

ALASKA LEGISLATURE COMMITTEE FILES 1983-1984 86/2

2388 SHESS HB 109

MSG 83-00023035 PRTY 1 06/06/83 15:01:43 ORIG: LA08 IN= 0005 OUT= 0002
FROM: BARBARA IN ANC TO: TOM IN JUN
TARGET: LJHG SUBJ: (S) HESS, T/C, 6/5

ANC

OMNI #1

IN ANCHORAGE:

TO SPEAK:

- 1. DENNY PATELLA/FAMILY CONNECTION

TO OBSERVE:

- 1. ELIZABETH J. HICKERSON

MSG 83-00023038 PRTY 1 06/06/83 15:03:43 ORIG: LF02 IN= 0001 OUT= 0003
FROM: LYNDA/FBX TO: TOM/JND
TARGET: LJHG SUBJ: SEN HESS T/C HB109

FBX

FBX #1

TO TESTIFY:

TO OBSERVE:

- 1. IRENE PEYTON -- MAY WISH TO TESTIFY LATER
- 2. GENE SHAFER
- 3. STEVE WIDMER

-EOM

MSG 83-00023036 PRTY 1 06/06/83 15:07:29 ORIG: LR00 IN= 0008 OUT= 0004
FROM: FLORENCE IN BARROW TO: TOM
TARGET: LJHG SUBJ: SEN HESS T/C ON CSHB109

BARROW

OMNI # 1

HERE TO OBSERVE ONLY:

LORI LAMDREAU, ADULT PROBATION/PAROLE, BOX 810, BARROW 952-8700

MSG 83-0002041 PRTY 1 06/06/83 15:05:19 ORIG: LA08 IN= 0006 OUT= 0005
FROM: CANDY ANCHORAGE TO: TOM
TARGET: LJHS SUBJ: S. HESS ON 45 109

OMNI # 2

WITNESSES:

2. JOHN GARVIN
3. DANA FARE
4. CECILIA KLEINHAUF

MSG 83-00023064 PRTY 1 06/06/83 15:39:43 ORIG: LF02 IN= 0003 OUT= 0013
FROM: LYNDA/FBX TO: IOM/JNO
TARGET: LHM SBJ: SEN HESS CMTE T/C 6/6 HB109

FBX #3

PARTICIPANT #4, MICHAEL JEFFERY, HAD TO LEAVE.

TO OBSERVE:

5. MARSHA SCHNEIDER, MAY WISH TO TESTIFY LATER.

-EOM

MSG 83-00023029 ~~TTTT~~ 1 06/06/83 14:55:49 ORIG: LS01 IN= 0003 OUT= 0001
FROM: FALBENE, SITKA TO: TOM, MODERATOR
TARGET: LJHG SUBJ: (S)HESS / HB 109

OMNI 1

TO OBSERVE:

1. ART NIELSEN

EDM

2. Howard Groves

MSG 83-00023125 PRTY 1 06/06/83 17:01:22 ORIG: LA08 IN= 0010 OUT= 0034
FROM: BARBARA IN ANCHORAGE TO: STATS IN JNU
TARGET: LJHZ SUBJ: (S) HESS, T/C, JUNE 6, HB 109

IN ANCHORAGE:

TO SPEAK:

1. DENNY PATELLA/FAMILY CONNECTION, 1836 W. NORTHERN LIGHTS, 99503, 279-0552
2. JOHN GARVIN, 1200 E. 27TH, 99504, 276-4515
3. DANA FARE, 716 W. 4TH AVENUE, #500, 279-7541
4. CECILIA KLZINHAUF, 4201 MCINNES, 99504, 563-6073/786-1714
5. DAVE RING, 9033 W. 80TH AVE, 99502, 243-0737
6. DAVID GLENDE, 600 CORDOVA, #3, 99501, 274-6541

TO OBSERVE:

1. ELIZABETH J. HICKERSON, 1024 W. 6TH, 99501
2. KEN LEYLSA, 600 CORDOVA, #3, 99501, 274-6541

TO SPEAK 6
OBSERVERS 2

TOTALS 8

June 6, 1983

Joe Pappay, Vic

CSHB 109 (JUD) - teleconference

Saldana

Judge Hanson

1963-69 District Judge in Anch. - vast
bulk of juvenile cases.

1971-1982 - Superior Court - juvenile/kennel

1975 - Y-K judge - juvenile

1982 - Barrow service district

- jurisdictional age lowered to 16 for all criminal
acts.

- separate incarceration/treatment for 16-20 yr olds.

- McLaughlin no longer good for 13-14 yr olds
because of sophistication of juveniles

Pappay - expanded freedom means expanded responsibility

Anchorage

Denny Patella - Family Connection

Strong opposition to bill.

Bits and pieces of changes to Children's
Statutes.

Sec 1-2 - don't believe that categorical
statements re placement in adult
facilities.

John Caron - Pres. AK Assoc. of Amos for
Children

Strong opposition - bill needs
further study - interim Committee
on juvenile code.

if not likely, propose:

~~all~~ would provide for children in

fault system - prisons already overcrowded.
 sec 1 (b) line 16 - conflicts with sec 9

pg 1 line 26 - in conflict w/ Children's Code. (sec 9)

sec 27 - must protect kids until proven guilty.
 pg 3 - line 18 - delete "is confined ..., child."

pg 5 - line 8

"Court jurisdiction over a person 16-17 yrs of age rather than under 18."

urge language in 47.10.060 not be repealed

sec 9 (2) - geck.

Bill references punishment rather than rehabilitation juveniles (minorities) often get inadequate legal counsel. About 1/2 are natives they work with.

Can currently waive to adult status - is adequate when needed.

Less than 1% of juveniles find themselves in this case of being tried as an adult.

Joe provisions in sec 7 seems harsh. - invasion of court discretion.

sec 9 - don't want to apply to all under 18
 "no substantial likelihood" is questionable
 the court needs to see factors in totality

Puppy 6,128 cases filed against juveniles (1981) ex.

Dana Fabe - Pub Def.

against CSAB 109

automatic waiver not the best route - are

most amenable to treatment — but not in an adult facility.

Case by case is better. Senate version SB127 not including Class A.

could be equal protection problems because class A and B felons are close → may convict of lesser charge, but they would already be in adult court.

problems w/ prosecutorial discretion.

Accomplice liability —

impact will be greater numbers of juveniles classified by offense rather than age. No treatment in pre-trial holding facilities. — They after stay 4-6 months → will be exposed to dangerous adults, sexual abuse etc.

once a juvenile is waived to adult court they should not have to come under presumptive sentencing.

Joe in waiver proceedings — Sec 9 determination — effect on prosecutorial stance → putting client on the stand.

Prosecutor tries to determine likelihood of waiver.

Statute works well now — they generally keep the juvenile off the stand.

Vic has there been recidivism analysis of these groups?

not aware of any → before major provisions are made to Children's code, a study should be made.

Many may be shipped out to Fed. penitentiaries.

Pappy What about victims?

Need more communication w/ victims so that they know what's happening

Pa. Klinckauf - OK NASW.

our society makes delineations between child and adult by age.

waiver provision provides a mechanism for juvenile court to address situations.

Many believe that waiver is not used enough because of court discretion.

Recently, all requests have been granted.

no accurate data is kept in the State
ages / types of offenses / no. of requests → granted / denied → what areas & judges.

legislation is not based on any actual data.

ANASW research - talked to courts Arch / FBKS.

FBKS:

2 petitions 1982

(homicide age 14, Burglary 17)

both waived

Arch:

12 ~~petitions~~ 16 yr or older - class / unclassified.

2 petitions to waive → granted

1 was granted for Class B felony

Small number makes it feasible for court to review case by case.

Sec 9 - some problems but at least provides specific criteria for waiver. Intent is laudable.

Fiscal impact - seems to change

Other options:

- require waiver petition for certain crimes
- set higher age for time ~~of~~ confined in juv. facilities
- special facilities for juvenile - especially pretrial

Reestablish Children's Code Task Force:

1. document prob. of crime/naives
2. review law change other states
3. present options
4. submit report to legislature

Vic

How long for task force study?

- once provided w/ legal counsel & travel; the work went quickly. an interim would be sufficient time.

- est. by leg council/governor allocated funds.
(Child Welfare Journal) Selected Staff & attorney.
↳ copies for committee.

Fairbanks

Gene Poyton

appeared to bill - need to redo entire children's code.

Arch.

David Ring

support the idea of including 16-17 yrs old in adult w/ exceptions for those whose maturity is in question.

degs. prosecution granted too frequently.
sentence in 2 parts with plea in mitigation of another court.

include restitution for victims.

Parent Responsibility Law - in other states - much higher monetary charges than in Ak.

Need uniform enforcement by the state - not lenient on natives.

one who is confined needs adequate protection from becoming a victim of another crime.

Should have a study or work schedule

David Klende - Ak Youth Advocates

prosecutors can circumvent juvenile system through this bill.

Alternative change to evidentiary requirements. new standard is lower.

FBI

James Campbell - Atty

haven't seen an increase in no. of cases or seriousness of crimes

prosecutorial discretion scarce

juvenile justice system works well.

OPPOSED

more investigation prior to revision.

Soldatna

Judge Hansen - opposed to putting juveniles in adult prisons. oppose this bill unless children are out of adult court.

25 Sec. 12.80.060. CONFINEMENT OF CERTAIN MINORS. (a) A person 16
26 or 17 years of age who is charged with an unclassified felony, and who
27 is held in custody, shall be confined in a facility for juvenile
28 offenders until indicted for, held to answer following a preliminary
29 hearing on, or charged by complaint or information following a waiver
1 of indictment or preliminary hearing for an unclassified felony of-
2 fense. Following indictment, preliminary hearing, or waiver the
3 person, if held in custody, shall be confined in a facility for adult
4 offenders.

5 (b) Except as provided in (a) of this section, a person under
6 the age of 18 who has been arrested and is being held in custody for
7 an offense which would be a criminal offense if committed by an adult
8 shall be confined to a facility for juvenile offenders unless chil-
9 dren's court jurisdiction over the person has been waived under
10 AS 47.1C.060, and the person has been indicted for, held to answer
11 following a preliminary hearing on, or charged by complaint or infor-
12 mation following a waiver of indictment or preliminary hearing for a
13 felony offense.

14 (c) If a person under the age of 18 who is subject to the juris-
15 diction of the court under AS 12.05.020 is confined to custody while
16 awaiting sentencing, or is sentenced to a period of incarceration upon
17 conviction, the person must be committed to the custody of the Depart-
18 ment of Health and Social Services for confinement in a correctional
19 facility for adult offenders OR FOR JUVENILE OFFENDERS BASED ON THE
DISCRETION OF THE COURT.

25 Sec. 12.80.060. CONFINEMENT OF CERTAIN MINORS. (a) A person 16
26 or 17 years of age who is charged with an unclassified felony, and who
27 is held in custody, shall be confined in a facility for juvenile
28 offenders until indicted for, held to answer following a preliminary
29 hearing on, or charged by complaint or information following a waiver
1 of indictment or preliminary hearing for a unclassified felony of-
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3 person, if held in custody, shall be confined in a facility for adult
4 offenders.

5 (b) Except as provided in (a) of this section, a person under
6 the age of 18 who has been arrested and is being held in custody for
7 an offense which would be a criminal offense if committed by an adult
8 shall be confined to a facility for juvenile offenders unless chil-
9 dren's court jurisdiction over the person has been waived under
10 AS 47.10.060, and the person has been indicted for, held to answer
11 following a preliminary hearing on, or charged by complaint or infor-
12 mation following a waiver of indictment or preliminary hearing for a
13 felony offense.

Sec. 7. AS 12.80 is amended by adding a new section to read:

Sec. 12.80.060. CONFINEMENT OF CERTAIN MINORS. If a person under the age of 18 who is subject to the jurisdiction of the court under AS 12.05.020 is confined to custody while awaiting trial or sentencing or is sentenced to a period of incarceration upon conviction, the court shall

(1) order that the defendant be confined to an institution designated by the Department of Health and Social Services for offenders under 18 years of age; and

(2) order that the defendant be transferred to an adult correctional facility when the defendant reaches 18 years of age if more than one year remains of the defendant's term of imprisonment and there is no substantial likelihood that the defendant is amenable to treatment.

Page 6, line 12 amend to read:

decision. [A finding that there is no substantial likelihood of successful rehabilitation of the person under children's court proceedings may be based on any one or a combination of the factors.] If the...

Section 1. AS 12.05 is amended by adding a new section to read:

Sec. 12.05.020. JURISDICTION OVER CERTAIN MINORS CHARGED WITH SERIOUS FELONIES. (a) A person 16 or 17 who is charged with an offense designated as an unclassified [or Class A] felony must be arrested and prosecuted as an adult.

(b) A person 16 or 17 years of age who is charged with a Class A felony is subject to AS 47.10.

(c) If the court has waived juvenile jurisdiction over a person under the age of 18 under AS 47.10.060, that person must be prosecuted as an adult.

(d) References in this section to the age of a person refers to the person's age at the time of the offense.

Sec 2. page 1, line 29:

delete "class A"

page 2, line 2:

delete "Class A"

THE LEGISLATURE OF THE STATE OF ALASKA
ELEVENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. Senate CS for CSHB 109 (HESS)
 Title An Act relating to persons 16 and 17 years of age
 Requested by _____ Date 6-24-83

II. FISCAL DETAIL

Agency Affected Department of Health and Social Services
 Program Category Affected Division of Family and Youth Services
 BRU, Program, or Subprogram(s) Affected McLaughlin Youth Center

(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						

TOTAL

FUNDING (Thousands of Dollars) CAPITOL 750.0

GENERAL FUND					750.0	
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

The Department assumes that 15 persons will be waived during 1984. The Division of Family and Youth Services feels that these juveniles should be housed separately and anticipate that a portion of McLaughlin would have to be remodeled.

The only other option would be to contract them out to a Federal institution for juveniles. Since ~~that~~ state does not currently do this, we are unaware of the cost factors.

Housing juveniles costs approximately \$36.0 per year.

IV. DATE June 24, 1983 PREPARED BY Senate HESS Committee
 AGENCY _____

Original: Legislative Finance PHONE 465-4907
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)

THE LEGISLATURE OF THE STATE OF ALASKA
ELEVENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. Senate CS for CSHB 109 (HESS)
 Title An Act relating to persons 16 and 17 years of age
 Requested by _____ Date June 24, 1983

II. FISCAL DETAIL

Agency Affected Department of Health and Social Services
 Program Category Affected Adult Corrections
 BRU, Program, or Subprogram(s) Affected _____
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL					14.3	
400 COMMODITIES					24.8	
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.					2.5	
TOTAL					41.7	

FUNDING (Thousands of Dollars) CAPITOL 730.0

GENERAL FUND					771.7	
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

The Department of Health and Social Services assumes that 5 persons will be placed in Adult Corrections through this bill. Per bed cost is \$143.0 per year.

IV. DATE June 24, 1983 PREPARED BY Senate HESS Committee
 AGENCY _____

Original: Legislative Finance PHONE 465-4907
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)

ACTIVITY SUMMARY

Youth Services Intake
vs.
Court System Intake
Aggregate Data

Activity	Youth Services	Court System
I. INTAKES:-----	1666	4506
A. Arrests	1558	3961
B. Other Referrals	108	545
II. OFFENSE DISTRIBUTION:		
A. Person-----	123	315
1. Felony	23	
2. Misdemeanor	100	
B. Property-----	672	2543
1. Felony	214	
2. Misdemeanor	458	
C. Alcohol/Drugs-----	723	1145
1. Felony	7	
2. Misdemeanor	716	
D. Other-----	130	782
1. Felony	2	
2. Misdemeanor	128	
Total Felonies	246	
Total Misdemeanors	1402	
III. DISPOSITION:		
A. Dismissed	94	0
B. Informal Action:-----	1217	3791
1. Referred	296	433
2. Warned	723	2238
3. Informal Probation	198	187
C. Formal Action:-----	340	713
1. Waived to Adult Court	3	3
2. Petition Filed:-----	337	710
a. Dismissed	23	7
b. Deferred	61	16
c. Adj./Disp.:-----	253	687
i. Formal Probation	193	570
ii. Institutional Order	50	117
Unduplicated Client Count	1036	

Draft

Source: Wasserman & McNabb, 1983

ACTIVITY SUMMARY

Youth Services Intake
Offense & Disposition
Aggregate Data

Activity	% Total	% Sub- Category
I. OFFENSE DISTRIBUTION		
A. Person: -----	7.5	
1. Felony	1.4	18.7
2. Misdemeanor	6.1	81.3
B. Property: -----	40.8	
1. Felony	13.0	31.8
2. Misdemeanor	27.8	68.2
C. Alcohol/Drugs: -----	43.9	
1. Felony	0.4	1.0
2. Misdemeanor	43.4	99.0
D. Other: -----	7.9	
1. Felony	0.1	1.5
2. Misdemeanor	7.8	98.5
 Total Felonies	 14.9	
Total Misdemeanors	85.1	
II. DISPOSITION		
A. Dismissed	5.7	
B. Informal Action: -----	73.7	
1. Referred	17.9	24.3
2. Warned	43.8	59.4
3. Informal Probation	12.0	16.3
C. Formal Action: -----	20.6	
1. Waived to Adult Court	0.2	1.0
2. Petition Filed: -----	20.4	99.0
a. Dismissed	1.4	6.8
b. Deferred	3.7	18.1
c. Adj./Disp.: -----	15.3	75.1
i. Formal Probation	11.7	76.3
ii. Institutional		
Order: -----	3.6	23.7
a. MYC	1.5	40.0
b. FYF	<0.1	1.7
c. NYF	0.4	11.7
d. Private	1.7	46.7

Draft

Source: Wasserman & McNabb, 1983

YOUTH SERVICES SAMPLE DATA SUMMARY

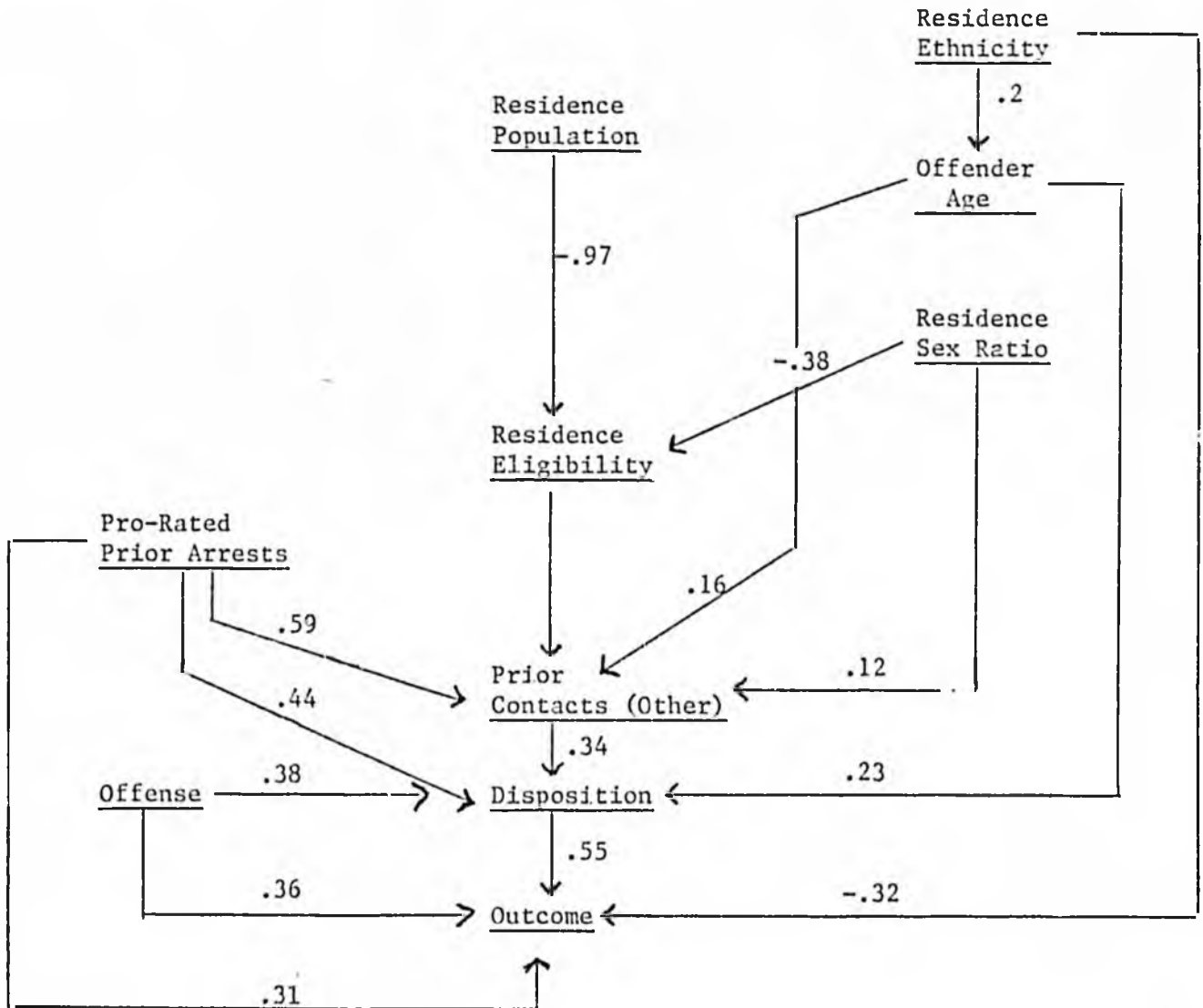
Combined Sample (N=165)
Sample Data

Item	% Total Sample
I. SEX	
A. Males	73.0
B. Females	27.0
II. ETHNICITY	
A. Caucasian	36.0
B. Native	64.0
III. PRIOR ARRESTS	
A. None	51.0
B. 1-2	28.5
C. 3+	20.5
IV. PRIOR CONTACTS (Other)	
A. None	63.6
B. 1	21.8
C. 2+	14.6
V. OFFENSE	
A. Person	10.3
B. Property	55.8
C. Alcohol/Drugs	25.4
D. Other	8.5
Misdemeanor	67.3
Felonies	32.7
VI. SCHOOL STATUS	
A. Attending	78.3
B. Dropped out	17.8
C. Graduated	2.5
D. Suspended	1.3
VII. SCHOOL LEVEL	
A. Grade School	8.0
B. Junior High School	17.3
C. Senior High School	74.7
VIII. OUTCOME	
A. Case Closed	61.8
B. Termination of Custody	7.3
C. Technical Violation	4.8
D. Re-arrest	12.1
E. (Still Active)	(12.7)

Draft

Source: Wasserman & McNabb, 1983

PATH ANALYSIS MODEL
 Youth Services Sample Data
 (N=165)



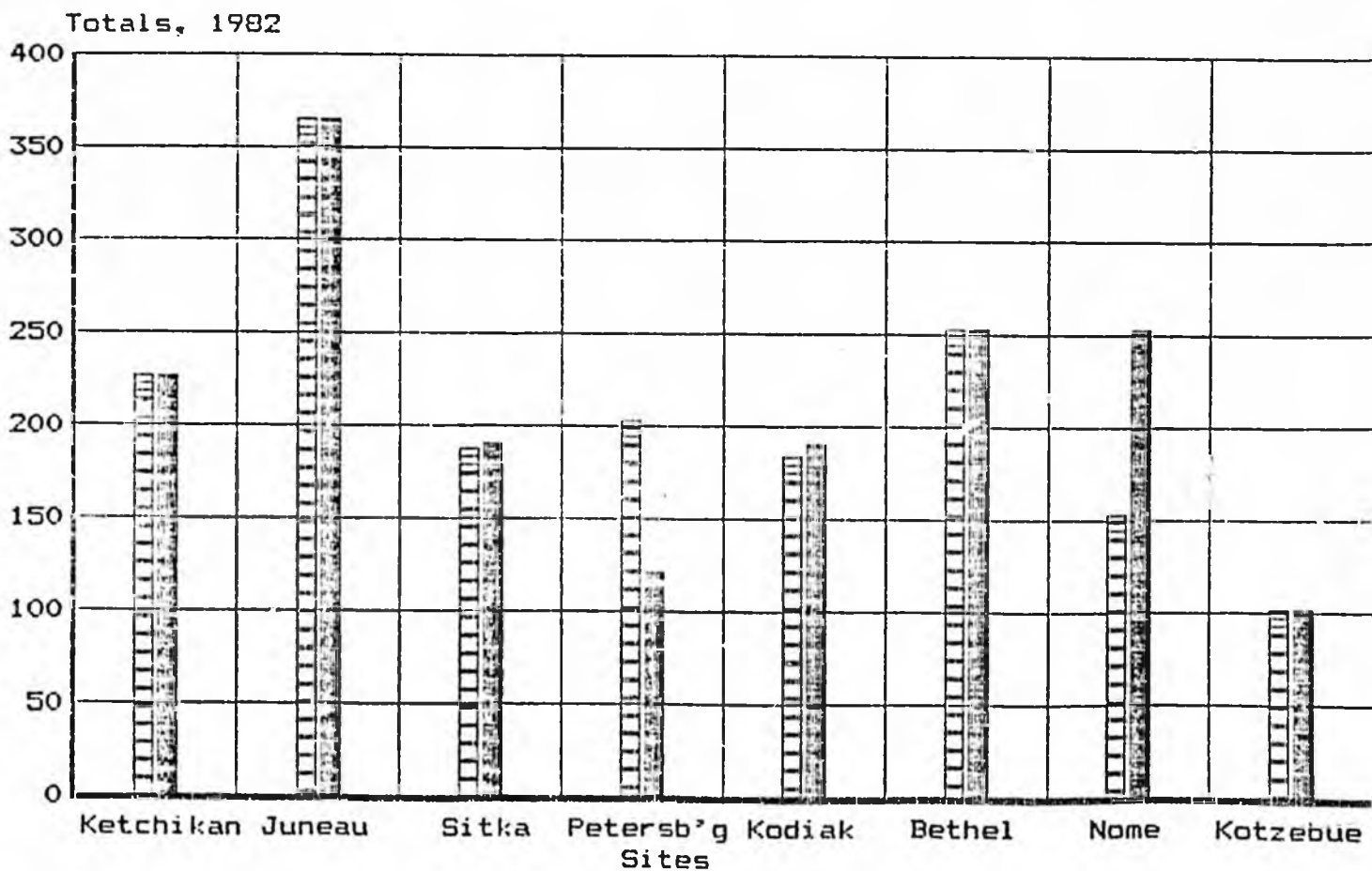
Draft
 Source: Wasserman & McNabb, 1983

DYFS6/DIF

10/30/83

Arrests and Intakes: Field Sites

□ = Arrests
■ = Intakes



Draft

Source: Wasserman & McNabb, 1983

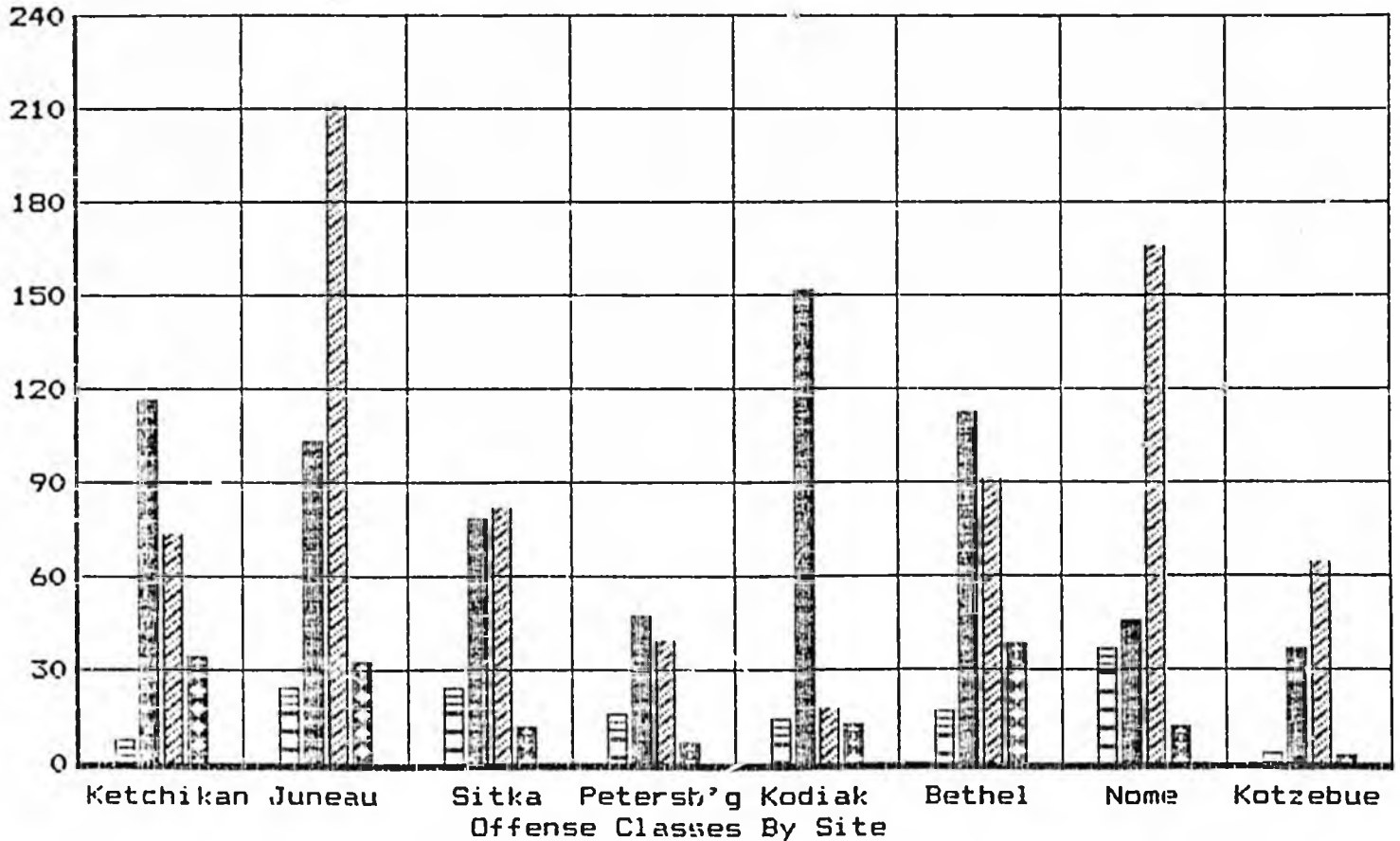
DYFS4/DIF

10/30/83

Offense Distribution: Field Sites

- = Person
- ▒ = Property
- ▓ = Alcohol/Drugs
- ◻ = Other

Totals, 1982



Draft

Source: Wasserman & McNabb, 1983

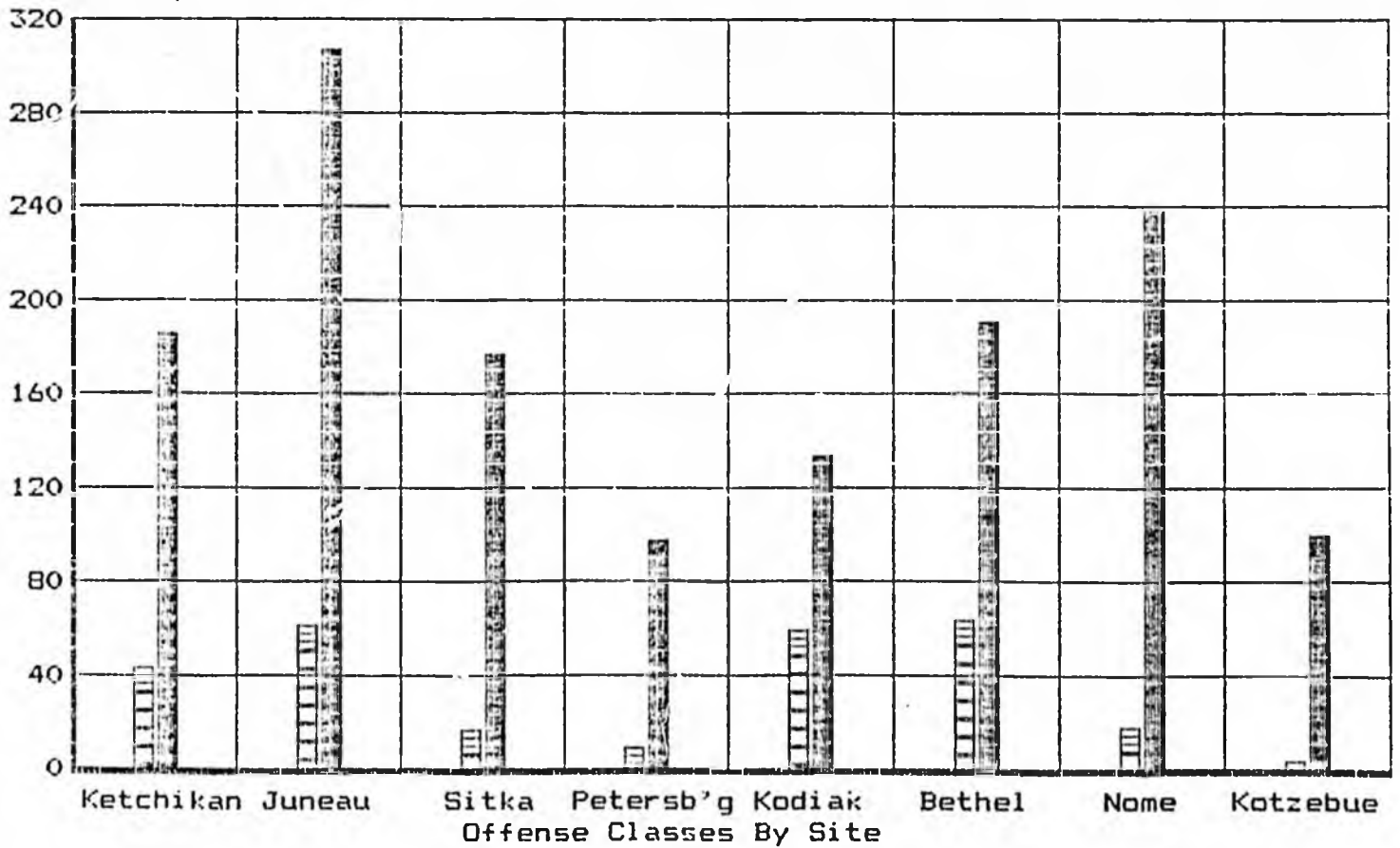
DYFSB/DIF

10/30/83

Felonies and Misdemeanors: Field Sites

- = Felonies
- ▣ = Misdemeanors

Totals, 1982



Draft

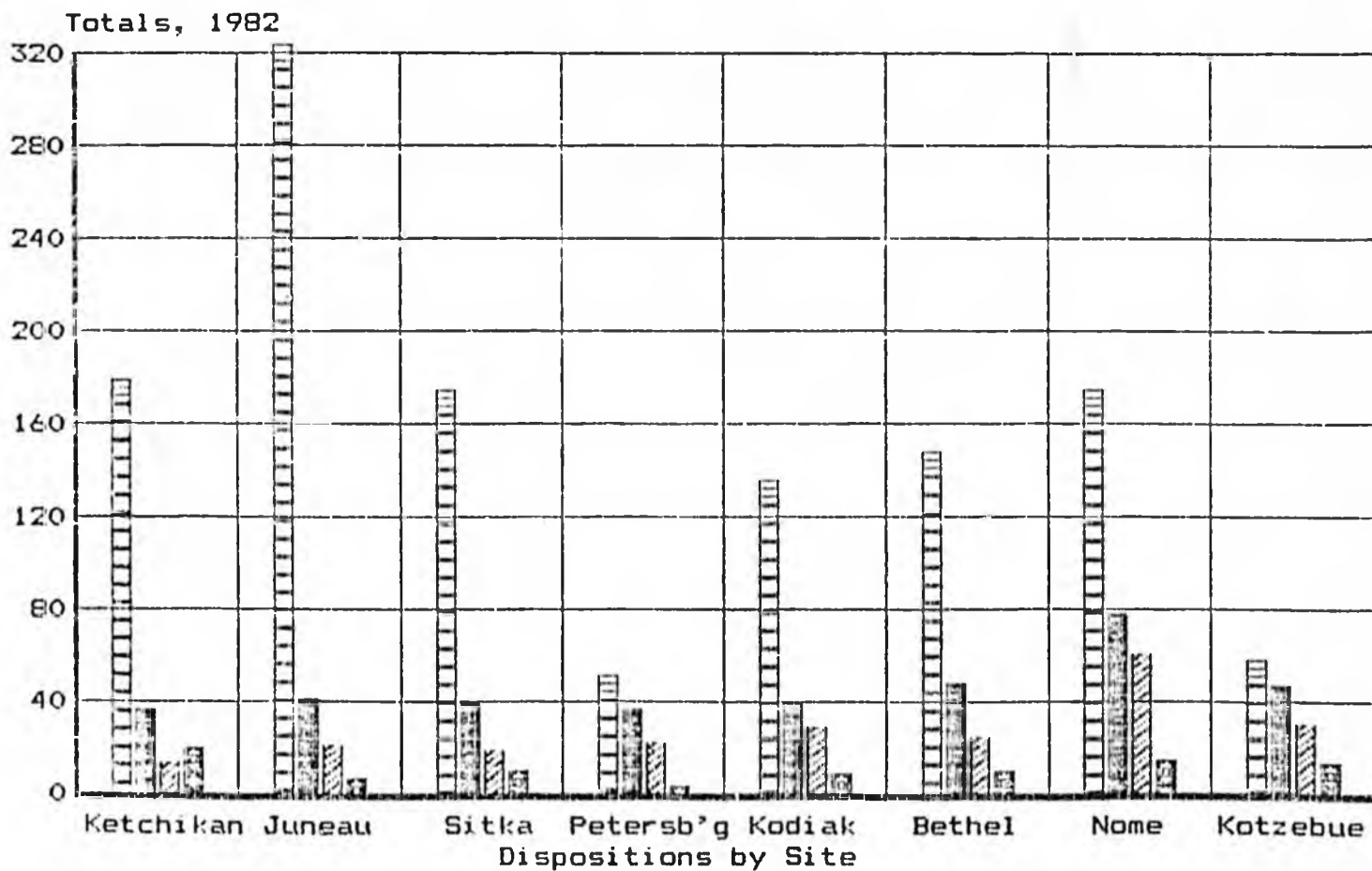
Source: Wasserman & McNabb, 1983

DYFS2/DIF

10/30/83

Selected Dispositions: Field Sites

- = Informal Action
- ▨ = Formal Action
- ▩ = subclass: formal probation
- ▧ = subclass: institutional order



Draft

Source: Wasserman & McNabb, 1983

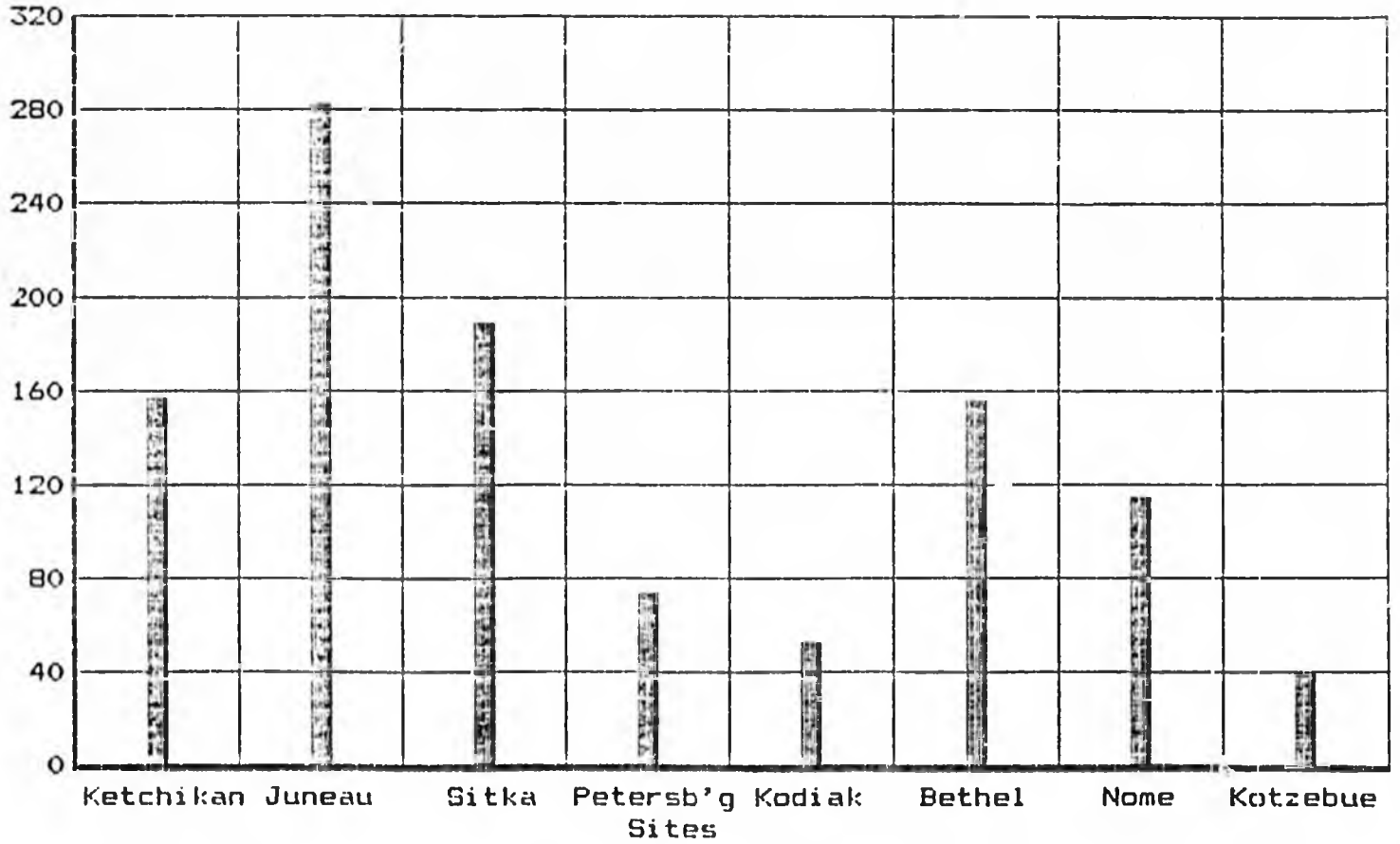
DYFS9/DIF

10/30/83

Unduplicated Client Count: Field Sites

▒ = Unduplicated Clients

Totals, 1982



Draft

Source: Wasserman & McNabb, 1983

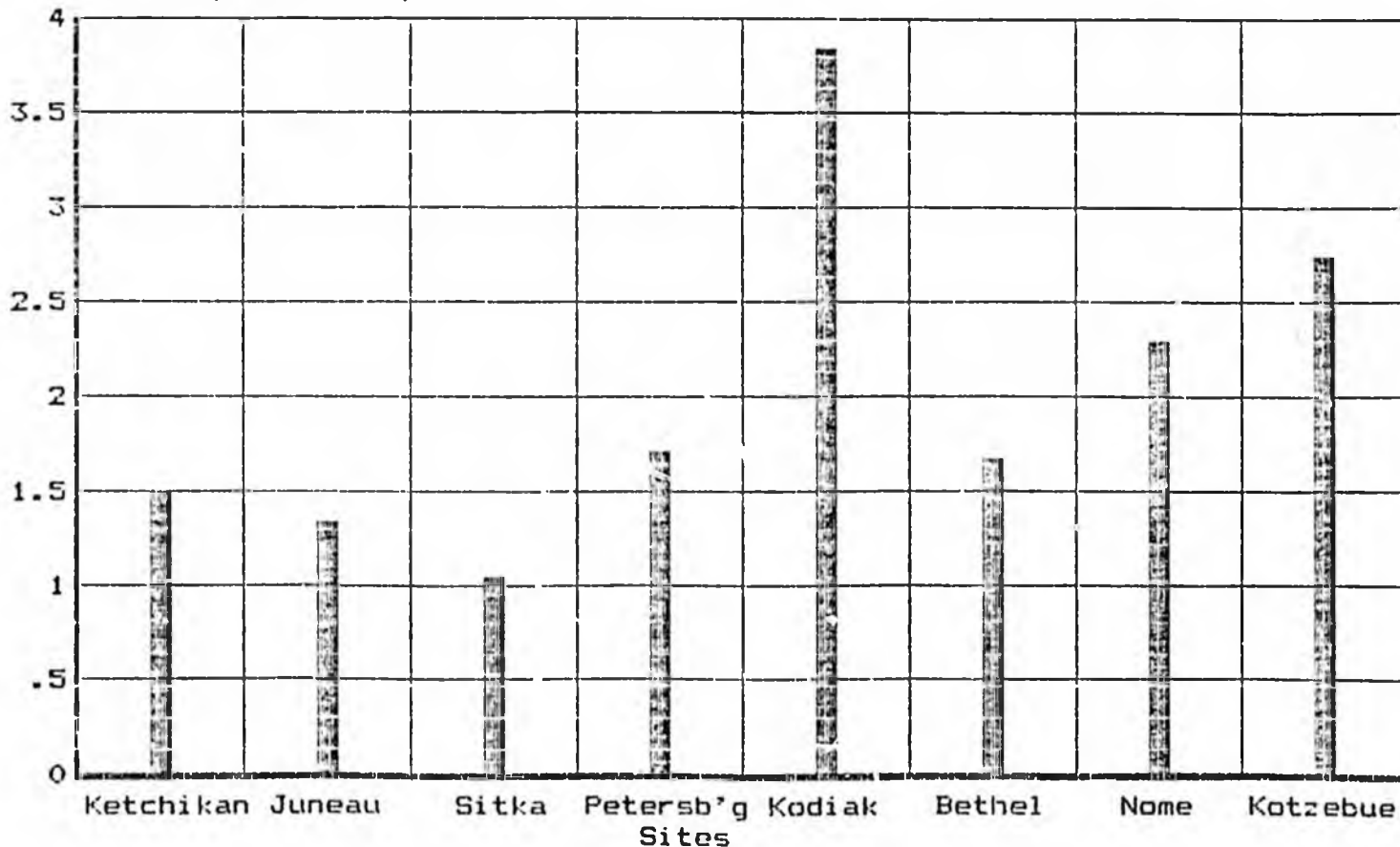
DYFS10/DIF

10/30/83

Intakes/Client Ratio: Field Sites

■ = Client Ratios by Sites

Intakes per Client, 1982



Draft

Source: Wasserman & McNabb, 1983

ANNUAL REPORT



FISCAL YEAR 1983

STATE OF ALASKA

DEPARTMENT OF HEALTH & SOCIAL SERVICES

DIVISION OF FAMILY & YOUTH SERVICES

MICHAEL L. PRICE, DIRECTOR

ANNUAL STATISTICAL REPORT

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INTRODUCTION

The Division of Family and Youth Services is the State agency mandated to provide directly or to arrange through contract a wide range of client services which are designed to prevent or remedy neglect, abuse, and exploitation of children, youth, and adults, and to prevent delinquent behavior. Unless noted otherwise, the data which is contained in this report is for the period July 1, 1982 to June 30, 1983, the State 1983 Fiscal Year (hereafter "FY 83"). Statistics are divided into four categories: Social Services, Youth Services, Community Care Licensing, and Preventive Youth Services.

The information presented in this document was derived primarily from the Division's client and facility automated reporting systems. All Division social workers, probation officers, and licensing workers participate in these reporting systems.

SUMMARY OF SIGNIFICANT TRENDS AND DEVELOPMENTS

Social Services:

- The number of children and family members receiving child protection services in FY 83 increased 10% from FY 82.
- The number of adults receiving adult protective services in FY 83 decreased from FY 82, from 1,728 to 1,667.
- 249 adults were provided residential care.
- Annualized welfare grant savings realized by WIN job placement activities totalled \$2,223,552.

Youth Services

- There was a 15% increase in the average caseload for probation officers as compared with the previous year.
- 1,800 youth were detained in State facilities.
- 127 youth were provided institutional treatment services.

Community Care Licensing

- The number of day care facilities, residential care facilities, and foster homes licensed by the Division rose 16% from the prior year (from 1,364 to 1,579).

SOCIAL SERVICES

Social services are provided by 114 line staff working out of 29 field offices, and supervised out of six regional offices. Regional offices are staffed by a regional manager, who is responsible for administration of the region, and by regional licensing staff (community care licensing specialists). Appendix I shows a map of the State and breaks out the six Social Services regional boundaries.

Number Of Clients Served By Region

The Western Region, with its headquarters in Bethel, served a total of 693 clients, or 5.7%, of the total clients served statewide in FY 83. Three hundred and seventy-seven (377), or 3.4%, of the statewide total, were served by the six line workers in the Bethel field office. The remaining 301 clients were served out of the six smaller field offices in the region: Kwigillingok, Alakanuk, Mountain Village, Aniak, Grayling, and Scammon Bay. Each of the six villages is served by a paraprofessional staff member who lives in the village.

The Southcentral Region, with headquarters in Anchorage, served a total of 6,147 clients, or 52.9%, of the statewide total in FY 83. These clients were served by the 51 workers assigned to this region. The 33 workers in the Anchorage field office served 4,111 clients, or 35.4%, of the statewide total for FY 83. The workers in the Mat-Su office served 436, or 3.8%, of the statewide total, while the workers in the Eagle River office served 423 clients, or 3.7% of the statewide total. The remaining 1,177 clients were served by the workers in the other 10 field office locations in this region.

The Northern Region is comprised of six field office locations (Fairbanks, Galena, Ft. Yukon, Barrow, Tok, and Healy), with the regional headquarters located in Fairbanks. The 25 line staff in the region served 2,602 clients, or 22.5%, of the statewide total in FY 83. Of that total, 1,624 clients, or 14.0%, of the statewide total were served by the 13 line staff in the Fairbanks field office.

The Northwestern Region is comprised of three field office locations, with the regional headquarters located in Nome. The total number of clients served by this region in FY 83 was 440, or 3.8%, of the statewide total. These clients were served by six line staff in the three field offices, in Nome, Kotzebue, and Unalakleet.

The nine staff in the Southeastern Region served 945 clients in the Northern Panhandle, out of its two field offices in Juneau and Sitka. The six line staff in the Juneau office served 546 clients or 4.7%, of the statewide total, while 405 clients, or 3.5%, of the statewide total, were served by the three workers in Sitka.

The eleven line staff in the Southern Region served 774 clients, or 6.7%, of the statewide total in FY 82. The Petersburg worker served

105 clients, or .9%, while the Wrangell worker served 99 clients or .9% of the total client population statewide.

Table 1 reflects the number of clients served by the Social Services section, by region, and by field offices within each region. This Table displays not only the totals for the year, but also shows client movement by showing the number of cases being served at the beginning of the year, the number of cases opened, and the number of case closures as well.

SOCIAL SERVICES CASES

FISCAL YEAR 1983

TABLE 1

CLIENT COUNT BY REGION/WITHIN REGION BY FIELD OFFICE

REGION/FIELD OFFICE	NUMBER OF CLIENTS					
	REPORTED AT START OF PERIOD	NEW THIS PERIOD	CLOSED THIS PERIOD	REPORTED AT THE END OF FY 83	TOTAL SERVED OVER YEAR	% OF STATE CLIENTS SERVED OVER YEAR
Bethel	150	242	199	193	392	3.4%
Kwigillingok	40	25	24	41	65	.6
Alakanuk	46	10	29	27	56	.5
Mt. Village	28	25	23	30	53	.5
Aniak	25	6	7	24	31	.3
Grayling	41	10	27	24	51	.4
Scammon Bay	21	24	18	27	45	
WESTERN REGION TOTAL	351	342	325	355	693	5.7
Anchorage	1,522	2,589	2,592	1,519	4,111	35.4
Valdez	24	15	15	24	39	.3
Dillingham	69	25	3	91	94	.8
Seward	56	59	42	73	115	1.0
Kodiak	64	129	115	78	193	1.6
Kenai	105	118	111	112	223	1.9
Palmer	238	198	206	230	436	3.8
Cordova	61	45	79	27	106	.9
Eagle River	121	302	294	129	423	3.7
McGrath	20	6	8	18	26	.2
Unalaska	76	49	44	81	125	1.1
Copper Center	54	80	54	80	134	1.1
Homer	76	36	41	71	112	1.0
Iliamna	10			10	10	.1
SOUTHCENTRAL REGION TOTAL	2,496	3,651	3,604	2,543	6,147	52.9
Fairbanks	673	951	975	649	1,624	14.0
Galena	98	94	54	138	192	1.7
Fort Yukon	53	51	34	70	104	.9
Barrow	206	82	120	168	288	2.5
Tek	156	120	81	225	306	2.6
Healy	47	41	15	73	88	.8
NORTHERN REGION TOTAL	1,233	1,369	1,279	1,323	2,602	22.6
Nome	157	111	88	180	268	2.3
Kotzebue	76	70	42	104	146	1.3
Unalakleet	16	10	5	21	26	.2
NORTHWESTERN REGION TOTAL	249	191	135	305	440	3.8
Juneau	272	268	202	338	540	4.7
Sitka	208	197	198	207	405	3.5
Ketchikan	343	227	203	367	570	4.9
Petersburg	68	37	30	75	105	.9
Wrangell	45	54	48	51	99	.9
SOUTHEASTERN REGION TOTAL	946	783	681	1,038	1,739	14.9
STATEWIDE TOTAL*	5,265	6,336	6,026	5,575	11,603	100.0%

*The region for two cases was unidentified.

Client Demographic Characteristics

Sex: Of the 11,567 Social Services clients served during FY 83, 4,925 were male (43% of the total clients served), and 6,615 were female (57% of the total clients served).

Ethnic Group: The largest number of clients served by Social Services in FY 83 was Caucasian: 6,137 clients, or 53%. Alaska Natives represented 38%, or 4,389. Four hundred and ninety-three blacks (4%) and 111 Asian-American (1%) were served. In addition, 473 clients (4%) of other ethnic groups were also served.

Regional variations in ethnicity are quite significant. In the Southcentral region, 65% of the clients were Caucasian, and 22% were Alaska Natives. This contrasts with the Western and Northwestern regions, where 95% of the clients served in each region were Alaska Natives. Ethnic group distribution by region is displayed in Table 2.

Age: Fifty-five percent (55%) of the clients served were 19 years of age or younger, with the largest percentage of those being teenagers and children between five and 12. Fourteen percent (14%) of the clients were four years old or younger.

Adults in the age range 20 to 59 comprised 35% of the client population, while 10% of the clients were sixty years of age or older. The regional distribution by age is shown in Table 2.

TABLE 2
SOCIAL SERVICES CLIENT DEMOGRAPHIC CHARACTERISTICS
FY 1983

<u>REGION</u>	<u>SEX*</u>		<u>ETHNIC GROUP</u>				
	<u>M</u>	<u>F</u>	<u>Alaska Native</u>	<u>Black</u>	<u>Caucasian</u>	<u>Asian</u>	<u>Other**</u>
Western	278	411	658	1	23	5	6
Southcentral	2,674	3,429	1,367	337	3,997	54	354
Northern	1,133	1,149	1,090	97	1,325	26	64
Northwestern	191	249	415	-0-	19	-0-	6
Southeastern	348	595	505	16	392	11	21
Southern	300	470	354	2	381	15	22
STATEWIDE TOTAL	4,925 43%	5,615 57%	4,389 38%	493 4%	6,137 53%	111 1%	473 4%

<u>REGION</u>	<u>AGE ***</u>				
	<u>4 Yrs -Less</u>	<u>5-11</u>	<u>12-19</u>	<u>20-59</u>	<u>60 or Over</u>
Western	85	136	119	238	115
Southcentral	884	1,294	1,295	2,245	409
Northern	385	518	403	1,024	261
Northwestern	65	102	106	58	109
Southeastern	130	187	159	344	122
Southern	115	164	201	159	133
STATEWIDE TOTAL	1,664 14%	2,401 21%	2,284 20%	4,069 35%	1,149 10%

*The sex of 63 clients was not reported.

**Includes Non-Alaskan Natives, Mexican Americans, and others.

***The age of 36 individuals was not reported.

SERVICE CATEGORIES

There are four categories of direct Social Services: Information and Referral; Individual and Family Counseling; Child Protection; and Adult Protection.

Table 3 displays the number of services opened during the year. The percentage displayed in parentheses is the percent of service in each service category by region. The number of services is not the same as the number of cases, as an individual may have received services in more than one service category during the year.

TABLE 3
CLIENTS BY SERVICE BY REGION

REGION	REFERRAL	INDIVIDUAL AND FAMILY COUNSELING	CHILD PROTECTION	ADULT PROTECTION
Western Region	208 (28%)	109 (15%)	290 (39%)	135 (18%)
Southcentral Region	588 (9%)	270 (4%)	4,870 (75%)	764 (12%)
Northern Region	478 (17%)	103 (4%)	1,851 (67%)	318 (12%)
Northwestern Region	34 (7%)	18 (4%)	287 (61%)	131 (28%)
Southeastern Region	77 (8%)	63 (6%)	701 (70%)	157 (16%)
Southern Region	84 (11%)	38 (2%)	516 (62%)	161 (20%)
STATEWIDE TOTAL *	1,180 (10%)	601 (5%)	8,515 (71%)	1,667 (14%)

* For 2 cases, the region was not reported.

SERVICES TO CHILDREN

The Social Services Section of the Division is mandated to serve children who have been, or are in danger of being, abused or neglected by their parents.

Whenever possible, the Division prefers to provide services to children while they are in their own homes, since there is often a better chance of improvement; and there is less disruption to the child. When a child must be placed away from his parent's home, placement with relatives is preferable. At the end of FY 83, 4,340 of the 6,349 children served, or 68%, were living in their own or parent's home, and 418, or 6%, were living with relatives. Ninety-seven children, 2% of the total served, were living with non-relatives. Non relatives may include family friends, school teachers or other individuals with whom the child is placed without payment occurring.

As of June 30, 1983, 340 children, or 5% of the total, were in emergency shelter placement until they were able to return home or move to another placement; while 669 children, or 11% of the total, were in a foster home; and 152 children, or 2% of the total, were in either a group home or institutional placement. Children who need a group home or institutional placement generally need more specialized care and cannot live in a family setting. The majority of children in a group home or institution were adolescents (122 of the 152 children in these types of settings).

At the end of the fiscal year 127 children, or 2% of the total, were in adoptive placement. These adoptions should be finalized within the next few months to a year.

Forty-five (45) children, all but five of whom were teenagers, had run away from their home or placement on June 30, 1983.

Table 4 shows the living situation of these children by region and Table 5 shows the demographic characteristics by living situation at the end of the year.

TABLE 4

Living Situations of Children by Region

LIVING SITUATION AT END OF THE FISCAL YEAR

<u>REGION</u>	<u>Own or Parent Home</u>	<u>Relative Home</u>	<u>Non-Relative Home</u>	<u>Foster Home</u>	<u>Emergency Shelter</u>	<u>Group Home</u>	<u>Institution</u>	<u>Adoptive Home</u>	<u>Run-away</u>	<u>All Other</u>
WESTERN	197	51	9	39	25	4	2	1	0	12
SOUTHCENTRAL	2,487	162	47	359	168	30	51	59	38	72
NORTHERN	850	71	13	146	116	7	6	56	4	37
NORTHWESTERN	136	50	2	30	14	10	11	3	1	16
SOUTHEASTERN	326	48	16	50	4	5	8	4	2	13
SOUTHERN	343	36	10	45	13	8	10	4	-0-	11
STATEWIDE TOTAL	4,340	418	97	669	340	64	88	127	45	161
PERCENT	68%	6%	2%	11%	5%	1%	1%	2%	1%	3%

TABLE 5

Demographic Characteristics of Children
Served by Living Situation at the End of the Period

LIVING SITUATION	SEX*		ETHNIC GROUP					AGE		
	MALE	FEMALE	ALASKA NATIVE	BLACK	CAUCA- SIAN	ASIAN	OTHER	4 Yrs. -LESS	5-12	13-19
OWN OR PARENT HOME	1,978	2,342	1,415	215	2,482	42	186	1,179	1,823	1,338
RELATIVE HOME	178	238	276	13	108	4	17	97	163	158
NON-RELATIVE HOME	26	70	35	1	52	0	9	20	17	60
FOSTER HOME	297	370	349	27	269	4	20	157	192	320
EMERGENCY SHELTER	155	184	159	17	147	3	14	97	95	148
GROUP HOME	27	37	29	1	29	1	4	2	9	53
CHILD CARE RESIDENTIAL FACILITY	49	39	38	3	46	0	1	-0-	19	69
ADOPTIVE HOME	60	67	57	6	58	2	4	73	36	18
RUNAWAYS	12	33	4	2	36	0	3	2	3	40
ALL OTHERS	75	84	78	4	64	0	16	37	4	80
TOTAL	2,857 45%	3,464 55%	2,439 38%	289 5%	3,291 52%	56 1%	274 4%	1,664 26%	2,401 38%	2,284 36%

*The sex of twenty-eight (28) individuals was not reported.

SERVICES TO ADULTS

Social work staff provide directly or arrange through contract a wide range of client services which are designed to prevent or remedy the neglect, abuse, and exploitation of adults, and to prevent or reduce unnecessary institutionalization.

Direct Services

Services include: assessment and referral activities; individual and family counseling; case work, including investigation of reported incidents of abuse and neglect; assessment of client needs; arranging for and supervising homemaker services; foster care and residential care; and initiating guardianship and conservatorship proceedings.

Purchased Services

The Division also purchases support services for adult services clients through private providers when a case assessment indicates that the services are needed and are one of the appropriate means by which the goals of the case plan can be met. The support services which may be purchased for specific clients include homemaker support, and residential care. Homemaker support includes a variety of homemaking and non-medical personal services provided to assist individuals to remain in their own or relative's homes.

TABLE 6
SUPPORT SERVICES PURCHASED FOR ADULTS

REGION	HOMEMAKER	RESIDENTIAL CARE
Western	70	15
Southcentral	336	229
Northern	244	2
Northwestern	78	2
Southeastern	124	0
Southern	122	1
Statewide Total	973	249

WIN

The Work Incentive (WIN) Program provides a wide range of employment related services for adult Aid to Families with Dependent Children (AFDC - a category of Public Assistance) applicants and recipients. The WIN Program is jointly administered by the Division of Family and Youth Services and the Employment Security Division, Department of Labor. For a number of years the program has maintained offices in Anchorage, Fairbanks, and Juneau to serve clients residing in those general areas. Early in FY 83, the program also opened new offices in Kenai and the Palmer/Wasilla areas staffed by Department of Labor employees.

In FY 83, WIN staff assisted 509 AFDC recipients to obtain unsubsidized employment. This resulted in an immediate annualized welfare grant savings of \$2,223,552. The WIN program saves nearly two dollars in welfare grant reductions for every one dollar allocated to program operation, making it highly cost effective.

YOUTH SERVICES

The Youth Services component of the Division of Family and Youth Services has a total of 217 staff who operate and maintain three Youth Correctional Institutions and field services throughout the state. Field services include intake, diversion, probation investigation and supervision, placement, licensing, institutional audits and foster homes. Youth Services also administers to 70 active interstate cases and placement supervision of in excess of 85 delinquent children in in-state and out-of-state private institutional care.

Youth Services is administered through three regions--Northern, Southcentral and Southeast. With the exception of McLaughlin Youth Center, all activities are administered on a regional basis.

Intake

Intake services consist of conducting preliminary investigations concerning alleged illegal conduct of minors, determining if there is a factual basis for the allegations, and deciding if the minor should be appropriately diverted from the legal system or if formal legal action should be taken. Probations officers perform the intake function for the Superior Court in those locations where there is not a court-employed Intake Officer (court intake officers are in Anchorage, Fairbanks, Barrow, and Kenai).

Services offered by probations officers following formal disposition include supervision, counseling, referral to and arrangement of specialized services, advocacy, and other activities to aid in the successful adjustment of youth on probation.

TABLE 7

FY 83 Field Service Workload
Youth Services Probation Officers

MONTH	COURT DISPOSITION REPORTS	COURT REPORTS	COURT & CLASSIFICATION APPEARANCES	INTAKES	TRAVEL IN EXCESS OF 50 MILES	ACTIVE CASELOAD	REVOCATIONS TECH./ NEW CHARGE
JULY	43	148	328	228	59	1030	7 / 8
AUG	51	140	287	158	63	1025	11 / 4
SEPT	49	132	86	194	45	1043	18 / 8
OCT	51	154	253	213	89	1008	8 / 10
NOV	46	144	325	123	68	1056	11 / 5
DEC	63	164	323	137	52	1081	8 / 8
JAN	48	166	365	123	64	1109	11 / 11
FEB	47	123	407	211	92	1134	10 / 5
MAR	54	183	446	177	54	1105	13 / 13
APR	50	175	400	158	95	1115	14 / 10
MAY	58	226	472	191	76	1155	14 / 6
JUNE	63	354	393	204	77	1070	9 / 14
TOTALS	628	2109	4085	2117	829	12,931	134/102

The field work load table shows the statewide breakdown of the juvenile probation officers. According to monthly field action reports submitted each month by every probation officer, a typical workload per line officer per month is as follows:

TABLE 8

PROBATION OFFICER
MONTHLY AVERAGE BREAKDOWN

1.5	Investigation and Disposition Reports
5.0	Court Reports
10.0	Court or Classification Appearances
6.0	Intakes Completed
3.0	Trips in excess of 50 miles
31.0	Active Supervision of Delinquency Cases

The average caseload statewide was 1077 and average intakes was 176.4. Comparison with FY 82 figures shows a 15% increase in average caseload for probation officers with no additional staff.

Table 9 shows where the probation cases were reported, and Table 10 shows the ethnic background and sex of the children served.

TABLE 9

Juvenile Probation Clients Served by Region and Office

Juneau Regional Office	236
Ketchikan District Office	73
Sitka District Office	24
Petersburg District Office	<u>44</u>
Sub-Total First Judicial District	377
Anchorage Regional Office	469
Kodiak District Office	66
Kenai District Office	95
Palmer District Office	<u>54</u>
Sub-Total Third Judicial District	684
Fairbanks Regional Office	326
Barrow District Office	36
Nome District Office	93
Kotzebue District Office	51
Bethel District Office	<u>110</u>
Sub-Total Second and Fourth Judicial District	616
Unknown Regional Office	34
STATEWIDE TOTAL	1711

TABLE 10

Ethnic Background and Sex of Juvenile Probation Clients

577	(34%)	Alaska Native
59	(4%)	Black
994	(58%)	Caucasian
<u>81</u>	(4%)	Other or Unknown
1711		

TABLE 11

YOUTH SERVICES
Total Clients Served
By Type of Placement

	SOUTHCENTRAL	NORTHERN	SOUTHEAST	STATEWIDE
OWN HOME	459	424	303	1186
RELATIVE'S HOME	23	45	12	80
NON-RELATIVE HOME	8	2	4	14
FOSTER HOME	21	29	8	58
EMERG. SHELTER	7	10	3	20
GROUP HOME	2	20	6	28
RES. CARE FACILITY	43	14	16	73
CORRECTIONAL FACILITY	115	60	16	191
RUNAWAY/UNKNOWN	22	6	4	32
OTHER	14	10	4	28
TOTAL	714	620	376	1710

Juneau Intake-Diversion Unit

During FY 83, this unit completed its first year of operation. Unique in its operation, it is the only separate intake unit working directly out of a detention facility and covering peak periods of intake after business hours. Of the 417 Youth Services cases, over 350 (90%) were handled informally, 198 or 47% were referred to other agencies such as Municipal Social Services, Community work service, alcoholism programs or private counseling. During the year, 2127 hours of community work service were assigned. During the same period, \$2,949.42 was returned to victims of property crimes.

58% of Youth Services cases were disposed of without the use of detention. Time spent in detention was reduced by 25% compared to prior years when the unit was not in existence.

McLaughlin Youth Center

McLaughlin Youth Center is one of four facilities for delinquent youths and has two distinctly different institutional components: 1) McLaughlin Youth Center Detention which serves as the detention center primarily for the Anchorage area; and 2) McLaughlin Youth Center program, which provides long-term care for delinquent youths who the court has ordered placed in an institution.

a. Detention Services

The detention and diagnostic facility houses those children, both boys and girls from ages of ten to eighteen years, that require a secure temporary residence following their arrest by a peace officer or specifically placed by a court order pending disposition. Delinquent youths who are identified as unable to remain in the community without being involved in criminal activities require a secure facility which can provide evaluation, testing, and court review, as well as protection for the community. Detention Units provide a full range of services for the residents who are detained including school, recreation, counseling, diagnostic evaluation, medical evaluation, and religious services.

TABLE 12

MCLAUGHLIN YOUTH CENTER DETENTION

Admissions	1289
Average Population	52.49
Psychiatric Evaluations	80
Volunteer Contacts	400

b. Program Service Units

The McLaughlin Program Units include four twenty-bed cottages and one twelve-bed closed treatment unit. There are a number of treatment services provided to the resident and his family by the youth counselor staff in these units. These include individual, group, and family counseling. Family counseling is provided to all families who are available and desire to participate. During FY 80 and 81, criminal justice grants were secured to contract with a private agency in the community to provide family counseling and crisis services during the reintegration phase of the resident back into his home and to the community. In addition, family counseling is utilized to facilitate early releases back into the community and reduce the length of stay in the institution.

The primary function of McLaughlin Youth Center is to provide the necessary physical and program structure for delinquent youth who have exhausted all other resources in the community. It is the philosophy of McLaughlin Youth Center, and the Division, to utilize McLaughlin only after other community-based resources have been exhausted, and for only as long as the services are needed to effect a change in the resident enabling him to return to the community.

TABLE 13

MCLAUGHLIN YOUTH CENTER PROGRAM

Admissions	100
Average Population	87.59
Family Counseling Sessions	437
Volunteer Contacts	625
Average Length of Stay	11.25 Months

McLaughlin Youth Center residents educational needs are met by teachers hired by the Municipality of Anchorage School District and assigned to the McLaughlin Youth Center School. The teacher to resident ratio in most classes is less than ten to one, which provides for individualized instruction and a system which strives to correct deficiencies and bring him back to grade level.

The youth center program only accepts residents who have been adjudicated as delinquents by the court and have been classified to the youth center by a regional classification committee. The average age of residents at McLaughlin Youth Center is approximately sixteen years of age, with an effective range from thirteen to nineteen years.

Fairbanks Youth Facility

The Fairbanks Youth Facility works primarily with juveniles and their families from the Fairbanks area, as well as outlying communities in the Northern region.

The Fairbanks Youth Facility serves a dual function. It provides long-term treatment for juveniles who have been found delinquent and committed for treatment by the courts and also serves as a short-term detention facility. While both functions are housed in the same facility, they are, in essence, two entirely separate programs which share only administrative and support services.

a. Detention Program:

The Fairbanks Youth Facility detention unit has the capability to house eight juveniles. The primary responsibility of the detention unit is to provide secure care and custody of juveniles until completion of their court process and/or until their transfer to a treatment program. It is also the goal of the detention unit to provide confined juveniles with surroundings and experiences which are conducive to positive growth and rehabilitation. In order to reach these goals, both individual and group counseling are provided by the youth counselor staff.

TABLE 14

FAIRBANKS YOUTH FACILITY DETENTION

Admissions	440
Avg. Population	12.49

The detention unit provides detained juveniles with academic evaluation, as well as an educational program. Contract psychiatrists and psychologists are available to provide court ordered diagnostic evaluations and consultation with the detention staff in dealing with problem residents.

b. Treatment Programs:

The treatment unit has the capacity to treat twelve male residents. Each resident will be assigned to a treatment team that will consist of a primary counselor and group leader. The treatment team works in conjunction with probation to better develop an overall treatment plan for the resident.

There are a number of program treatment services provided to the resident and his family. These include individual, group, and family counseling. Family counseling is provided to all families who are available to participate.

A school program is provided under an agreement with the North Star School District. The District administers and supervises the program and provide services provided their regular schools. Residents are evaluated and placed in an educational program designed to fit their educational needs. Fiscal support is solicited from Title I Federal funds and from Municipal appropriations.

TABLE 15

FAIRBANKS YOUTH FACILITY PROGRAM

Admissions	17
Avg. Population	12.0
Average Length of Stay	10.3

The Fairbanks Youth Facility's program unit only accepts residents who have been adjudicated as delinquents by the court and have been classified to the facility by a regional classification committee. The average age of residents at the Fairbanks Youth Facility is approximately sixteen years of age, with an effective range from thirteen to eighteen years.

Nome Youth Facility

The overall role of the Nome Youth Facility is similar to the established structure of McLaughlin Youth Center and the Fairbanks Youth Facility. Present housing capability is for nine long-term residential and one detention unit. The Nome Youth facility is orientated toward participation in community activities and the residents attend school in the public schools. The program is directed towards providing detention services and residential care for youth offenders within the Nome/Kotzebue region.

TABLE 16

NOME YOUTH FACILITY

Detention Admissions	71
Program Admissions	10
Avg. Population (Detention)	.48
Avg. Population (Program)	8.31
Avg. Length of Stay	9.80

COMMUNITY CARE LICENSING

The Division of Family and Youth Services has been delegated responsibility for licensing non-medical community care facilities, including child day care centers and homes, child foster homes, child group homes and facilities, adult foster homes, adult residential care facilities, and child placement agencies. The purpose for licensing is to ensure a standard level of service which must be maintained in order for a program to be permitted to operate. Licensing is intended to reduce predictable harm to children and dependent adults who reside in child or adult care facilities. It also lends support to families of persons in care and provides consultation services to those providing the care or service.

Most licensing studies are performed by 13 community care licensing specialists located in the Division's six regional offices. Three Youth Services alternative care coordinators, Division field staff, and approved private agencies perform some licensing studies for home-sized facilities. Licensing is available statewide. In Anchorage, children's facilities caring for more than five children must also obtain a municipal permit. In Bethel, day care licensing is performed by the local government.

The information for the licensing section of this report is not based on the FY 83 fiscal year. Rather, it is a point-in-time report of licensed facilities. Tables 9, 10, and 11 are based on information in the system as of September 30, 1983. Tables 12, 13, and 14 are based on information available as of January, and show comparisons of figures going back to 1977. They demonstrate the growth in the number of licensed facilities in six years. Overall, the total number of facilities has increased from 895 in 1977 to 1,365 in 1983. The greatest increases came in day care centers (51%) and family day care homes (62%) with a significant growth in the last year which appears to be accelerating. Adult facilities were added in 1981 and 1982.

Day Care Facilities

Of the types of care licensed by the Division, day care facilities are in greatest use by the general public. Statewide, there are 138 day care centers currently licensed by the Division; and these centers have a licensed capacity to care for a total of 6,288 children. There are 499 day care homes licensed by the Division, which have a licensed capacity to care for 2,453 children. Table 9 indicates the number of day care facilities (day care centers and day care homes) and their licensed capacity by region. Table 12 shows the growth in day care facilities from 1977 to 1983.

Residential Care Facilities

Residential care facilities include facilities caring for children and those caring for adults. Community care licensing specialists were responsible for the licensing of 38 children's residential care facilities, which have a licensed capacity of 584 children, and 26 adult residential care facilities which have a licensed capacity of 318 adults. Table 10 shows the distribution of residential care facilities and capacity by region. Table 13 shows the increases in residential facilities since 1977.

Foster Homes

There are 878 child foster homes licensed in the State, and they have a licensed capacity of 1,674 children. Of this total, 70 foster homes are reviewed for licensure by agencies other than the Division, although the Division is responsible for issuing the license and for enforcement of the licensing requirements. Table 11 shows the number of child foster homes and their capacity by region. Table 14 provides figures on foster home care from 1977 to 1983.

TABLE 17
DAY CARE FACILITIES

<u>REGION</u>	<u>DAY CARE CENTERS*</u>	<u>LICENSED CAPACITY*</u>	<u>DAY CARE HOMES</u>	<u>LICENSED CAPACITY</u>
WESTERN	3	136	0	0
SOUTHCENTRAL	71	3,612	268	1,281
NORTHERN	37	1,340	114	608
NORTHWESTERN	3	152	1	5
SOUTHEASTERN	15	683	74	356
SOUTHERN	9	365	42	206
STATEWIDE TOTAL	<u>138</u>	<u>6,288</u>	<u>426</u>	<u>2,453</u>

*Two day care centers are licensed by a local government

TABLE 18
RESIDENTIAL CARE FACILITIES

<u>REGION</u>	<u>CHILD</u>	<u>LICENSED CAPACITY</u>	<u>ADULT</u>	<u>LICENSED CAPACITY</u>
WESTERN	3	144	2	36
SOUTHCENTRAL	26	263	20	257
NORTHERN	4	46	3	20
NORTHWESTERN	3	58	0	0
SOUTHEASTERN	5	50	1	5
SOUTHERN	3	23	0	0
STATEWIDE TOTAL	<u>38</u>	<u>584</u>	<u>26</u>	<u>271</u>

TABLE 19
CHILD FOSTER HOME BY REGION

<u>REGION</u>	<u>FOSTER HOMES**</u>	<u>LICENSED CAPACITY</u>
WESTERN	88	155
SOUTHCENTRAL	394	769
NORTHERN	206	393
NORTHWESTERN	55	164
SOUTHEASTERN	67	136
SOUTHERN	68	117
STATEWIDE TOTAL	<u>878</u>	<u>1,674</u>

**70 foster homes are supervised by agencies other than DFYS as follows:

7 Tanana Chiefs	14 Ak. Program for the Deaf	9 Hope Cottage, Inc.
2 United Crow Band	13 Catholic Social Services	4 Fairbanks Counseling & Adoption
2 Fairbanks Native Assoc.	6 Family Focus	4 Satellite Home Program
3 3 Ak. Native Medical Ctr.	4 Family Connection	2 Alaska Baptist Family Services Center

TABLE 20
DAY CARE FACILITIES

1977 to 1983*

<u>JANUARY</u>	<u>DAY CARE CENTERS</u>	<u>CENTER CAPACITY</u>	<u>DAY CARE HOMES</u>	<u>HOME CAPACITY</u>
1977	63	2,782	264	1,195
1980	86	3,823	282	1,309
1981	94	4,449	278	1,290
1982	109	4,825	348	1,619
1982	123	5,554	426	2,009

TABLE 21
RESIDENTIAL CARE FACILITIES

1977 to 1983*

<u>JANUARY</u>	<u>CHILD</u>	<u>LICENSED CAPACITY</u>	<u>ADULT</u>	<u>LICENSED CAPACITY</u>
1977	29	550	0	0
1980	39	579	0	0
1981	37	569	0	0
1982	37	578	7	112
1983	41	580	17	271

TABLE 22
FOSTER HOMES

1977 to 1983*

<u>JANUARY</u>	<u>CHILD</u>	<u>LICENSED CAPACITY</u>	<u>ADULT</u>	<u>LICENSED CAPACITY</u>
1977	529	1,119	0	0
1980	632	1,331	0	0
1981	646	1,249	0	0
1982	630	1,304	0	0
1983	757	1,498	1	5

*Figures are not available for 1978 and 1979

PREVENTIVE YOUTH SERVICES

The Preventive Youth Services grant program is an outcome of a divisional task force convened in 1976 for the purpose of evaluating the need for services to youth who had not yet entered the formal social service or juvenile justice systems. Based on its findings, the task force recommended that the Division secure funds to implement youth and family serving programs which promote positive patterns of youth development and growth. Subsequent legislative action broadened the scope of the youth services program to include preventive services targeted to families and children who were at high risk for abuse, neglect, and exploitation.

In FY 83, the State Legislature appropriated \$1,780,000 to purchase preventive and early intervention services. Two grants were designated by the Legislature and fifteen local agencies and organizations were selected to provide youth and family oriented services through the Department's competitive grant award process. The agencies are located in eight Alaskan communities: Anchorage, Cordova, Fairbanks, Nome, Bethel, Ketchikan, Craig, and Juneau.

The local youth services agencies address their programs to one or more of the following service areas:

I. Prevention

Primary Prevention: Preventive activities directed at the general community-at-large. The purpose of such services is to ensure suitable family functioning and to alleviate negative forces that may precipitate an incident of abuse or neglect.

Secondary Prevention: Preventive activities available for high risk parents and their children. The purpose of these educationally oriented intervention services is to provide parents effective learning skills, support, and methods for improving self-image in the early stages of child abuse and neglect.

Tertiary Prevention: Preventive services of a rehabilitative nature targeted at families in which episodic or acute abuse or neglect has occurred. Services are of a therapeutic nature, and are intended to recognize, assess, and achieve change in order to prevent a recurrence of destructive parental or delinquent behavior.

II. Early Intervention

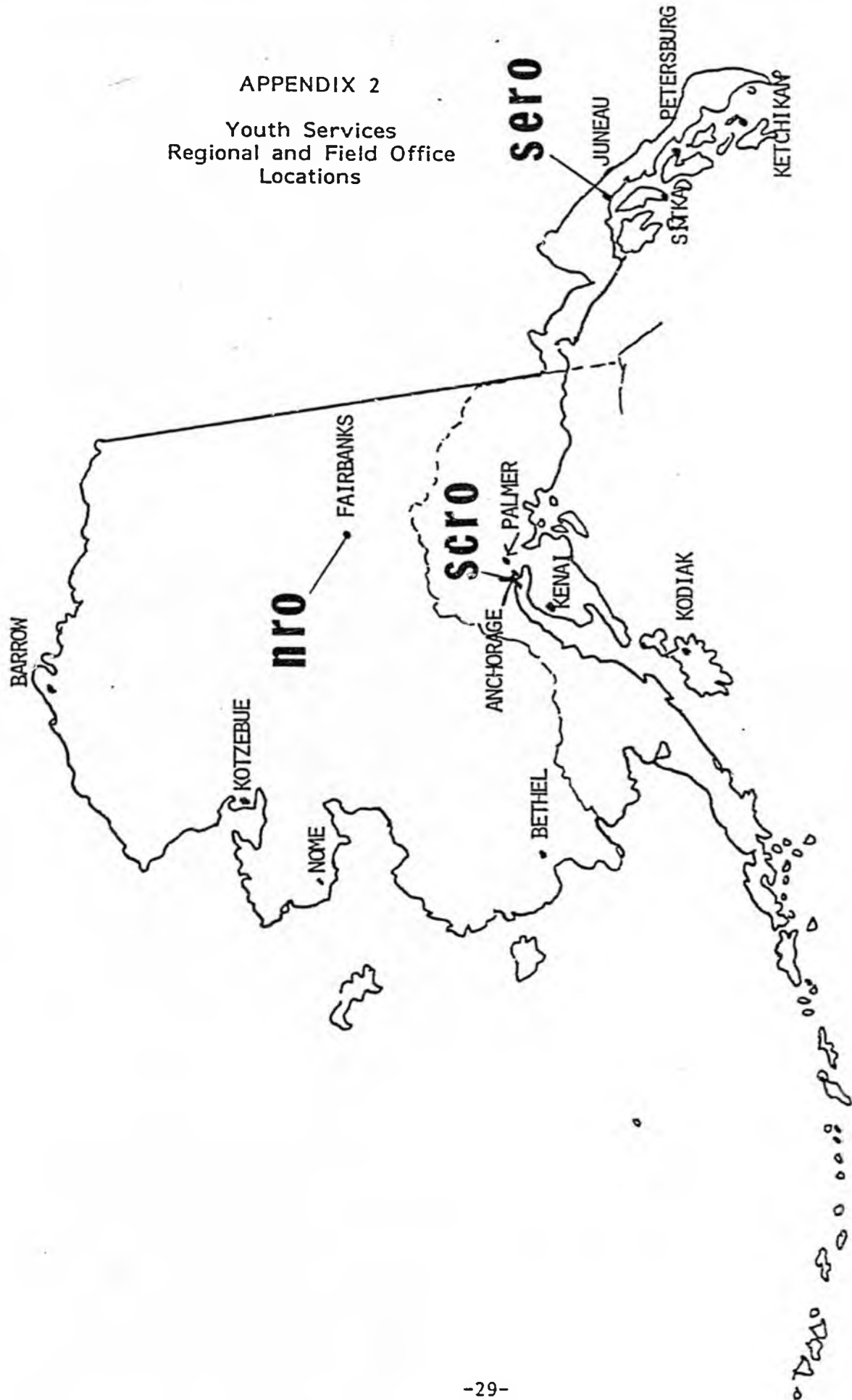
Early intervention services generally focus on high risk, pre-delinquent youth and are designed to strengthen youth as individuals in their respective roles to enable them to manage their personal responsibilities, as well as those of family life.

In FY 83, 9,234 individuals received preventive and early intervention services. Approximately 52% of those receiving services were under 18 years of age.

APPENDIX 1
Social Services
Regional and Field Office
Locations



APPENDIX 2
Youth Services
Regional and Field Office
Locations



25 Sec. 12.80.060. CONFINEMENT OF CERTAIN MINORS. (a) A person 16
26 or 17 years of age who is charged with an unclassified felony, and who
27 is held in custody, shall be confined in a facility for juvenile
28 offenders until indicted for, held to answer following a preliminary
29 hearing on, or charged by complaint or information following a waiver
1 of indictment or preliminary hearing for an unclassified felony of-
2 fense. Following indictment, preliminary hearing, or waiver the
3 person, if held in custody, shall be confined in a facility for adult
4 offenders.

5 (b) Except as provided in (a) of this section, a person under
6 the age of 18 who has been arrested and is being held in custody for
7 an offense which would be a criminal offense if committed by an adult
8 shall be confined to a facility for juvenile offenders unless chil-
9 dren's court jurisdiction over the person has been waived under
10 AS 47.10.060, and the person has been indicted for, held to answer
11 following a preliminary hearing on, or charged by complaint or infor-
12 mation following a waiver of indictment or preliminary hearing for a
13 felony offense.

(c) If a person under the age of 18 who is subject to the jurisdiction of the court under AS 12.05.020 is confined to custody while awaiting sentencing, or is sentenced to a period of incarceration upon conviction, the person must be committed to the custody of the Department of Health and Social Services for confinement in a correctional facility for juvenile offenders, unless the person is 17 or 18 years of age and has committed an unclassified felony, in which case the person may be confined in a correctional facility for adult offenders.

Section 1. AS 12.05 is amended by adding a new section to read:

Sec. 12.05.020. JURISDICTION OVER CERTAIN MINORS CHARGED WITH SERIOUS FELONIES. (a) A person 16 or 17 who is charged with an offense designated as an unclassified [or Class A] felony must be arrested and prosecuted as an adult.

(b) A person 16 or 17 years of age who is charged with a Class A felony is subject to AS 47.10.

(c) If the court has waived juvenile jurisdiction over a person under the age of 18 under AS 47.10.060, that person must be prosecuted as an adult.

(d) References in this section to the age of a person refers to the person's age at the time of the offense.

Sec 2. page 1, line 29:

delete "class A"

page 2, line 2:

delete "Class A"

"FANTASTIC . . . enormous . . . terrifying," were the words chosen by Norval Morris of the University of Chicago Law School to describe last year's increase in the U.S. prison population.

"It's an astonishing increase," says Alfred Blumstein of Carnegie-Mellon University in Pittsburgh.

"I am genuinely surprised; that's stunning growth," says Franklin Zimring, director of the Center for Studies in Criminal Justice at the University of Chicago.

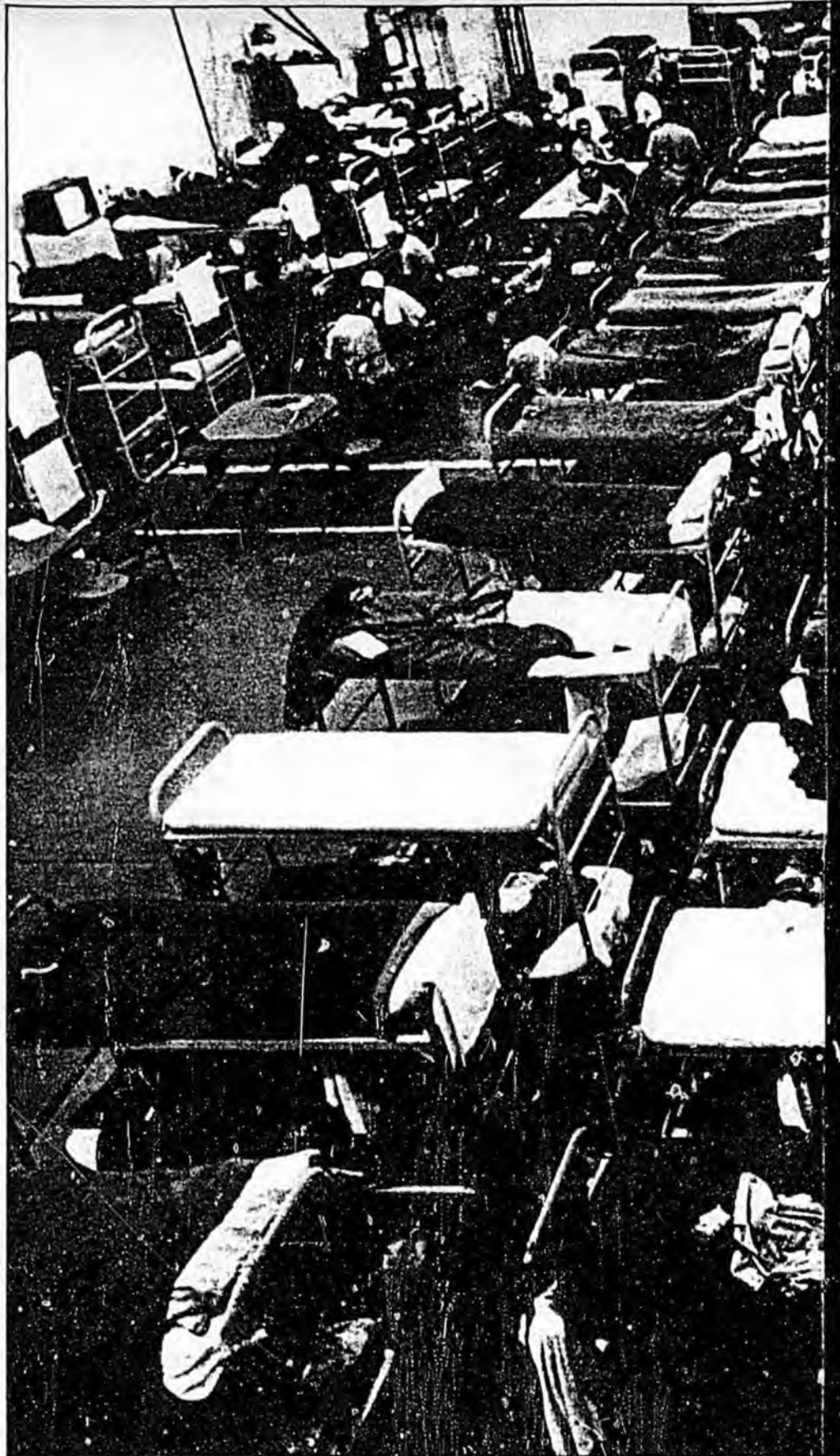
"It's even worse than what I had expected," says Kenneth Carlson of Abt Associates in Cambridge, Mass. "It becomes more and more frightening."

These men are among the nation's most respected criminal justice scholars; they are not given to hyperbole. Their reactions, when asked by *Corrections Magazine* to comment on the 1982 prison census of the federal Bureau of Justice Statistics (BJS), show the significance of the continuing population explosion.

On Dec. 31, 1982, there were 42,915 more inmates under the jurisdiction of state and federal prisons than the year before, the largest one-year increase in history. This 11.6 percent increase brought the nation's prison population to 412,303. When added to last year's record 12.5 percent growth, it caps a remarkable surge in imprisonment in the past decade. In that time, the nation as a whole has more than doubled its prison population; several states have tripled theirs.

In 1972, the nation's incarceration rate for sentenced offenders was 93 adults per 100,000 general population, the highest in the western world. That rate has gone up 76 percent in the past ten years to 170. It grew almost 32 percent in the past two years.

A BJS jail survey released in March reported that the nation's local jail population, at 210,000 as of June 30, 1982, had risen as fast as the prison population over the past four years. Added together, the to-



The Prison Population B

The federal government has taken an affirmative step against detention of juveniles who are not fugitives or who have not been charged with serious offenses. The Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5601) established the Office of Juvenile Justice and Delinquency Prevention in the Department of Justice to provide juvenile justice and juvenile delinquency programs.

The legislative histories of the 1974 act and its subsequent amendments show that the Congress was concerned about inappropriate juvenile detention practices in the states as well as what could result -- suicide, rape, abuse and increased likelihood that children would commit criminal acts after secure detention. The Office of Juvenile Justice and Delinquency Prevention policy encourages the adoption of national standards advocating:

1. The reduction in the use of detention and incarceration for all but the most serious or violent juveniles.
2. Juveniles who commit acts that would not be considered criminal if they were committed by adults (status offenders) and non-offenders are not to be confined.
3. Juveniles are not to be confined where they would have regular contact with adults accused or convicted of criminal offenses.
4. After December 8, 1985, no juveniles will be detained in any adult jail or lock-up.

The Office's primary position is that confinement of a juvenile in an adult jail is undesirable and potentially destructive and recommends that juvenile facilities not even be located on the same grounds as adult institutions. The Office has established criteria stating that children should not be securely detained unless they:

1. are fugitives from another jurisdiction;
2. request, in writing, protection under circumstances that present an immediate threat or serious physical injury;
3. are charged with murder in the first or second degree; or
4. are charged with a serious property crime or a violent crime other than first or second degree murder which, if committed by an adult, would be a felony;
5. are already detained or on conditional release in connection with another delinquency proceeding;
6. have a demonstrable recent record of willful failure to appear at family court proceedings;

7. have a demonstrable recent record of violent conduct resulting in physical injury to another; or
8. have a demonstrable recent record of adjudications for serious property offenses.

Youths In Adult Facilities: Corrections' No-Win Situation

by
Michael Courlander
and
David E. Tracey

About the Authors: Mr. Courlander is a case developer for the National Center on Institutions and Alternatives (NCIA) in Alexandria, Va. Mr. Tracey is a program supervisor for NCIA.

The issue of youths in adult prisons and jails is a major problem and essentially a no-win situation for all involved. One of the major concerns to be addressed is the alienation resulting from the established practice of incarcerating youths. The purpose of this article is to briefly define alienation and discuss factors and correlates of alienation. It concludes with some practical suggestions for reducing alienation within prisons and jails.

The very term "alienation" has an elusive quality about it, and much of the social science discussion surrounding it has been devoted to its definition. Alienation has been, at times, defined as detachment, estrangement, rebellion, separation, anomie, social isolation, noninvolvement, disaffection and explicit rejection of society. In this article, alienation is defined as the absence or loss and lack of connection that an individual may feel towards himself, others or society at large (Keniston, 1965: 5). Alienation is viewed here as something

enduring and negative, and something that may, in the extreme case, take the form of psychosis.

Four Primary Factors

Studies have noted a number of situational and psychological factors frequently associated with alienation. Four primary factors have been identified. First, it has been observed that individuals who perceive themselves as having no control over their environment often experience alienation (Maryland State Dept. of Educ., 1972: 8). These persons feel powerless and

The prison setting is unequivocally society's major source of alienation.

distance themselves from others in an effort to cope.

A second correlate of alienation is that of exploitation (Pappenheim, 1967). This factor is similar to that of powerlessness, but differs in that the environment is perceived as actively manipulating the individual. Persons who find themselves constantly exploited will in all likelihood become alienated.

A third factor is that of role estrangement, defined as the inhibition of one's true feelings (Maryland State Dept. of



A classroom in the Federal Correctional Institution in Morgantown, W. Va.

Educ., 1972: 8). Role estrangement may be caused either by a strong psychological conflict within an individual or by living in an environment in which it is desirable or necessary to shield one's emotional reactions.

Finally, individuals may also experience alienation when they feel that the avenues to what is good in life are blocked (Maryland State Dept. of Educ., 1972: 8). Persons in this last category often have no goals or purpose in their lives and have resigned themselves to a life of non-action.

Given these factors, it is no surprise that

inmates in general, and youths in particular, experience a very high degree of alienation. The nature of a jail or prison and the accompanying individualized feelings of isolation, lack of self-worth and exploitation virtually mandate that alienation will occur.

The Major Source of Alienation

The prison setting is unequivocally society's major source of alienation (Watson,

Courtesy of the Federal Bureau of Prisons

NO-WIN SITUATION

Continued

to cope with their personal crises, the juveniles detach themselves emotionally.

The amount of stress and trauma related to alienation that each youth experiences varies. However, incarcerating youths in adult facilities has visible, destructive effects. Despite many honest efforts by correctional officials to separate juveniles from adults, failure and alienation prevail.

Too often in "sight and sound" separation, youths experience what Toch refers to as "isolation panic." In effect, the youths dwell on the duration and/or circumstances of their situation, or their discomfort and inability to engage in prison activities and social life (Toch, 1975).

A not-so-uncommon response to this overwhelming feeling of powerlessness is to no longer cope at all, to commit suicide. Juveniles held in adult jails commit suicide at more than eight times the rate by children held in juvenile detention centers (12.3 per 100,000, versus 1.6 per 100,000), where social interaction and staff attention is more likely (Flaherty, 1980).

Reducing Youths' Alienation

Correctional officials are routinely frustrated with how to handle youthful offenders. It is not unusual for offenders to be recalcitrant and belligerent. They can be quickly labeled "management problems" and get caught up in negative institutional roles. Correspondingly, they are treated in the same fashion as other offenders. Officials are trapped with limited options and choices outside of traditional institutional modes. Institutions' limited ability to deliver and provide what is needed is a problem inherent in the system.

Although not intended, the very design of the system breeds hatred, alienation and brutality. Bureaucratic needs, by protocol, due to staff shortages, limited programs, lack of space, etc., take precedence and treatment becomes nonexistent. These system byproducts were graphically captured and demonstrated in a simulated jail experiment created by Zimbardo (1972: 4-8). This experiment revealed that:

The prison situation, as presently arranged, is guaranteed to generate severe enough pathological reaction in both guards and prisoners as to debase their humanity, lower their feelings of self-

worth, and make it difficult for them to be part of society outside of their prison.

Alienation is clearly difficult to eliminate without a total revamping of the correctional system. Recognizing the difficulty of that, given our present system, there are standard recommendations that are regularly suggested—better training of guards and institutional staff, placement of an ombudsman to serve as a liaison between inmates and staff, or promoting more community involvement through volunteers. However, these measures only serve to perpetuate what we know is ineffective. Jails and youths simply do not mix.

Use Alternatives

Instead, we suggest more systematic use of alternatives in lieu of jail placement. Communities have a responsibility to assist the corrections system to develop options and to recognize the myriad of successful programs serving as productive alternatives to jailing. The following is a brief listing of programs to consider:

- House arrest/home detention
- Day treatment programs
- Community supervisor programs
- Evening report programs
- Runaway programs
- Group homes
- Youth advocate programs

Realistically, any one of these programs could be used in conjunction with a supervisor whose sole responsibility would be to remain with youths until sentencing.

For violent youths whose behavior is considered dangerous, small secure locked treatment programs where the staff/inmate ratio is high and vocational training is required are most suitable. Although only a handful of these programs exist, their treatment programs are superior and their effectiveness is unquestioned.

The underlying principle and main ingredient in all programs that affect youths positively is "unconditional care." It is a formally accepted practice to drop, discharge or eliminate youths from programs when rules are broken. To discard and reject only creates more distance and alienation.

Unfortunately, the current correctional system was not designed nor equipped to be an option that provides care. For it is only an option that ensures isolation and warehousing. For this fact, the future is bleak unless some *major* changes occur.

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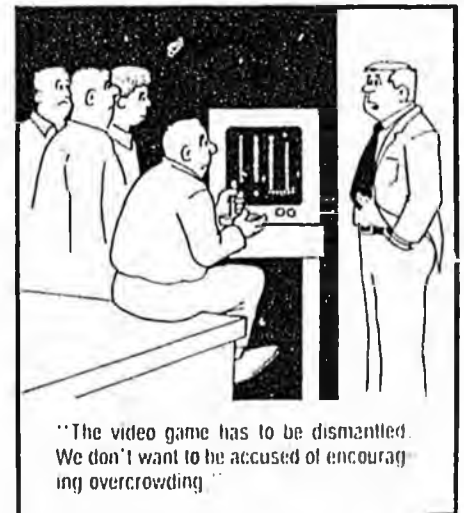
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BY THE U.S. GENERAL ACCOUNTING OFFICE

Report To The Attorney General And The Secretary Of The Interior

Improved Federal Efforts Needed To Change Juvenile Detention Practices

GAO reviewed secure detention practices in five States and concluded that the Office of Juvenile Justice and Delinquency Prevention needs to assist the States in improving their detention criteria, monitoring and recordkeeping systems, and providing appropriate alternatives to detention. The States were detaining many juveniles who had not committed serious crimes under conditions that did not always meet nationally recommended standards.

GAO also reviewed the secure detention policies of five Federal agencies and found they were not always consistent with objectives of the Juvenile Justice and Delinquency Prevention Act. The Department of Justice agreed that this report accurately portrays juvenile detention practices in the States GAO reviewed and that certain policies and practices of Federal agencies were not consistent with the act's objectives. It said that its support and fulfillment of the recommendations will improve juvenile detention practices at the local, State and Federal levels.



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UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D.C. 20548

GENERAL GOVERNMENT
DIVISION

B-202295

The Honorable William French Smith
The Attorney General

The Honorable James G. Watt
Secretary of the Interior

This report discusses the efforts that States, localities, and Federal agencies are making to change their juvenile detention policies and practices and identifies opportunities for further improvement.

The report makes recommendations to the Attorney General on pages 35 and 47, and the Secretary of the Interior on page 47. As you know, 31 U.S.C. §720 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the House Committee on Government Operations and the Senate Committee on Governmental Affairs not later than 60 days after the date of the report and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

We are also sending copies of this report to the Director, Office of Management and Budget.

W. J. Anderson

William J. Anderson
Director

GENERAL ACCOUNTING OFFICE
REPORT TO THE ATTORNEY
GENERAL AND THE SECRETARY OF
THE INTERIOR

IMPROVED FEDERAL EFFORTS
NEEDED TO CHANGE JUVENILE
DETENTION PRACTICES

D I G E S T

Juvenile detention practices have improved since passage of the Juvenile Justice and Delinquency Prevention Act, but problems still exist. Using as criteria standards developed by the ~~National Advisory Committee for Juvenile Justice and Delinquency Prevention to review secure detention practices~~ in five States and five Federal agencies, GAO found that Federal and State agencies needed to establish better detention criteria, conform certain policies to the act's objectives, and establish effective monitoring systems. The Office of Juvenile Justice and Delinquency Prevention could help in implementing these improvements.

CHANGES NEEDED TO IMPROVE STATE
AND LOCAL JUVENILE DETENTION PRACTICES

Although the number of juveniles admitted to detention centers appears to have decreased about 14.6 percent from 1974 to 1979, GAO found questionable detention practices in all five of the States it visited.

- ~~The National Advisory Committee standards state that seriousness of the charge and past history of the juvenile are appropriate criteria for determining whether secure detention is warranted.~~ However, GAO found that about 39 percent of its sample of juveniles detained in detention centers and jails in five States were not charged with a serious offense. They were accused of either nonserious offenses, acts that would not be considered offenses if they were adults, or no offenses at all. (See pp. 9 and 10.)

- ~~The standards stress the importance of processing cases expeditiously and state that detention should be brief and play a minor role in the juvenile justice process.~~ Out of the

876 detentions in GAO's sample, 181 lasted over 30 days. These long stays caused several problems, including increased frustration and fighting among juveniles. (See pp. 11 and 12.)

--The suggested standards for physical conditions and services were not met by many of the detention facilities GAO visited. Juvenile detention centers did not totally neglect any major service, but some did not provide the counseling, medical, or educational services recommended by the standards. These services were nonexistent or extremely limited in jails, where GAO also noted insufficient space, dim lighting, and lack of ready access to bathroom facilities. (See pp. 14 to 17.)

--~~The conditions of confinement in isolation cells conflict with several juvenile detention standards.~~ Some jails GAO visited used isolation-type cells to separate juveniles from adult prisoners. (See pp. 17 to 20.)

GAO believes that, to meet the act's objectives for improving the use of detention by States and localities, the Office of Juvenile Justice and Delinquency Prevention should provide the States with technical assistance and information on detention criteria and service delivery standards, appropriate alternatives to secure detention, and monitoring and enforcement mechanisms to identify, plan, and implement appropriate reductions in secure detentions. (See pp. 22 to 33.)

GAO recommends that the Attorney General require the Office of Juvenile Justice and Delinquency Prevention to take several actions to assist the States in improving their secure detention practices. One of the most important

recommended actions is to encourage States to adopt and implement juvenile justice standards that limit the use of secure detention, including standards for specific detention criteria.

FEDERAL AGENCIES SHOULD IMPROVE
THEIR DETENTION PRACTICES

GAO's review of the juvenile detention policies and practices of five Federal agencies shows they do not always adhere to the objectives of the Juvenile Justice and Delinquency Prevention Act.

- The Bureau of Indian Affairs' standards require that juveniles be held in different cells than adults but allow them to be within the sight and sound of adult prisoners. (See p. 43.)
- The Marshals Service and Immigration and Naturalization Service policies could result in juveniles being transported in the same vehicle as adults. (See pp. 43 and 44.)
- The National Park Service picks up runaways and turns them over to local authorities, possibly resulting in their detention. (See p. 44.)

Of the five Federal agencies, only the Marshals Service could provide GAO with reliable data on the number of juveniles detained. Further, the agencies' systems of inspecting law enforcement programs and detention facilities for adherence to their policies and national juvenile justice standards were not adequate. (See pp. 38 to 43.)

The Office of Juvenile Justice and Delinquency Prevention has done little to assist the other Federal agencies in conforming their policies and practices concerning juvenile detention to Office policies or the act's objectives. GAO recommends that the Office actively assist the other Federal agencies and that the Attorney General and the Secretary of the Interior require their cognizant agencies to take certain actions to improve this situation.

AGENCY AND STATE COMMENTS

The Department of Justice agreed with GAO's discussion of State juvenile detention practices and agreed that certain policies of Federal agencies were not always consistent with the act's objectives. The Department stated that its support and fulfillment of GAO's recommendations would result in improved juvenile detention practices at the local, State, and Federal levels but expressed the belief that the Office of Juvenile Justice and Delinquency Prevention has done more to assist State and Federal agencies than the draft report indicated. After reviewing the comments and obtaining additional information from the Office and other Federal agencies, GAO believes that (1) the report accurately portrays the Office's past actions and (2) planned actions will provide some of the assistance GAO is recommending.

The Department of the Interior provided comments from the National Park Service and Bureau of Indian Affairs. The Park Service stated it would take actions that would implement GAO's recommendations. The Bureau concurred with several findings but stated that some information needed clarification.

The States responding to the draft report generally agreed with its findings and conclusions. Some States said they were taking actions to improve detention practices and welcomed technical assistance from the Office of Juvenile Justice and Delinquency Prevention. Comments from the States have been incorporated into appropriate sections of the report.

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ABBREVIATIONS

BIA	Bureau of Indian Affairs
FBI	Federal Bureau of Investigation
GAO	General Accounting Office
INS	Immigration and Naturalization Service
NAC	National Advisory Committee for Juvenile Justice and Delinquency Prevention
NPS	National Park Service
OJJDP	Office of Juvenile Justice and Delinquency Prevention

G L O S S A R Y

- Jail** A secure facility which holds (1) adults and juveniles detained pending adjudication and (2) persons committed after adjudication (usually those sentenced to 1 year or less).
- Juvenile detention center** A public or private facility used for the secure detention of juveniles.
- Lockup** A secure room or facility for arrested adults who are either awaiting arraignment or being considered for pretrial release. The duration of stay in a lockup is temporary, usually limited to 2 days or until the next session of court.
- Nonoffender** Youth who is before the juvenile court because of various nondelinquent circumstances (e.g., dependent, neglected, or abused child).
- Secure juvenile detention** Temporary placement of a juvenile in any facility designed to physically restrict his/her movement for actions covered under a juvenile statute.
- Status offender** Youth who is accused of committing or has committed an offense which would not be applicable to an adult (e.g., running away from home, truancy, curfew violation).

CHAPTER 1

INTRODUCTION

The Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5601) established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the Department of Justice to provide Federal resources, leadership, and coordination for juvenile justice and juvenile delinquency programs. OJJDP is required to develop objectives and priorities for all Federal juvenile delinquency programs and activities and to provide technical and training assistance concerning juvenile delinquency programs to Federal, State, and local governments, courts, public and private agencies, institutions, and individuals. The major goals and provisions of the act, as amended, include assisting State and local governments in removing juveniles from adult jails and lockups; diverting juveniles from the traditional juvenile justice system; providing alternatives to institutionalization; and improving the quality of juvenile justice in the United States.

The legislative histories of the 1974 act and its subsequent amendments show that the Congress was concerned about inappropriate juvenile detention practices in the States as well as what could result--suicide, rape, abuse, and the increased likelihood that children would commit criminal acts after secure detention. The act authorized OJJDP to use several methods to assist the State and local governments in improving their juvenile detention and juvenile justice practices. These methods included awarding formula grant funds, which are divided between the States on the basis of population under age 18; making discretionary grants for special emphasis programs; providing technical assistance; developing and supporting model State legislation for the adoption of standards that are consistent with the mandates of the act; and disseminating information.

To receive formula grants, States had to agree to restrict their secure detention or correctional facility placements to juveniles who had either been charged with or convicted of a criminal offense (delinquents). Juveniles who committed acts that would not be considered criminal if they were committed by adults (status offenders) and nonoffenders were not to be confined. Also, States had to agree not to confine juveniles where they would have regular contact with adults accused or convicted of criminal offenses. ^{1/} The 1980 amendments to the 1974 act require that, in order to receive formula grant funds, States

^{1/}OJJDP has interpreted this mandate as requiring sight and sound separation of juveniles from adults.

must comply with their own plans, which generally provide that after December 8, 1985, no juveniles will be detained in any adult jail or lockup.

SECURE JUVENILE DETENTION:
THE PROBLEM

Congressional testimony, various studies, and the media have discussed the negative aspects of secure juvenile detention on both the juvenile and the public. Studies have concluded that the practice of detaining children should be severely limited for the following reasons:

- A detention center's environment may serve to promote rather than discourage future delinquency behavior.
- Secure detention is costly to the taxpayer.
- Detention may hamper the juvenile's opportunity to prepare an effective defense.
- Detention may subtly influence the court's final disposition of the case to the juvenile's detriment.

One author noted that every study of detention practices showed that too many juveniles were being detained unnecessarily, under harsh conditions, and at great expense. 1/ One study by the University of Michigan's National Assessment of Juvenile Corrections 2/ noted that:

- Up to 500,000 juveniles were held in adult jails and 494,000 juveniles were held in juvenile detention centers each year.
- Few courts had adequate information systems so that accountability for detention decisions was usually neither possible nor demanded of those in charge of detention.
- Recordkeeping in jails was practically nonexistent except for daily censuses.

The report also noted that detention of nonserious offenders and status offenders and long detention stays were major problems. Finally, the assessment reported inadequate services and conditions in local jails, such as insanitary conditions and inadequate medical services, exercise, and counseling services.

1/Sufian, J., Of the Detaining of Children, The Legal Aid Society, Brooklyn, New York, December 1978.

2/Sarri, R.C., Under Lock and Key: Juveniles In Jails and Detention, National Assessment of Juvenile Corrections, The University of Michigan, December 1974.

OJJDP'S ROLE ALSO INCLUDES WORKING
WITH FEDERAL AGENCIES

In addition to providing leadership and assistance to State and local juvenile justice programs, OJJDP is responsible for implementing overall policy and developing objectives and priorities for all Federal juvenile delinquency programs and activities; assisting Federal agencies in the development and promulgation of regulations, guidelines, requirements, criteria, standards, procedures, and budget requests; and providing training and technical assistance to Federal agencies and others in planning, establishing, funding, operating, and evaluating juvenile delinquency programs.

Certain Federal agencies have specific law enforcement and detention responsibilities for Federal crimes or crimes committed on Federal land by both adults and juveniles. In the Department of Justice:

- The U.S. Marshals Service is responsible for transporting federally charged juveniles between jails, detention centers, and the courts; contracting with local sheriffs, police departments, and detention administrators for space in detention centers; and inspecting detention facilities to ensure compliance with contract provisions.
- The Immigration and Naturalization Service is responsible for administering and enforcing Federal immigration laws and can arrest and detain suspected juvenile aliens.

In the Department of the Interior:

- The U.S. Park Police has certain responsibilities for maintaining law and order on and within Federal roads, parks, and parkways in the San Francisco, New York, and Washington, D.C., areas.
- The National Park Service is responsible for maintaining law and order and protecting persons and property within the National Park System.
- The Bureau of Indian Affairs is responsible for assisting tribes in their law enforcement and detention activities. It operates some law enforcement and detention systems, contracts with the tribes to operate others, and upon tribal request, reviews and evaluates programs of tribes who independently operate their systems.

The 1974 act also established a Coordinating Council on Juvenile Justice and Delinquency Prevention made up of certain cabinet level officials and heads of Federal agencies. The function of the Council is to coordinate all Federal juvenile delinquency programs. The Council is authorized to review the programs and

practices of Federal agencies and report on the extent they conform to the act's requirements for the deinstitutionalization of status and nonoffender juveniles and the separation of juveniles from adult prisoners.

OBJECTIVES, SCOPE, AND METHODOLOGY

The Reagan Administration's budget requests recommended no funds for OJJDP in fiscal years 1982 and 1983, and Administration witnesses stated in hearings that OJJDP had accomplished its statutory objectives. OJJDP, however, received approximately \$70 million for fiscal years 1982 and 1983.

We made this review to determine the extent to which the act's major objectives concerning secure detention practices have been accomplished. We studied current detention practices and focused on (1) whether the problems noted in previous studies were still occurring and (2) whether the Federal Government, primarily OJJDP, could assist States, localities, and other Federal agencies in improving detention-related problems. This review was made in accordance with generally accepted Government auditing standards.

State and local detention practices

In examining State and local programs, we compared the detention practices we observed with "Standards for the Administration of Juvenile Justice" developed by the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC). The NAC standards we used pertained to the initial detention decision and services and conditions provided to detained juveniles. Although several national organizations have promulgated standards related to juvenile detention, we chose the NAC standards because (1) the act requires NAC to recommend juvenile justice standards and ways to facilitate their adoption, (2) OJJDP placed special attention on them because they were developed after considering the other standards, and (3) by using them, we could make consistent comparisons between the States and localities.

Our review included detailed work in Massachusetts, New Hampshire, North Carolina, Oregon, and Virginia and limited work in Rhode Island and West Virginia. In reviewing State detention practices, we interviewed State agency, local court, and detention facility officials and representatives of youth advocacy groups. We reviewed State statutes, studies concerning State detention practices, and available statewide detention statistics. We reviewed 876 case files for juveniles detained during 1 month in either 1980 or 1981 at 12 detention centers, 22 jails, and 23 lockups. A list of data elements we attempted to obtain for each detained juvenile is in appendix I.

These States were selected on the basis of their geographical location and size and not on the quality of their detention practices. Also, because the focus of this report is on identifying ways in which the Federal Government can assist States and localities, we generally have not identified States unless they showed some success in solving certain problems. This was done so that other States could contact them to obtain additional information.

Sample selection methodology

Initially, we attempted to draw a stratified random sample of detention facilities, jails, and lockups. However, in some cases, we found that an extensive statistical sample was impractical due to the travel expense and time necessary to cover the juvenile facilities dispersed throughout the State. Therefore, when necessary, we used our judgment in selecting facilities that included rural and urban localities. Because of the judgmental sampling procedure, our findings cannot be projected beyond the sample facilities.

Federal agency review

We reviewed the laws, regulations, policies, and procedures pertaining to juvenile detention and interviewed agency officials at OJJDP and the headquarters offices of the Bureau of Indian Affairs, Immigration and Naturalization Service, U.S. Marshals Service, U.S. Park Police, and National Park Service. We also contacted certain of the agencies' regional and local offices by telephone to compare their data with that provided by headquarters.

CHAPTER 2

QUESTIONABLE USES OF SECURE DETENTION

STILL EXIST

Although the States report--and our review found--improved juvenile detention practices, questionable practices still exist. The national standards provide that juveniles who are not fugitives or who have not been charged with serious offenses should not be securely detained. An Office of Juvenile Justice and Delinquency Prevention (OJJDP) policy, dated November 14, 1980, encourages the adoption of national standards advocating " * * * the reduction in the use of detention and incarceration for all but the most serious or violent juvenile offenders * * * ." In the five States we visited, however, between 22 and 51 percent of the detained juveniles in our sample were charged with non-serious offenses, status offenses, or no offense at all. Also, juveniles were held in secure detention for long periods of time. Finally, the services provided to detained juveniles and the physical conditions of the facilities did not always conform to national standards. In this regard, some of the methods used to separate juveniles from adults either did not achieve complete separation or created isolation-type situations. Elimination of these conditions is an objective of the Juvenile Justice and Delinquency Prevention Act.

SLIGHT PROGRESS APPEARS TO HAVE BEEN MADE IN REDUCING THE USE OF SECURE DETENTION

According to data recently developed by the Hubert Humphrey Institute of the University of Minnesota, the number of juveniles admitted to detention centers, nationwide, ^{1/} decreased about 14.6 percent from 1974 to 1979, as shown below.

	<u>1974</u>	<u>1979</u>	<u>Percent decrease</u>
Male	371,225	356,167	4.1
Female	<u>157,850</u>	<u>95,643</u>	<u>39.4</u>
Total	<u>529,075</u>	<u>451,810</u>	14.6

As shown in the table, most of the decrease was attributable to the drop in the number of females detained. The decrease in the total number of juveniles detained nationwide also resulted

^{1/}Seven States did not report data for 1 or both years.

in a 12.3 percent drop in the rate of juveniles detained from 1.79 to 1.57 per 100,000. 1/

In the five States we visited, the number and rate of juveniles detained decreased in three, increased in one, and were not determined in the fifth State due to insufficient data.

One of the primary concerns addressed by the 1974 act pertains to the incarceration of status offenders. Decreases in the number of status offenders and nonoffenders placed in secure detention and correctional facilities for more than 24 hours, excluding nonjudicial days, 2/ have been reported nationally and in each State we visited. OJJDP has reported an 83.4 percent reduction in the number of status and nonoffenders held in secure facilities between 1977 and 1982. A 1982 report by the National Research Council of the National Academy of Sciences 3/ concluded that (1) most adjudicated status offenders have been removed from institutions, (2) the use of preadjudicatory detention for youth charged with status offenses has declined, and (3) fewer youth labeled as status offenders enter the juvenile justice system.

We found evidence that such progress has been made. Although 19 percent of the detentions in our sample were for status and nonoffenders, only a fourth of these were held over 24 hours, excluding nonjudicial days. Each State where we had performed detailed audit work took actions to meet the act's requirement that status offenders not be held in secure facilities and reported progress in the annual monitoring reports required by the act.

--In the early 1970s, Massachusetts decriminalized status offenses and made the Department of Public Welfare, which was not a juvenile justice agency, responsible for

1/The rates represent the percentage of juvenile admissions per 100,000 juveniles age 10 through age of juvenile court jurisdiction. The upper age limit for jurisdiction of juvenile courts varies among States. Depending on the State, a person is considered a juvenile until he or she is 16, 17, or 18 years of age.

2/OJJDP established this time frame for the States to use when monitoring their compliance with the deinstitutionalization of status offenders mandate of the act. Nonjudicial days are days the court is not in session, usually weekends and holidays.

3/Handler, J.F., and Zatz, J., editors, Neither Angels Nor Thieves: Studies In Deinstitutionalization of Status Offenders, Panel on the Deinstitutionalization of Children and Youth, Committee on Child Development Research and Public Policy, Assembly of Behavioral and Social Sciences, National Research Council; National Academy Press, Washington, D.C., 1982.

~~providing services to status offenders.~~ In the monitoring report for 1980, Massachusetts reported three status or nonoffenders held in juvenile detention facilities. Because of this low number, OJJDP found Massachusetts in full compliance with the act's status offender and nonoffender requirement. During our visits to secure detention facilities in Massachusetts, we did not identify any status or nonoffenders.

--New Hampshire reported in its 1980 monitoring report that only one status offender was detained in county jails or local lockups and one was committed to the State training school. OJJDP also found New Hampshire in full compliance with the act's status offender requirement. Again, we did not identify any status or nonoffenders in the detention center or county jails and local lockups we visited.

--In 1977, Virginia enacted an extensive juvenile code revision that

- (1) required that jails be used only for adults or delinquents who are at least 15 years old and
- (2) prohibited the detention of status offenders in secure detention homes for longer than 72 hours.

The 1980 monitoring report showed that status and non-offenders held in secure facilities for periods longer than 24 hours, excluding nonjudicial days, decreased from 6,558 in fiscal year 1976 to 271 in fiscal year 1980. A State report attributed the reduction to technical assistance provided to local agencies, funding support for community-based delinquency prevention, and creation and improved utilization of nonsecure facilities. State statistics indicate that the number of complaints to the juvenile courts concerning juveniles that committed status offenses between 1977 and 1980 was also reduced by 42 percent.

--In the 1980 monitoring report, Oregon reported it had reduced the noncompliance detention of status offenders and nonoffenders by 76 percent since it enacted a law in 1975 limiting detention of runaways to 72 hours. State laws have also been revised to prohibit the holding of status offenders in training schools and to allow pre-adjudicatory detention if the child allegedly committed an adult violation or was a runaway. In line with these legislative initiatives, Oregon instituted a variety of programs to help reduce detention of status offenders and required its districts to develop plans to eliminate secure detention of status offenders as a condition of receiving OJJDP funds for fiscal year 1982.