limited manpower and transportation vehicles.

Legal

- Statutes allowing juvenile jailing.
- Lack of bail options.
- Ambiguous statutes regarding out-of-home placements.
- Lack of knowledge about juvenile law.

Economic

- Small tax bases.
- Ailing economics.
- Cutbacks in youth services.

Political

- Little cooperation for regional services.
- Judicial and county government not committed to removal.

Youth Alternatives and Services

- Longstanding practice of jailing juveniles.
- No alternatives to jail.
- Beliefs that jail can be all things to all juveniles.
- No crisis intervention.
- No intake screening.

Public Perception of Needed Alternatives

- Only residential programs will do.
- One program, single solution approach.
- Emphasis on secure alternatives to jails.

Community/Social

- Fear of serious offenders being released.
- Jail as appropriate punishment for crime.
- Lack of public awareness about jail conditions.
- No need to change procedures.
- Insistence on control.
- Alternatives chosen by opinion and not on facts and data.

After one year of project implementation, a sixty-four percent reduction in the number of juvenile admissions to jail is occurring across all reporting sites. All sites with existing secure juvenile detention centers have completely eliminated the use of adult jails and have decreased admissions into detention centers by an average of fifteen percent. Overall, the Initiative's release rate is seventy-one percent of the intake population.

RATES OF PLACEMENT/RELEASE

	<u>Prior to JRI (1980)</u>				<u>During JRI (1982)</u>			
	Adult Jail	Juvenile Secure Detention	Shelter Care	Release	Adult Jail	Juvenile Secure Detention	Shelter Care	Release
Lee County, Alabama	.08	.00 ^a	.00 ^c	.92	.00 ^e	.03	.03	.94
Southeast Alabama Youth Services	.03	.40	.00 ^c	.57	.00 ^e	.35	.07	.58
Arizona:								
Fort Mojave	.90	*	*	*	.90	*	*	*
Havasupai	.10	*	*	*	.50	*	*	*
Hopi	.26	.00 ^b	.00 ^c	.74	.67	.00 ^b	.11	.22
Hualapai	.45	*	*	*	*	*	*	*
Salt River/ Fort McDowell	1.00	.00 ^b	.00 ^d	.00	.62	.00 ^b	.06	.32
San Carlos	.55	.00 ^a	.00 ^d	.45	.11	.00 ^a	.19	.70
White Mountain	1.00	*	*	*	1.00	*	*	*
Western Arkansas County Judges	.32	.00 ^a	.00 ^c	.68	.02	.047	.25	.68
Ozark Mountain Arkansas Rural Region	.25	.00 ^b	.00 ^c	.70	.05	.00 ^a	.11	.84
Division of Youth Services, Colorado	.80	.00 ^b	.00 ^c	.20	.51	.00 ^b	.07	.42
The Judiciary, Hawaii	.11	.42	.47	.00	.02	.40	.29	.29
Bolingbrook, Illinois	.09	.07	.00	.84	.00 ^e	.005	.03	.96
Greater Egypt Regional Planning and Development Commission, Illinois	.16	*	*	*	.10	*	*	*
Gateway Area Development District, Kentucky	.22	*	*	*	.14	*	*	*
Samaritan House, Louisiana	.08	*	*	*	.02	*	*	*
Dodge-Fillmore-Olmsted County Corrections System, Minnesota	.48	.00 ^b	.00 ^d	.52	.14	.00 ^b	.46	.40
Blackfeet Tribal Council, Montana	1.00	*	*	*	1.00	*	*	*
Boys and Girls Aid Society of Oregon	.12	*	*	*	.07	*	*	*
Metro Criminal Justice Planning, Oregon	.10	.15	.00 ^c	.75	.00 ^e	.36	.02	.62
South Carolina Division of Public Safety Programs	.38	*	*	*	.35	*	*	*
Makah Tribal Council, Washington	1.00	*	*	*	.90	*	*	*

^aExisting secure juvenile detention centers not used.
^bSecure juvenile detention unavailable.
^cShelter care facility unavailable.
^dExisting shelter care facility not used.
^eComplete removal achieved.
 *Data unavailable at this writing.

An important aspect of the Initiative has been the full documentation of obstacles and successes experienced by each site in accomplishing removal. Along with quarterly reports, each site is required to complete an intake sheet on each juvenile serviced by the project. These sheets are computerized, and developed into factual, statistical profiles of juvenile justice activities in each community. Reports include data and information on the following areas:

- Number of juveniles entering daily
- Number of intakes and status of intake screening
- Number of intake criteria deviations and why
- Number of juvenile detentions
- Number of nonsecure placements
- Number of releases
- Use of transport services
- Failure to appear in court
- Rearrests
- Waivers to adult court
- Total arrests
- Steering committee accomplishments
- Public education efforts
- Fund-raising efforts
- Average length of stay and average daily population for all residential placements
- Removal policies and procedures

JAIL REMOVAL INITIATIVE--QUESTIONS AND ANSWERS

Juveniles in Adult Jails

1. Are status offenders, nonoffenders and less serious offenders entering adult jails?

Yes. Yet these offenders are no longer the preponderant jail population they once were; they comprise less than two percent of the jail population. Prior to the Initiative, they comprised upwards of eighty percent of the jail population. The number entering secure juvenile detention centers has also decreased, accounting for only nine percent of the total detention population.

2. Where are juveniles held when they are held in jail?

Juveniles are still being placed in isolation and are not always "sight and sound" separated from adult offenders. In a few instances, juveniles are being held in condemned facilities.

3. What are the reasons given for holding juveniles in adult jails?

The predominant reasons given are for intoxication, holding of runaways, and traffic offenses. Juveniles under the influence of alcohol or drugs were generally driving while intoxicated or assaultive at time of apprehension. Runaways are typically held for "their own protection," and traffic offenders because they could not pay a fine. It should be remembered that all jurisdictions now have appropriate alternatives for handling these types of juveniles.

Financial Cost of Removal

4. How much more costly are alternatives to adult jails than using adult jails?

Admittedly, more costly when compared. On the other hand, such a comparison is not valid since the services provided, staffing, security and administration are significantly different, almost distinct. Jails operate with low staff to inmate ratios; audio and televised security hardware is abundant; inmates spend a majority of the day in their cells; and few programs exist. Juvenile alternatives generally provide two to three times the staff ratio of jails, and rely on this ratio, and a large variety of programs and activities, to maintain security and provide short-term treatment. The only valid comparison is the security hardware involved, and that is limited to comparisons between adult jails and secure juvenile detention centers.

Use of Intake Criteria

5. Have rates of failure to appear for court hearings increased (as a result of using specific release/detention criteria)?

No, although only four jurisdictions have verified their rates with statistics. Their statistics indicate a failure rate of less than one-tenth of one percent (three out of 3,194 total intakes). Individually the greatest rate experienced by one of the four jurisdictions has been 1.3 percent of intakes. The remaining jurisdictions have indicated that significant increases quarter-to-quarter have not been experienced.

6. Have rates of rearrest increased since the beginning of the Initiative (as a result of using specific release/detention criteria)?

No. Although only four jurisdictions provided data on rearrest rates, the remainder indicated no significant increase in rearrests. Quarter-to-quarter rearrest did not fluctuate more than five to ten percent, with the exception of Salt River where a twenty percent increase occurred between second and third quarter reporting.

7. Has inappropriate widening of the (juvenile justice system) net occurred as a result of intake criteria and the additional programs available?

No. The data thus far indicate that intake criteria are having a substantial controlling effect on placements outside the home. Even though overall intakes are down by twenty-eight percent over calendar year 1980, admissions to secure holding and nonsecure residential alternatives have decreased by forty-eight percent and thirty-eight percent, respectively (after adjusting for the decrease in total intakes). Furthermore, total deviations number less than fifty, or one percent of total intakes (N = 5,216). A final indicator is the Initiative's high release rate of seventy-one percent. Some important exceptions to this have occurred although the statistics have not been provided. For example, the Blackfeet Tribe has jailed one hundred percent of their juvenile intakes, and it is known from Phase I projections that less than fifteen percent should be eligible for secure holding.

8. What is an example of specific and objective intake criteria?

The approach under the Initiative has been to develop intake criteria stemming from a comparative analysis of State codes and national standards. The final product carries the definition and specificity of national standards, and the full intent of State statutes. The guiding principles for developing intake criteria for secure facilities are based upon facts concerning a juvenile's current legal status and legal history. Generally, four decision factors comprise the body of criteria, and they are:

- (1) offense severity (person or property)
- (2) risk of flight (demonstrable)
- (3) previous court jurisdiction
- (4) protection of court process (demonstrable failures to appear)

Building of Secure Juvenile Detention Centers

9. Is not a consequence of removing juveniles from jails the costly alternative of building juvenile detention centers?

No. On the contrary, experiences of the Initiative indicate removal can be accomplished using nonsecure residential and service alternatives. Overall, jurisdictions have found that only one-third of all juveniles admitted to jails and detention centers may need to be securely detained. The resulting rate of holding is an estimated eleven percent of the total offender population. In most cases, agreements with existing detention centers and transportation services resolve the problem of jailing. The cost for alternatives involves the eighty-nine percent of all juveniles requiring intake screening services, etc., and twelve percent of this group that require nonsecure residential alternatives.

Admittedly, the most constraining result with respect to this issue is the lack of success public education has had in convincing officials that only ten to thirty percent of the juveniles in jails need a secure environment, and that, consequently, secure environments are not the primary alternative.

Removal Policies and Procedures

10. Have sites involved in the Initiative developed policies and procedures which prohibit the jailing of juveniles?

Yes. Among the jurisdictions participating in the Initiative, there is a strong relationship between success in removing juveniles from jail, and the level of acceptance and use of written policies and procedures. On the other hand, those few jurisdictions exhibiting little more than a cursory acceptance of policies and procedures, are struggling to keep jailing at the level extant prior to the Initiative. Examples of policies developed as a result of the Initiative are listed below:

Dothan, Alabama	Procedures of apprehension, referral, court intake and court appearance
Salt River/Fort McDowell, Arizona	Tribal Code revisions and court policies incorporating intake criteria
Yellville, Arkansas	Judicial Policy and Procedures Manual
Grand Junction, Colorado	Cooperative agreements among county agencies concerning intake procedures

Lihue, Hawaii

Minute order for law enforcement on intake criteria and intake services

Bolingbrook, Illinois

Station Adjustment Procedures on law enforcement intake services

Portland, Oregon (Metro Criminal Justice Planning)

Central intake procedures with an elaborate plan for monitoring progress

Hopi Tribe, Arizona

Law enforcement procedures manual

END