

Chapter 6: Programming

This chapter covers the three major elements of programming in juvenile facilities: education, recreation, and mental health services. In Chapter 3, we noted that 65 percent of juveniles in public facilities are held in facilities with current court orders or consent decrees for programming.¹ Unfortunately, more specific data on which areas of programming contribute most to this high percentage are not available, so we are unable to attribute these orders or decrees specifically to any of the three areas discussed in this chapter. Nevertheless, this estimate strongly suggests a need for improvement in the general area of programming.

However, in this chapter we report moderate levels of conformance with the assessment criteria chosen for programming. These assessment criteria are not performance-based and therefore may tend to overestimate the level of programming actually provided to juveniles. Nationally recognized, performance-based standards did not exist at the time of this study. Any interpretation of the findings presented in this chapter should take these measurement issues into consideration.

A. Education

Education is the foundation for programming in most juvenile institutions. State laws that require youngsters to attend school until a specified age apply to confined juveniles as well, and like their counterparts in the public schools, juveniles in institutions spend much of the day in class or studying. Instruction may take the form of academic classes, tutoring, individual study, or vocational classes, depending on the facility and on a juvenile's needs and aptitudes.

Facilities face several challenges in providing educational services to confined juveniles. Many have not attended school recently, and they are often performing below grade level.² A large proportion of confined juveniles may have learning handicaps³ and may be apt to engage in disruptive behavior in classrooms. At the same time, most facilities have limited resources and staff to address juveniles' needs.

Assessment Criteria

Although it was not possible to assess the quality of the education provided in juvenile facilities by means of the mail or CIC surveys, we chose four assessment criteria that practitioners believe are associated with quality of public education:⁴ (a) provision of educational programming; (b) use of

¹ The CIC census does not collect data on court orders and consent decrees from private facilities.

² During site visits language arts teachers estimated that 32 percent of students in their classes read at or below a fourth-grade level, 27 percent at a fifth- to sixth-grade level, 20 percent at a seventh- or eighth-grade level, and 21 percent at or above a ninth-grade level.

³ Soler (p. 2-36, 1990) quotes an estimate cited in *Green v. Johnson*, 513F. Supp. 965, 968 (D. Mass. 1981), that 50 to 80 percent of children in juvenile justice institutions are "handicapped" within the meaning of the Federal Education for All Handicapped Children Act.

⁴ There is no constitutional standard on the provision of education in juvenile facilities. Federal law and State courts have established minimum standards for educational services requiring that education—including educational testing and the implementation of individualized educational plans—be provided for all institutionalized children (Soler, p. 2-36, 1990).

licensed or accredited teachers; (c) providing a minimum teacher-to-student ratio; and (d) conducting an assessment of each juvenile's educational needs.

a) Provision of Education

The ACA standard regarding educational services is vague, recommending "a comprehensive education program for juveniles." We decided that if a facility reported providing basic elementary or secondary education on the CIC census, it meets this assessment criterion. We used this broad criterion as a conformance measure because facilities' educational programming goals vary considerably. A more stringent conformance measure (e.g., one that also provides special education programs) would have been inappropriate for some types of facilities. For example, because detention centers hold juveniles for relatively short periods of time, their goal is to prevent juveniles from falling behind in their studies while they are detained. By contrast, training schools hold juveniles for longer periods and should strive to improve juveniles' educational achievement levels. To do that, training schools may well need more extensive educational programs and services than detention centers. Every type of facility, however, should at least provide basic levels of education services.

b) Licensing and Certification of Teachers

One indicator of educational quality is the qualifications of instructional staff. ACA specifies that teachers should be licensed or accredited by the State or local jurisdiction in which the facility is located. We decided that a facility is in conformance to this criterion if it reported that all of its teachers—whether they are employees of the facility or a school district that serves the facility—are State certified in their areas of instruction.

c) Teacher-to-Student Ratio

Many confined juveniles present especially difficult challenges for correctional educators because they have poor school attendance records or special education needs. During site visits, reading teachers reported that only 23 percent of juveniles (± 4.8 percent) read at their nominal grade level. Because of juveniles' severe educational deficits, practitioners argue that small class sizes are essential in juvenile detention and correctional facilities. Teacher-to-student ratios are not exactly the same as class size: for example, a class might have 30 students but be taught by two teachers, or split into two separate classes of 15, each with one teacher. Nonetheless, in most situations there is a close relationship between class size and teacher-to-student ratios.

Research findings on the effect of class size on educational achievement in noncorrectional settings are contradictory. A large number of studies find either no significant relationship or extremely weak relationships between class size and achievement. Glass and Smith (1978) reanalyzed 100 prior studies that adequately controlled for characteristics of teachers and students and concluded that educational achievement does improve as classes are made smaller. However, they found that improvements are minimal until class size drops below 20 and concluded that the cost of improving achievement in public schools by reducing class size may be more than most jurisdictions are able to bear. Given confined juveniles' severe learning problems and poor performance levels, however, it would seem that the increased effectiveness associated with class sizes well below 20 are likely to be needed in juvenile facilities.

Adolescents tend to challenge teachers' authority in any classroom, thereby disrupting the learning process. Practitioners suggest that juveniles in detention and correctional facilities are more disruptive than students in public school classrooms. Filby (1980) found that in small public school classrooms

children pay attention for longer periods and teachers spend less time managing disruptive behavior; hence, small class size may also be important for management purposes in juvenile correctional education programs.

ACA recommends that each facility maintain a teacher-to-student ratio of 1:15. We chose this standard as our assessment criterion.

d) Assessment of Educational Needs

Confined juveniles have a wide range of academic ability.⁵ Educational assessments provide information required to develop individualized educational plans which address each juvenile's particular abilities.

Training school standards promulgated by ACA recommend that facilities assess juveniles' academic, vocational, and personal needs.⁶ ACA does not apply this standard to detention centers because, as short-term facilities, they cannot be expected to perform and implement individual evaluations. We did, however, collect data on the extent of educational assessment in detention centers in order to understand differences in practices among different types of facilities.

Table 6A-1 shows the percentage of juveniles held in facilities that conform to these four assessment criteria, as a well as a summary measure of the percentage of juveniles held in facilities that conform to all applicable criteria. Assessments are excluded from this summary measure for detention centers because they are not expected to conform to this criterion. Fifty-five percent of all juveniles, but only 29 percent of juveniles in ranches, are held in facilities that conform to all applicable criteria.

⁵ In a large midwestern detention center, educational testing showed that about 5 percent of the population were reading 4 or more years above their nominal grade level. The principal set aside two special classrooms for these "gifted" students.

⁶ ACA describes personal needs as "...level of cognitive development, significant physical disabilities, and any problems that might interfere with learning."

Table 6A-1

Percent of Juveniles in Facilities That Conform to Assessment Criteria on Providing Basic Education, by Facility Type*

Assessment Criteria	Detention Centers N=18,201 -19,903 ^e	Reception Centers N=2,251 -2,618 ^e	Training Schools N=33,057 -35,102 ^e	Ranches N=5,270 -7,180 ^e	Total N=59,230 -64,544 ^e
Provision of education^a	95%	92%	97%	96%	96%
All teachers are certified^b	92%	97%	77%	89%	84%
Minimum teacher-to-student ratio^c	76%	88%	94%	58%	85%
Educational assessments^d	NA	80%	78%	55%	74%
Percent of juveniles in facilities that:					
Conform to all applicable criteria	61%	69%	55%	29%	55%
Conform to three criteria	36%	29%	34%	32%	34%
Conform to two criteria	3%	2%	9%	34%	9%
Conform to fewer than two criteria	0%	0%	2%	5%	2%

Source: CIC Census, 1991

^a For information on percent of facilities in conformance, see Appendix E, Table E-26.

^b For information on percent of facilities in conformance, see Appendix E, Table E-27.

^c For information on percent of facilities in conformance, see Appendix E, Table E-28.

^d For information on percent of facilities in conformance, see Appendix E, Table E-29.

^e Numbers vary with differences in number of completed questionnaires.

*Note: Throughout the report, the number of juveniles on whom the tables are based vary due to missing responses to individual questions. (No attempt was made to adjust for nonresponse.)

Almost all juveniles are held in facilities that provide basic education services. Juveniles are also quite likely to be in programs where all teachers are certified (85 percent). Educated assessments are less common but are still performed in facilities comprising 74 percent of confined juveniles. Juveniles in ranches are much less likely to be in facilities with adequate numbers of teachers (58 percent) or that perform educated assessments (55 percent). Juveniles in training schools are less likely than those in other facilities to have all teachers certified (77 percent).

Description of Educational Programming

Although the assessment criteria provide a rough sense of the staff resources available for education, additional description of the programs offered and the thoroughness of assessments give a richer sense of the educational programming provided to confined juveniles.

One aspect of educational programming is the proportion of residents participating in education. Table 6A-2 shows the percentage of juveniles in facilities by the proportion of juveniles in the education program.⁷

Table 6A-2

Percent of Juveniles in Educational Programs, by Facility Type

	Detention Centers N=19,716	Reception Centers N=2,618	Training Schools N=34,367	Ranches N=7,180	Total N=63,881
50% or under	7%	67%	2%	1%	6%
51%-75%	15%	0%	7%	6%	9%
76%-99%	40%	0%	43%	21%	38%
All juveniles in education	38%	33%	48%	72%	47%

Almost all juveniles are held in facilities that have more than 75 percent of residents enrolled in education.⁸ Depending on State law, some juveniles may be too old to be covered by compulsory education requirements. Other juveniles may have already acquired their General Equivalency Diploma (GED). Some facilities, however, may be unable to enroll all juveniles in education programs due to a lack of sufficient staff or classroom space, particularly if they are crowded.

Reception centers are a notable exception to the high level of participation in educational programs. Sixty-seven percent of juveniles held in reception centers are held in facilities where fewer than half of the residents participate in education programs. This may reflect reception centers' emphasis on diagnosis and needs assessments during relatively short stays. To the extent that crowding in training schools extends juveniles' stays in reception centers, however, the lack of educational programming could be serious.

⁷ Length of stay was not significantly related to the proportion of juveniles in the education program.

⁸We used the average number of residents that participated in educational programming to compute this ratio. If we had used the total population rather than the number of students, the rate of conformance would have been lower. For example, 67 percent of juveniles held in reception centers are held in facilities where less than half the residents participate in education. If we used the total population to compute the ratio, the conformance rate for reception centers would be 17 percent rather than 86 percent.

Most confined juveniles have access to additional educational programs (Table 6A-3). Eighty-nine percent of juveniles are confined in facilities that provide special education, ranging from 81 percent of the juveniles in detention centers to 94 percent of those in training schools. Ninety-three percent of all confined juveniles are in facilities that provide literacy or remedial reading programs, ranging from 84 percent in detention centers to 99 percent in training schools. Eighty percent of confined juveniles are in facilities with a GED preparation program, ranging from 63 percent in detention centers to 89 percent in training schools. Almost two-thirds of confined juveniles are in facilities that provide vocational education, ranging from just 13 percent in reception centers to 86 percent in training schools. Twenty-nine percent of confined juveniles are in facilities that offer a college program, ranging from 1 percent in reception centers to 37 percent in training schools.

Table 6A-3

**Percent of Juveniles in Facilities That Provide Educational Programs,
by Facility Type**

Type of Program	Detention Centers N=19,579- 19,910	Reception Centers N=2,348- 2,618	Training Schools N=33,869- 34,986	Ranches N=5,741- 7,180	Total N=61,538- 64,695
Basic education	95%	92%	97%	96%	96%
Special education	81%	91%	94%	87%	89%
Literacy or remedial reading	84%	84%	99%	91%	93%
Vocational education	34%	13%	86%	66%	65%
GED preparation	63%	81%	89%	82%	80%
College program	19%	1%	37%	30%	29%

Source: CIC Census, 1991

Table 6A-4 shows the relationship between average length of stay in detention centers and reception centers and availability of additional educational programs. In general, juveniles in detention centers with average lengths of stay of more than 30 days are significantly more likely to have access to vocational education, GED preparation, and college preparatory programs than those in detention centers with shorter average lengths of stay. Juveniles in reception centers with an average length of stay of more than 30 days are significantly more likely to have access to literacy/remedial reading programs (data not shown).

Table 6A-4

**Percent of Juveniles in Detention Centers^a That Provide
Basic and Additional Educational Programs,
by Length of Stay and Facility Type**

	Detention Centers	
	N=17,961	N=1,582
Avg. length of stay	< 1 month	> 1 month
Basic education	95 %	97 %
Special education	80 %	90 %
Literacy/remedial reading	84 %	88 %
Vocational education	31 %*	65 %
GED preparation	61 %*	83 %
College program	20 %*	3 %

* p < .05

Source: CIC Census, 1991

^a Data are not shown for reception centers because there generally are too few juveniles held in short-term reception centers to allow identification of significant differences.

Over 90 percent of juveniles are in facilities with school programs for more than 9 months of the year (Table 6A-5). Thirty-two percent are in facilities with year-round school programs. Seventy percent of juveniles in reception centers are in facilities with year-round education, compared to 33 percent in training schools, 29 percent in detention centers, and 21 percent in ranches.

Table 6A-5**Percent of Juveniles in Facilities by Length of School Year,
by Facility Type**

Length of School Year (months)	Detention Centers N=19,699	Reception Centers N=2,618	Training Schools N=35,037	Ranches N=6,735	Total N=64,089
Less than 6 months	6%	5%	0%	3%	2%
6 to 9 months	8%	9%	7%	8%	8%
More than 9, but less than 12 months	57%	17%	61%	68%	58%
Year-round	29%	70%	33%	21%	32%

Source: Mail Survey, 1991.

During site visits, education personnel emphasized the benefits of a year-round program. When the population of students performs well below grade level, a year-round school provides greater opportunity for remediation. In addition, in a large midwestern detention center (whose education program was run by local public schools), the principal said that a 12-month school year improved teacher recruitment because salaries were 20 percent higher in the detention center school than in regular public schools: teachers competed for the few slots available in the detention center school, and the principal could choose the cream of the crop. As a result, all teachers in the facility had a master's degree and about 10 percent had doctorates. In contrast, site visit data on educational attainment of reading teachers in detention and correctional facilities showed that 64 percent had master's degrees or doctorates and 36 percent had only a bachelor's degree. Eighty-one percent (± 8 percent) of the reading teachers had degrees in general education, special education, reading, or English.

During site visits we observed three randomly selected classrooms at each facility⁹ and recorded the number of juveniles present in each. On average, there were 10.1 juveniles in each class (± 1.2), with a range from 3 to 39. However, large classrooms were atypical; only 6 percent of those observed had more than 15 students.

Site visitors also noted the variety of equipment available in classrooms. Table 6A-6 summarizes their observations.

⁹If a facility had three or fewer classrooms, we observed each.

Table 6A-6

**Percent of Juveniles in Facilities
by Equipment Provided in Classrooms**

(N=93)

Type of Equipment	% of Juveniles
Chairs	99% ± 2%
Desks	90% ± 6%
Tables	89% ± 6%
Bookshelves	89% ± 7%
Computers	74% ± 9%
Chalkboards	94% ± 5%
Overhead projectors	37% ± 10%
Pencil racks	47% ± 10%
Televisions	59% ± 10%
Videocassette recorders	64% ± 10%

Almost all classrooms contained chairs, desks, and chalkboards. Seventy-four percent of juveniles are held in facilities that have computers and 64 percent of juveniles are held in facilities that have videocassette recorders (VCR's).

In several facilities we visited, juveniles were not permitted to possess pencils outside the classrooms because staff believed they might be used as weapons. In these facilities, teachers use instructional time to distribute pencils at the start of each class and to collect them at the end. Because of a missing pencil at one facility we visited, all students in a class were strip searched, thereby delaying their availability for a subsequent class. In facilities that do not let juveniles have pencils in their sleeping rooms, teachers usually do not assign homework. We found, for example, that only 49 percent (± 10 percent) of the language arts teachers give their students assignments to be completed outside the classroom.

Vocational education is an essential element of educational programs at juvenile corrections facilities. Table 6A-7 shows the percentage of juveniles in training schools and ranches that are in facilities that offer various vocational education programs.

The most frequently offered types of vocational education are carpentry or the building trades, food services, and auto shop. Facilities are least likely to offer retail/sales programs or cosmetology.

Table 6A-7

**Percent of Juveniles in Facilities That Offer
Vocational Educational Programs,
by Facility Type^a**

Type of Vocational Education Program:	Training Schools N=34,119 -34,512	Ranches N=6,785 -6,812	Total N=42,455 -43,615
Auto shop/engine repair	54%	29%	50%
Carpentry/building trades	67%	33%	61%
Cosmetology	12%	2%	10%
Computer training	39%	33%	38%
Food services	55%	47%	54%
Electrical trades	21%	7%	18%
Secretarial trades	18%	4%	16%
Retail/sales	10%	6%	9%
Printing	30%	3%	25%
Forestry/agriculture	35%	28%	34%
Laundry services	17%	19%	17%

Source: Mail Survey, 1991

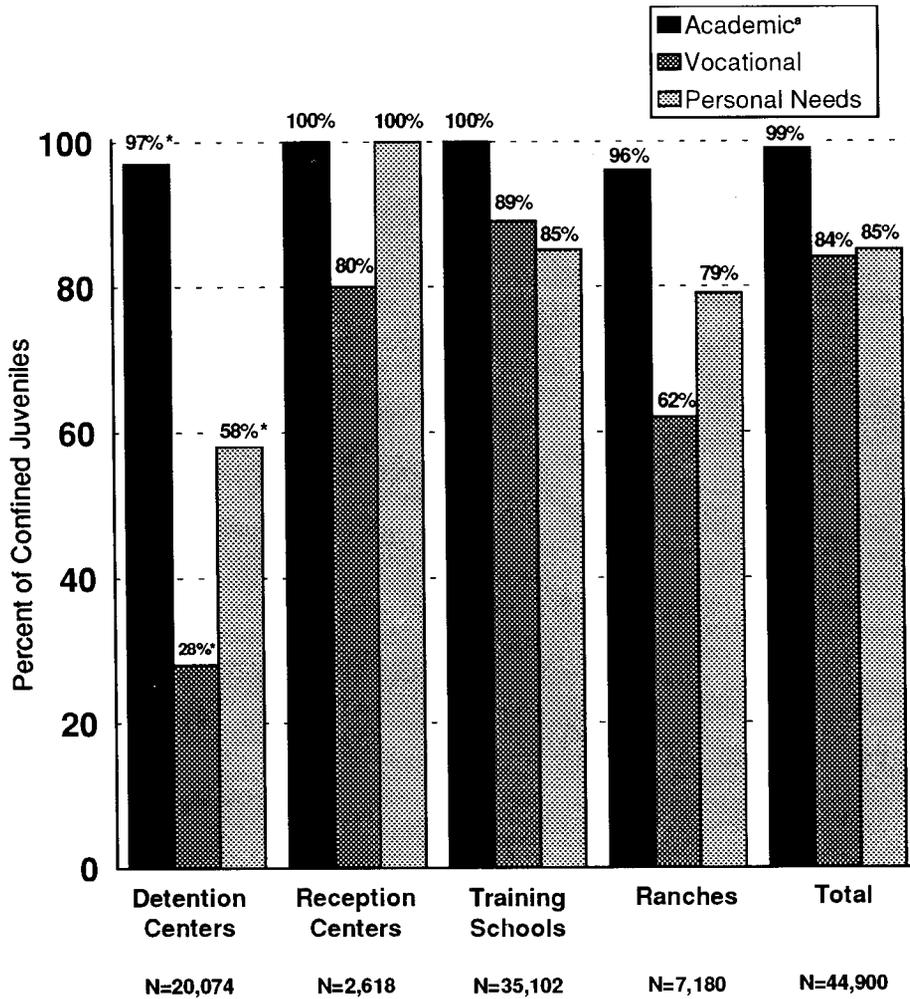
^a Detention centers generally hold juveniles for too short a period to warrant a vocational education program. The mail survey did not ask detention centers if they had such a program.

Assessments

Juveniles' educational needs were assessed in terms of academics, vocational training, and personal needs. Seventy-four percent of juveniles held in the three facility types covered by these criteria are held in facilities that perform all three types of assessment. Some facilities only perform one or two types of assessment. Almost all confined juveniles (99 percent) are in facilities that perform an academic assessment, 84 percent are in facilities that perform a vocational assessment, and 85 percent are in facilities that perform a personal needs assessment (Figure 6A-1). Juveniles in ranches are least likely to receive all three assessments. Juveniles in detention centers are least likely to receive vocational assessments (28 percent) or personal needs assessments (58 percent).

Figure 6A-1

Percent of Juveniles in Facilities That Perform Academic, Vocational, and Personal Needs Assessments, by Facility Type



Source: Mail Survey, 1991

* This standard does not apply to detention centers; hence detention center population have not been included in total column.

* No definition provided in mail survey

Educational assessments may sometimes be incomplete. All of the sites visited had some form of educational assessment. In 18 of these sites, however, the educational assessment did not include basic reading tests—or at least none that were reported by the language arts teachers.

Staffing

Although the ACA standard calls for a maximum 15 to 1 ratio of juveniles to educational staff, most juveniles are held in facilities with even richer staffing levels. Sixty-seven percent of juveniles are held in facilities where the ratio is under 12 to 1 (Table 6A-8).

Table 6A-8

Percent of Juveniles in Facilities by Ratios of Educational Staff to Juveniles in Educational Programs, by Facility Type

	Detention Centers N=16,853	Reception Centers N=2,206	Training Schools N=31,532	Ranches N=5,504	Total N=55,645
5 or fewer juveniles per teacher	6%	32%	15%	12%	13%
6-12	50%	56%	67%	33%	58%
13-15	20%	0%	12%	13%	14%
16-20	11%	12%	1%	18%	6%
20-30	7%	0%	1%	18%	4%
Over 30 juveniles per teacher	5%	0%	2%	3%	3%
No education provided	1%	0%	1%	3%	1%

Source: CIC Census, 1991

Only 7 percent of juveniles are held in facilities with a ratio over 1 to 20, but this includes 11 percent of juveniles held in detention centers and 18 percent of juveniles held in ranches.

Staff turnover is an additional measure of staffing which can be related to staff experience. We estimated turnover rates by dividing the number of educational staff who had left their positions within the last year by the total number of educational staff.¹⁰ Table 6A-9 shows that, on average, juveniles are confined in facilities where the turnover rate is 11 percent per year. There is very little variation among facility types.

Table 6A-9
Educational Staff Turnover Rates in Juvenile Facilities,
by Facility Type

	Detention Centers N=17,683	Reception Centers N=2,392	Training Schools N=32,141	Ranches N=5,706	Total N=57,921
% of juveniles in facilities with zero turnover rate	47%	69%	26%	42%	39%
Turnover rate for average juvenile	11%	6%	11%	11%	11%
Range of turnover rates	0-67%	0-50%	0-86%	0-50%	0-86%

Source: Mail Survey, 1991

Thirty-nine percent of juveniles are held in facilities where there was no turnover in the past year, including 26 percent of juveniles in training schools and 66 percent of juveniles in reception centers.

Administrators' Perceptions of Needed Improvements

Of the 475 juveniles interviewed during the site visits, most expressed satisfaction with the education provided, reporting that the facility did a "very good" job of teaching them something useful. No facility received a uniformly poor rating from all of the juveniles interviewed. However, site visitors observed large variations in the quality of education provided by facilities which met the basic standard. For example, one large detention center tested juveniles for 1 hour on the first weekday they were confined and then placed them immediately in a class appropriate for their learning level. Textbooks and individualized work sheets served as the foundation for all classes, and teacher's aides and certified teachers were provided by the local school district. Each juvenile spent half the day in reading classes, including 1 hour every other day in a computer laboratory working with specialized staff and literacy

¹⁰ This included those who left for any reason, including leaving the employment of the facility and agency, as well as those who transferred to different positions within the facility or agency. We included the latter because positions left vacant must, nonetheless, be filled and new staff trained.

software. By contrast, some other facilities appeared to use class time only to "warehouse" juveniles while they were out of their rooms. In some sites educational assessments were extensive and used to assign students to a variety of programs; in others, they apparently did not even include tests of reading level.

Table 6A-10 shows administrators' ratings of the importance of improving elements of their education programs. Twenty-nine percent of juveniles are held in facilities where the administrators said that expanding their vocational education program was essential, versus 24 percent for expanding supplementary programs and 21 percent for expanding school facilities.

Table 6A-10
Percent of Juveniles in Facilities
by Administrators' Rating of the Need for Improvements to Education

	Detention Centers N=19,890 -19,972	Reception Centers N=2,618	Training Schools N=34,901 -35,040	Ranches N=7,108 -7,180	Total N=64,672 -64,811
<u>Expand school facilities</u>					
Essential	24%	15%	20%	19%	21%
Very important	20%	3%	34%	17%	27%
Moderately important	27%	36%	18%	18%	22%
Slightly important	12%	35%	7%	24%	11%
Not at all important	17%	12%	21%	23%	19%
<u>Expand supplementary education programs</u>					
Essential	20%	4%	28%	21%	24%
Very important	35%	37%	43%	40%	40%
Moderately important	33%	46%	16%	21%	23%
Slightly important	7%	5%	7%	10%	7%
Not at all important	5%	7%	6%	8%	6%
<u>Expand vocational education</u>					
Essential	18%	14%	38%	21%	29%
Very important	23%	11%	35%	39%	31%
Moderately important	23%	34%	14%	19%	18%
Slightly important	10%	26%	6%	10%	9%
Not at all important	26%	15%	7%	11%	14%

Source: Mail Survey, 1991

Summary Regarding Education

If possible, we would have preferred to measure the quality of facilities' educational programming by measuring outcomes, such as students' scores upon admission and release on standardized educational

tests. Unfortunately, such measures were beyond the scope of the project. Thus, we cannot say that conformance to the assessment criteria chosen is associated with satisfactory or unsatisfactory educational programs. We do know the following: almost all facilities provide basic educational programming; 84 percent use State-certified staff; 85 percent of confined juveniles are held in facilities that conform to the minimum teacher-to-student ratio; and 75 percent of juveniles confined in reception centers, training schools, and ranches receive a complete educational and personal needs assessment. Administrators' perceptions of their educational programs suggest that improvements are needed in juvenile facilities.

Recommendations Regarding Education

We recommend that appropriate Federal agencies support funding a study to document educational needs and problems of confined juveniles and to evaluate the capacity of educational programs in juvenile confinement facilities to serve those needs and address those problems.

We recommend that appropriate national organizations jointly define performance-based standards for educational services in juvenile confinement facilities.

B. Recreation

Section B covers one assessment criteria: whether confined juveniles have 1 hour of exercise and 1 hour of leisure time per day. The section describes how many hours of physical exercise juveniles get at different types of facilities and describes the percentage of juveniles who have access to different types of indoor and outdoor recreation areas and equipment.

Recreation is an integral part of institutional programming. Courts have ruled that "the failure to provide regular exercise and recreation to children in institutions is a violation of the children's constitutional rights" (Soler, p. 2-37) and have required facilities to provide 1 to 3 hours of recreation time per day. In addition to the amount of time allowed, recreation includes the range of activities available to juveniles.

Assessment Criteria

Nationally recognized standards emphasize the need for recreation. These standards break recreation into two components: leisure activity and large muscle activity (exercise). ACA developed different recreation standards for detention centers and training schools. ACA detention center standards require 1 hour of large muscle activity and 1 hour of leisure time per day, whereas ACA training school standards do not distinguish between the amount of time allocated for exercise and for leisure, but simply require 2 hours of recreation per school day, and an additional hour on nonschool days. Because detention standards require specific amounts of time for exercise and leisure, we decided to use them to evaluate conformance. Facilities are classified as conforming if juveniles have 1 hour of large muscle exercise and 1 hour of leisure time per day.

Eighty-five percent of juveniles are housed in facilities that conform to this recreation criterion (Table 6B-1). Juveniles in training schools and ranches are more likely to be housed in facilities that do not conform.

Table 6B-1

**Percent of Juveniles in Facilities That Conform to Assessment Criterion on Recreation,
by Facility Type^a**

	Detention Centers N=19,033	Reception Centers N=2,592	Training Schools N=31,956	Ranches N=6,247	Total N=59,827
Percent of juveniles confined in conforming facilities	91%	94%	81%	82%	85%

Source: Mail Survey, 1991

^a For information on percent of facilities that conform, see Appendix E, Table E-30.

Most nonconformance is due to lack of leisure time. Of the 15 percent of juveniles held in nonconforming facilities, 8 percent are held in facilities that do not meet the leisure time requirement, 4 percent in facilities that do not meet the large muscle exercise requirement, and 3 percent in facilities that do not meet either element of the recreation criteria.

Most juveniles are held in facilities that surpass the physical exercise requirement. Sixty-five percent of juveniles are held in facilities that have 2 hours or more of physical exercise per day. Ranches are more likely than other facility types to allow juveniles over 3 hours of exercise. Five percent of juveniles in ranches are held in facilities with all-day outdoor programs that provide 8 or more hours of exercise per day (data not shown).

Site visitors recorded data on outdoor and indoor recreation areas that were available at the facilities they visited. Almost all juveniles are confined in facilities with some type of outdoor recreational area; only 5 percent (± 4 percent) are confined in facilities that have none. Over three-fourths of juveniles are housed in facilities that have a baseball field, an outdoor basketball court, or an outdoor volleyball court (Table 6B-2).

Table 6B-2

**Percent of Juveniles Confined in Facilities
With Outdoor Recreation Areas**

Type of Recreation Facility	% of Juveniles
Outdoor playing field	80% (±8%)
Outdoor basketball court	83% (±8%)
Swimming pool	38% (±10%)
Volleyball court	82% (±8%)
Camping gear	36% (±10%)
Ropes course	20% (±8%)
Horse shoes	43% (±10%)
Other outdoor areas	34% (±8%)
No outdoor recreational facilities	5% (±4%)

Source: Site visit protocol

Site visitors also collected data on types of leisure activities available for confined juveniles. All juveniles are in facilities where television is available for leisure; 97 percent (±3 percent) of confined juveniles are in facilities with VCR's. Ninety-four percent (±5 percent) are in facilities where card games are available leisure activities (Table 6B-3).

Table 6B-3

**Percent of Juveniles Confined in Facilities
With Indoor Recreation Areas**

Type of Recreation	% of Juveniles
Gymnasium	70% ($\pm 9\%$)
Weight room	60% ($\pm 10\%$)
Pool table	60% ($\pm 10\%$)
Table tennis	82% ($\pm 8\%$)
Table games	91% ($\pm 6\%$)
Card games	94% ($\pm 5\%$)
Television	100% ($\pm 1\%$)
VCR	97% ($\pm 3\%$)
Other leisure activities	27% ($\pm 9\%$)

Source: Site visit protocol

Summary Regarding Recreation

Eighty-five percent of juveniles are held in facilities that conform to the recreation criterion, and 65 percent of juveniles are held in facilities that provide more than 1 hour of exercise per day. While recreation looks satisfactory for most juveniles, 7 percent of juveniles are held in facilities that provide less than 1 hour of recreation and 5 percent (± 4 percent) are held in facilities with no outdoor recreational facilities. Recreation is tied to other conditions in the facility, such as staffing levels. Several facilities we visited were not using their outdoor playing fields because they lacked sufficient staff coverage.

We have no recommendations for improvements.

C. Treatment Services

Section C covers two assessment criteria: whether juveniles have access to mental health professionals and whether juveniles are in facilities with a minimum counselor-to-juvenile ratio. It describes how frequently mental health professionals are available at facilities and the range in counselor-to-juvenile ratios in the different types of facilities. It describes treatment staff turnover rates and types of treatment programs provided. It describes the percentage of juveniles housed in facilities that provide individual program plans, describes the content of those plans, and shows how frequently progress on those plans is measured.

Mental health services plays a special role in juvenile facilities. Juveniles with severe psychological problems are an increasing source of concern in correctional institutions. In addition, the juvenile justice system places more emphasis on rehabilitation of residents than does the adult justice system. This emphasis reflects the perception that juvenile delinquents, because of their relatively young age, are more amenable to rehabilitation than are adult offenders. Rehabilitation efforts with confined juveniles who have serious mental health problems will be more successful if these residents' psychological problems are also addressed effectively.

State and Federal courts have ruled that children should receive psychological services from trained staff, including a professional evaluation, development of a treatment plan, periodic followup evaluation, and counseling.

Assessment Criteria

ACA recommends that (1) all juvenile facilities provide mental health services by qualified professionals, and (2) all juvenile facilities (except for detention centers) provide an adequate number of counseling staff to meet residents' treatment needs.

a) Provision of Mental Health Services

ACA provides different mental health services recommendations for detention centers than for the other three types of facilities. Detention centers are expected to have a written policy and procedure that specifies the provision of psychological services by mental health professionals who meet the educational and licensing requirements of their specialty. The ACA standard anticipates that these staff will not only work directly with juveniles in need of such services but will also train other facility staff in how best to interact with these residents.

The ACA mental health services standard for the other three types of facilities places greater emphasis on the availability of an entire social services program, including individual, group, and family counseling, rather than just trained mental health workers. ACA notes that a counseling program coordinated with the overall rehabilitation program in these facilities can be effective in resolving personal and interpersonal problems. ACA anticipates that some of these services may be provided through contractual arrangements with community agencies.

ACA excludes detention centers from this standard and applies to them the less stringent standard described above, because rehabilitation generally is not part of these facilities' mission.

Our assessment criteria for provision of mental health services reflects the less stringent standard applied to detention centers. The CIC census asked how often mental health professionals were available at each facility—daily, less than daily, on call, or never. A facility conforms to the mental health services

assessment criteria if it has mental health professionals available on any regular schedule of visits (that is, daily or less than daily) or on call.

b) Counselor-to-Resident Ratio

ACA recommends that all juvenile facilities except for detention centers have at least 1 counselor available for every 25 residents. The CIC census includes the number of full-time and part-time counselors for each facility.¹¹ We used these data to compute the total number of counseling staff per facility and the ratio of counselors to residents.

Table 6C-1 shows the percentage of juveniles held in facilities that conform with these two assessment criteria. Eighty-seven percent of juveniles are held in facilities that have treatment staff available, and 68 percent of juveniles are held in facilities where the ratio of counselors to juveniles is at least 1 to 25.

¹¹ CIC includes in this category counselors, caseworkers, and aftercare staff. We have no information on the extent to which staff reported in this category are trained or certified in counseling.

Table 6C-1

Percent of Juveniles in Facilities That Conform to Mental Health Services Assessment Criteria, by Facility Type

Assessment Criteria	Detention Centers N=19,579	Reception Centers N=2,348	Training Schools N=33,616–33,869^c	Ranches N=5,741	Total N=61,285–61,538^c
Mental health professionals available^a	87%	99%	91%	58%	87%
Counselor-to-resident ratio of 1:25 or higher^b	42%	99%	85%	48%	68%
Percent of juveniles in facilities that:					
Conform to all criteria	42%	99%	85%	49%	68%
Conform to one criterion	45%	0%	6%	10%	19%
Conform to none of the criteria	14%	1%	9%	42%	13%

Source: CIC Census, 1991

^a For information on percent of facilities in conformance, see Appendix E, Table E-31.

^b For information on percent of facilities in conformance, see Appendix E, Table E-32.

^c Numbers vary according to the number of completed questionnaires.

Ranches are less likely than other facility types to conform to both the assessment criteria. Although detention centers are not required to conform with the criterion on the ratio of counselors to juveniles, 42 percent of juveniles in detention centers are held in conforming facilities.

Juveniles were asked to rate both the importance and the facility's success in providing juveniles an opportunity to talk with staff members about problems. Juveniles placed this topic's importance

between "very important" and "moderately important."¹² Juveniles rated facilities' success between "satisfactory" and "very good."¹³

Staffing

There is a range among facilities in conformance to the assessment criteria. Some facilities have staff available daily, some have staff on call. The ratio of counseling staff to juveniles ranges from over 1 to 10 to under 1 to 50. In addition, there is a third element of staffing, turnover, that is not addressed in the assessment criteria.

Table 6C-2 shows that over one-half of confined juveniles are held in facilities that have mental health staff available daily. Twelve percent of juveniles are held in facilities that only have mental health staff on call.

Table 6C-2

**Percent of Juveniles in Facilities, by Availability of
Mental Health Staff and by Facility Type**

	Detention Centers N=19,579	Reception Centers N=2,348	Training Schools N=33,869	Ranches N=5,741	Total N=61,538
Daily	51%	95%	62%	20%	56%
Less than daily	15%	3%	22%	20%	19%
On call	20%	1%	6%	17%	12%
Never	13%	1%	9%	42%	13%

Forty-eight percent of juveniles are held in facilities that far exceed the staff ratio assessment criterion with 10 or fewer juveniles per treatment staff (Table 6C-3). This includes 64 percent of juveniles held in training schools. Although 52 percent of juveniles in ranches are held in nonconforming facilities, only 7 percent are held in facilities with a counselor-to-juvenile ratio greater than 1 to 25; most ranches that do not conform simply do not have any treatment staff. Detention centers are more likely than other facility types to have over 50 juveniles per treatment staff member, probably because detention centers are not attempting to provide ongoing intensive treatment. Instead, they have treatment staff available for juveniles that need immediate counseling.

¹²The mean score was 2.49 ($\pm .12$) on the following scale: 1 = essential, 2 = very important, 3 = moderately important, 4 = slightly important, and 5 = not at all important.

¹³The mean response was 2.54 ($\pm .11$) on the following scale: 1 = outstanding, 2 = very good, 3 = satisfactory, 4 = needs improvement, and 5 = unacceptable.

Table 6C-3

**Percent of Juveniles in Facilities,
by Ratio of Juveniles to Treatment Staff^a
and by Facility Type**

	Detention Centers N=17,379	Reception Centers N=2,342	Training Schools N=33,570	Ranches N=5,617	Total N=58,908
No treatment staff	15%	1%	9%	43%	14%
1:10 or fewer juveniles per treatment staff member	23%	23%	64%	38%	48%
1:11 to 1:25	24%	77%	21%	12%	23%
1:26 to 1:50	18%	0%	4%	2%	8%
Over 50 juveniles per treatment staff member	20%	0%	2%	5%	7%

Source: CIC Census, 1991

^a We have no information on the educational attainment or training levels for the treatment staff displayed in this table.

Turnover rates indicate the extent of staff experience and job satisfaction. Staff are more likely to leave their jobs if they are overworked or under stress. If there is high turnover, most positions will be filled by staff who are inexperienced and unfamiliar with the facility and juveniles. We estimated turnover rates by dividing the number of treatment staff who had left their positions within the last year by the total number of supervision staff (Table 6C-4).¹⁴

¹⁴This included those who left for any reason, including leaving the employment of the facility and agency, as well as those who transferred to different positions within the facility or agency. We included the latter because positions left vacant must, nonetheless, be filled and new staff trained.

Table 6C-4

**Treatment Staff Turnover Rates in Juvenile Facilities,
by Facility Type**

	Detention Centers N=16,644	Reception Centers N=2,387	Training Schools N=33,637	Ranches N=6,069	Total N=58,738
% of juveniles in facilities with zero turnover rate	61%	74%	23%	45%	38%
Turnover rate for average juvenile	8%	4%	16%	14%	13%
Range of turnover rates	0-86%	0-50%	0-80%	0-50%	0-86%

Source: Mail Survey, 1991

Thirty-eight percent of juveniles are held in facilities that had no treatment staff turnover in the past year, including 61 percent of juveniles in detention centers. Juveniles are held in facilities where, on average, the treatment staff turnover rate is 13 percent. This rate varied considerably among facilities, however. The highest reported turnover rate is 86 percent.

Treatment Programming

Treatment programming includes specific programs offered by the facility, individual program plans, and regular evaluations. We also collected data on the extent of family involvement in the treatment program.

Table 6C-5 shows the percentage of juveniles held in facilities that provide a variety of treatment programs.¹⁵ Facilities are most likely to offer programs that do not require counseling staff, such as health and nutrition or AIDS prevention. Eighty-two percent of juveniles are held in facilities that provide psychological counseling.

¹⁵These percentages do not reflect the percentage of juveniles participating in these programs. For example, 53 percent of juveniles held in training schools are in facilities that have programs for sex offenders, but probably a much smaller percentage of juveniles are actually enrolled in a sex offender treatment program.

Table 6C-5

**Percent of Juveniles in Facilities,
by Available Treatment Programs and by Facility Type**

Type of Treatment Program:	Detention Centers N=19,579	Reception Centers N=2,348	Training Schools N=33,869	Ranches N=5,741	Total N=61,538
Psychological counseling	77%	94%	90%	50%	82%
Family counseling	41%	86%	68%	53%	58%
Employment counseling	55%	74%	95%	84%	81%
Health and nutrition	88%	95%	98%	93%	94%
AIDS prevention	86%	94%	95%	90%	92%
Other counseling programs	29%	14%	29%	44%	30%
Juvenile sex offenders	21%	79%	53%	19%	40%
Violent juvenile offenders	22%	83%	51%	18%	40%
Juveniles with drug/alcohol dependency	47%	84%	80%	43%	66%
Suicide risks	46%	90%	62%	15%	53%
Juvenile arsonists	6%	70%	26%	7%	20%
Other specialized treatment programs	4%	29%	16%	11%	12%

Source: CIC Census, 1991

Of specialized programs, drug or alcohol treatment programs are most likely to be offered to juveniles. In general, juveniles in training schools are more likely to have available each type of treatment program than are juveniles in other facility types.

An individual program plan (IPP) is a record kept of each juvenile's behavior and progress toward goals. Almost all juveniles in training schools and ranches, but only 35 percent of juveniles in detention centers, are held in facilities that prepare individual program plans (Table 6C-6).

Table 6C-6

**Percent of Juveniles in Facilities,
by Preparation of Individual Program Plans
and by Facility Type**

	Detention Centers N=19,885	Reception Centers N=2,618	Training Schools N=35,102	Ranches N=7,113- 7,180	Total N=64,769- 64,785
Individual program plans prepared	35%	60%	98%	99%	78%
Areas covered by IPP					
Institutional behavior	37%	63%	93%	90%	74%
Treatment needs	29%	63%	98%	98%	75%
Education needs	32%	64%	98%	97%	76%
Family relations	20%	56%	90%	97%	68%
Release planning	20%	63%	93%	96%	70%

Source: Mail Survey, 1991.

Individual program plans are most likely to cover educational needs and treatment needs. Detention centers are less likely than other facility types to include family relations or release planning in their program plans.

An important element of individual program plans is a regularly scheduled evaluation of each juvenile's progress. Table 6C-7 shows that most juveniles held in facilities that have individual program plans are also regularly evaluated.

Table 6C-7

Percent of Juveniles in Facilities With Regularly Scheduled Evaluations, by Interval of Evaluation and by Facility Type

	Detention Centers N=18,563	Reception Centers N=2,356	Training Schools N=34,296	Ranches N=6,799	Total N=62,013
No individual program plan	65%	40%	2%	1%	22%
Evaluations more than once a week	12%	1%	0%	0%	4%
Once a week	6%	5%	6%	17%	7%
At least once a month	10%	34%	41%	31%	30%
At least every 3 months	1%	20%	42%	43%	29%
Every 4 months or less	0%	0%	9%	6%	6%
Evaluations not regularly scheduled	7%	0%	1%	2%	3%

Source: Mail Survey, 1991

Fifty-nine percent of juveniles are held in facilities that have evaluations at least monthly or every 3 months. A smaller percentage of juveniles are held in facilities that have weekly evaluations or where there is more than 4 months between each evaluation. Detention centers are an exception; although most juveniles held in detention centers are not regularly evaluated, 12 percent of juveniles in detention centers are evaluated more than once a week.

Facility administrators estimate that a high percentage of juveniles have problems with their families, such as inadequate family functioning, neglect, or problems with family dynamics. Most juveniles will return to their families after leaving the juvenile justice system. For these reasons, treatment programs often are more successful if parents participate in the program with the juvenile. As shown by Table 6C-8, 50 percent of juveniles are held in facilities that invite parents to participate in treatment. Few facilities either require or prohibit family participation. (As will be shown in Chapter 7A, the average distance between juveniles' homes and the facilities in which they are confined is 58 miles. Hence, distance is often a serious barrier to parental involvement.)

Table 6C-8

**Percent of Juveniles in Facilities,
by Policy on Family Involvement in Treatment
and by Facility Type**

Family Involvement in Treatment	Detention Centers N=19,618	Reception Centers N=2,618	Training Schools N=33,820	Ranches N=7,180	Total N=63,236
Treatment programs not offered	62%	45%	5%	6%	24%
Parents required to attend	9%	7%	7%	17%	9%
Parents invited to participate	17%	40%	66%	65%	50%
Parents play no role, but could if wanted to	8%	9%	20%	9%	15%
Parents not permitted to participate	4%	0%	0%	2%	1%
Other	1%	0%	2%	1%	1%

Source: Mail Survey, 1991

Summary Regarding Treatment

Eighty-seven percent of confined juveniles have access to mental health professionals, either on staff or within the community. Sixty-eight percent are in facilities that have at least 1 counselor for every 25 juveniles. Ranches, however, perform poorly on both criteria. Only 42 percent of juveniles in detention centers are in facilities that meet the counselor staff ratio criteria.

The provision of mental health services is highly related to the purpose of the facility, which in turn is related to facility type. On the whole, detention centers are short-term facilities and, hence, are less likely to provide rehabilitation. Treatment programs are available less often in detention centers than in other facility types, probably due to the shorter duration of confinement in detention and to laws in many States that preclude providing compulsory treatment to preadjudicated youth. Less than 40 percent of youth in detention have access to individual program plans, compared to almost 100 percent in training schools and ranches. Turnover rates among counselors are lower than for supervision staff, but, again, there is wide variation.

Almost all training schools conform with the assessment criteria, and most training schools provide specialized treatment programs and prepare individual program plans for residents. Although ranches are more similar to training schools in purpose and length of stay, they are the least likely of any facility type to be in conformance. Forty-two percent of juveniles held in ranches never have access to

mental health professionals, and only 50 percent of juveniles in ranches are held by facilities that provide psychological counseling. Interestingly, almost all juveniles in ranches are held in facilities that prepare individual program plans. Only 3 percent of juveniles held in ranches are not regularly evaluated. Thus, ranches prepare program plans and conduct evaluations, but they tend not to have mental health staff available to provide counseling to juveniles. As with education, however, we have no measures of treatment effectiveness.

Recommendation Regarding Treatment

We recommend that Federal, State, and local agencies support systematic review of treatment needs of confined juveniles and of the effectiveness of treatment programs in juvenile facilities.