

**REMOVAL OF JUVENILES
FROM ADULT JAILS
IN WISCONSIN**

ISSUES AND ANSWERS

August 1985

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REMOVAL OF JUVENILES FROM ADULT JAILS
IN WISCONSIN

ISSUES AND ANSWERS

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Madison, Wisconsin

August 1985

This document is designed to respond to numerous questions that have been posed in regard to the removal of juveniles from adult jails in Wisconsin. The answers provided herein represent the most current information and data available on the various subjects. Research on many of the issues will continue, however, and as new and updated information becomes available it will be provided.

TABLE OF CONTENTS

	<u>Page No.</u>
ISSUE 1: WHAT ARE THE MAJOR PROVISIONS OF THE FEDERAL JAIL REMOVAL MANDATE?	1
ISSUE 2: HOW DOES WISCONSIN LAW PRESENTLY COMPARE WITH THE FEDERAL JJDP ACT AND WHAT ACTIONS ARE NEEDED TO RESOLVE ANY CONFLICTS?	2
ISSUE 3: WHAT ARE THE CONSEQUENCES FOR NON-COMPLIANCE WITH THE JAIL REMOVAL REQUIREMENT IN STATES, LIKE WISCONSIN, WHICH PARTICIPATE IN THE JJDP ACT?	3
ISSUE 4: DECEMBER 1985 MARKS THE DATE BY WHICH STATES PARTICIPATING IN THE JJDP ACT MUST DEMONSTRATE 75% COMPLIANCE WITH THE FEDERAL JAIL REMOVAL GOAL. HOW WILL COMPLIANCE BE MEASURED AND HOW CLOSE IS WISCONSIN TO MEETING THE REQUIREMENT?	4
ISSUE 5: HAS WISCONSIN ONLY RECENTLY BECOME CONCERNED ABOUT THE SECURE DETENTION OF JUVENILES IN ADULT JAILS?	5
ISSUE 6: WHAT ARE THE REASONS JUVENILES ARE HELD IN OUR JAILS?	7
ISSUE 7: HOW LONG ARE JUVENILES GENERALLY HELD IN WISCONSIN JAILS?	9
ISSUE 8: SOME OF WISCONSIN'S COUNTY JAILS ARE CURRENTLY RESTRICTED FROM OR ELECT NOT TO HOLD JUVENILES. WHERE ARE YOUTH PLACED IF NOT IN THE	13
ISSUE 9: DO VIABLE NONSECURE ALTERNATIVES TO JAIL EXIST?	15
ISSUE 10: WHAT SECURE DETENTION OPTIONS ARE AVAILABLE TO WISCONSIN COUNTIES UNDER THE PROVISIONS OF JAIL REMOVAL?	16
ISSUE 11: HAS PROGRESS ON JAIL REMOVAL ALREADY BEEN MADE ACROSS THE STATE?	17
ISSUE 12: WHAT IS THE STATE DOING TO ASSIST IN STATEWIDE JAIL REMOVAL?	18
ISSUE 13: IS THERE SUPPORT FOR REMOVAL AMONG WISCONSIN'S JUVENILE JUSTICE COMMUNITY AND OTHERS?	19
ISSUE 14: WHAT RESOURCES ARE AVAILABLE FOR JAIL REMOVAL?	20
ISSUE 15: WHAT ARE OTHER STATES DOING ON THE JUVENILE JAILING ISSUE?	21

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REMOVAL OF JUVENILES FROM ADULTS JAILS IN WISCONSIN

ISSUES AND ANSWERS

Wisconsin's juvenile justice professionals have become increasingly aware of the problems associated with the incarceration of juveniles in adult jails. Sheriffs, jail staff, local elected officials, and county social service departments have expressed numerous concerns in recent years over the difficulty of providing appropriate supervision, care, and programming to young inmates, and have pointed to the general administrative complexities of jailing juveniles. These concerns have been heightened by recent out-of-court settlements involving juveniles in two Wisconsin county jails and the tragic jail suicides of two young people. Overcrowding of adult inmates, a prevalent condition in most Wisconsin jails, has provided additional impetus to create alternatives to the use of jails for juveniles.

Wisconsin's experience reflects a developing national concern. Studies citing the ineffectiveness of jailing as a form of care for juveniles, and numerous legal challenges to the practice have compelled many states to examine their detention policies and to develop new models for working with youth in pre-trial status. Several states have recently enacted statutory prohibitions or strict limits on juvenile jailing.

In 1980, juvenile jail removal was advanced as a national goal by the U.S. Congress. Passed with strong bi-partisan support, Congress enacted a provision to the Juvenile Justice and Delinquency Prevention Act (JJDPA) which requires participating states to eliminate the practice of detaining juveniles in adult jails. This goal was firmly upheld during reauthorization of the JJDPA in the fall of 1984.

The purpose of this paper is to identify and address numerous issues related to the jailing of juveniles in Wisconsin and the implementation of a removal policy statewide.

ISSUE 1: WHAT ARE THE MAJOR COMPONENTS OF THE FEDERAL JAIL REMOVAL PROVISION?

The jail removal provision (Section 223(a)(14)), of the Juvenile Justice and Delinquency Prevention Act holds that:

"...beginning after the five year period following December 8, 1980, no juvenile shall be detained or confined in any jail or lockup for adults..."

While this stipulation extends to most juvenile offenders, three exceptions are provided. Under the first, all counties are permitted a grace period of up to six hours during which a juvenile, accused of an act which would be a crime if committed by an adult, may be jailed for the purposes of identification, processing, and preparation for transfer to other custody arrangements.

Effective through 1989, the second exception allows the detention of juveniles accused of a criminal-type offense in an adult jail for up to twenty-four hours, excluding weekends and holidays. This exception applies to juveniles awaiting an initial court appearance pursuant to an enforceable state law requiring such appearances within twenty-four hours of being taken into custody and is limited to areas which:

- (i) are outside a Standard Metropolitan Statistical Area (SMSA; Appendix A);
- (ii) have no existing acceptable alternative placement available; and
- (iii) are in compliance with sight and sound requirements for jails. (Section 223(a)(13), JJDP)

The third allowance excepts juveniles who have been waived to criminal court and those subject to original or exclusive criminal court jurisdiction based on age and offense limitations of state law. The exception applies, however, after criminal felony charges have been filed. In applying this exception to Wisconsin, juveniles accused of criminal traffic offenses will be eligible for jail confinement after charges have been filed, in addition to those waived to criminal court.

States participating in the JJDP must demonstrate a minimum of 75% compliance with the mandate by December 8, 1985, and full compliance by the end of 1988.

ISSUE 2: HOW DOES WISCONSIN LAW PRESENTLY COMPARE WITH THE FEDERAL JJDP AND WHAT ACTIONS ARE NEEDED TO RESOLVE ANY CONFLICTS?

Wisconsin State law, ss. 48.209, presently permits the confinement of juveniles in adult jails. With one exception, such detentions may only occur prior to or during a juvenile court hearing on a petition. The exception, the only authorized use of an adult jail for dispositional purposes, applies to juveniles found in contempt of court.

In general, Wisconsin statutes grant authority to place any alleged juvenile offender (except civil law violators) in a jail prior to and during a trial. The law even permits certain "non-offenders" such as runaways to be jailed pre-trial under certain circumstances, most often after the child has run away from a court-ordered place of nonsecure detention.

Juveniles in Wisconsin who are not under the jurisdiction of the juvenile court, i.e., 16- and 17-year olds waived to adult court or who have violated traffic laws, are treated the same as adult offenders, both pre-trial and post-trial. Juveniles sought by other states who flee to and are apprehended in Wisconsin, are treated much the same as Wisconsin residents, except they may be subject to adult procedures (including extradition) if the home state laws define them as coming within that state's criminal justice system.

The federal JJDPA absolutely prohibits the secure detention of neglected, abused, and dependent children--this is consistent with Wisconsin law. It also permits secure detention for nearly all "classes" of juveniles authorized for detention under Wisconsin law, but strictly limits the place of confinement. Unless a detention falls into one of the exception categories (Issue 1), an alleged juvenile offender may not be confined in an adult jail. This difference will require a modification of jailing practices in Wisconsin, perhaps necessitating a reclassification of certain categories of offenders and a revision of certain procedures. For example, the time frame for filing of criminal charges for juveniles waived to the adult system may need to be revised to meet the requirements of the federal exceptions aimed at exempting this class of offender from jail removal.

The major conflict between Wisconsin and federal law relates to the length of time a juvenile may be held in an adult jail. Under the Act, a juvenile may be lawfully held in a jail in all counties for up to six hours, and twenty-four hours in counties which are not part of an SMSA. The maximum time a juvenile may be held in a jail under Wisconsin law, however, is controlled by the speedy trial time requirements of the juvenile court hearing process. Each of these hearings, if required, must come within 10 days of each other for children held in secure detention, e.g., the plea hearing must be held within 10 days of the detention hearing, and the fact-finding hearing (the trial) must be held within 10 days of the plea hearing. Although it rarely occurs, a juvenile may lawfully be held in an adult jail for thirty to forty days, or longer if the case is continued. The average length of stay in a jail during 1984 in Wisconsin was 4.6 days, but even this average far exceeds the maximum allowed by the Act. In order to comply with the federal law, Wisconsin statutes would need to be amended to reflect, at a minimum, the time limits authorized in the JJDPA.

ISSUE 3: WHAT ARE THE CONSEQUENCES FOR NON-COMPLIANCE WITH THE JAIL REMOVAL REQUIREMENT IN STATES, LIKE WISCONSIN, WHICH PARTICIPATE IN THE JJDPA ACT?

The most obvious and most readily understood consequence for non-compliance is the loss of federal JJDPA funds to the state and its counties. It is important to note that Wisconsin continues to receive JJDPA funds today because the state complied with the Act requirement relating to the deinstitutionalization of status offenders, i.e., the first stage of jail removal under the Act.

What is less clear at this point are the remedies available to juveniles and their advocates when the juvenile is jailed in violation of the Act and, assuming such remedies, what the exact consequences for individuals, counties, and the state may be as the result of litigation.

The most simple and swift litigative action in this context is a habeas corpus action. The legal question here is whether the juvenile has a private right under the Act to be free from secure incarceration in an adult jail. The decision in the case D.B. v. Burchard (Appendix B) sets forth quite concisely the legal argument in support of the use of the habeas remedy to se-

cure release. Citing the lead cases in this regard, the court dismissed the state's argument that the juvenile did not have a right to claim a right under the Act.

Other forms of litigation include individual and class actions seeking injunctive relief (e.g., a prohibition against placing juveniles in jail) and damages (although recent decisions in this regard make it less likely that damages are an available remedy unless actual damage can be demonstrated). Again, the central legal question is whether the Act provides the juvenile a private cause of action. The tests used by the courts to answer this question are complex, subjective, and, to some degree, unsettled.

This issue is further complicated by the obvious fact that the entire jail removal requirement is not yet in effect; thus, no lawsuits have been filed. Legal scholars and reasonable people attempting to apply the experiences with other federal laws to this particular Act may disagree, but the decision in D.B., noted above, gives an indication that some courts may be disposed to accept the legal theory favoring the enforcement through litigation of the Act's requirements.

It should be further noted in this context that there have already been successful legal challenges to the jailing of juveniles which do not rely on the Act, but rather on the Eighth and Fourteenth Amendments to the U.S. Constitution. The most significant of these cases is D.B. v. Tewksbury (545 F.Supp. 896 (D. Ore. 1982)), which held that the detention of children in adult jails is a per se violation of children's constitutional rights. In this case, the state of Oregon was prohibited from placing any juvenile in any of its adult jails.

ISSUE 4: DECEMBER 1985 MARKS THE DATE BY WHICH STATES PARTICIPATING IN THE JJDPA MUST DEMONSTRATE 75% COMPLIANCE WITH THE FEDERAL JAIL REMOVAL GOAL. HOW WILL COMPLIANCE BE MEASURED AND HOW CLOSE IS WISCONSIN TO MEETING THE REQUIREMENT?

Seventy-five percent compliance with the jail removal goal will be based on calendar year 1986 juvenile jailing figures. Detentions during this period must show a seventy-five percent reduction from those in the baseline period, calendar year 1980.

Jail detentions exceeding the time limits prescribed by the JJDPA and those of status offenders and non-offenders for any length of time will be used to determine the level of compliance.

Juvenile jailings that will not be counted in compliance calculations will be those of juveniles waived to criminal court and those charged with criminal traffic offenses, after criminal charges have been filed. (Current data do not identify whether formal charges have been filed; accurate measurement of compliance will depend on improvements in data collection or the development of other methods for estimating the number of detentions in these categories.)

A comparison of non-exempt juvenile jailings in Wisconsin in 1980 and 1984 reveals a sixty-two percent decrease in jailings between those years. Accordingly, if Wisconsin is to meet the seventy-five percent interim jail removal goal, a further decrease of thirteen percent must be realized by 1986. In actual figures, the seventy-five percent goal represents a jailing level of no more than 1158 non-exempt juveniles by the target date.

ISSUE 5: HAS WISCONSIN ONLY RECENTLY BECOME CONCERNED ABOUT THE SECURE DETENTION OF JUVENILES IN ADULT JAILS?

No. Wisconsin has long shown concern over the use of jails for juveniles, the conditions of jail confinement, and the lack of appropriate juvenile programming in most adult facilities. As early as 1975, a special statewide study committee on juvenile justice standards raised serious concerns about the detention of juveniles in facilities which also hold adults. In that same year, Wisconsin elected to participate in the federal Juvenile Justice and Delinquency Prevention Act which, as a condition of participation, required states to remove all status offenders and nonoffenders from its jails and other secure facilities; in other words, take the first steps toward jail removal.

Juvenile justice initiatives resulting from these early concerns mark some of the first critical accomplishments toward jail removal, including: the enactment of strict juvenile detention criteria, and the removal of status offenders and nonoffenders from jails and other secure facilities; the introduction of detention intake screening capabilities statewide; the development of new fiscal resources to support juvenile offender deinstitutionalization; and the implementation of a vast network of new community-based alternatives to incarceration.

These developments not only afforded special protections and appropriate services to juveniles, they also effected dramatic annual reductions in juvenile jailings statewide. This progress can be seen in Table 1. Note that the reduction in jailings between 1974-1984 was seventy-three percent.

TABLE 1

JUVENILE DETENTIONS IN WISCONSIN COUNTY JAILS
1974, 1978 - 1984

<u>YEAR</u>	<u>NUMBER</u>
1974	10,824
1978	9,394
1979	5,057
1980*	4,890
1981	4,277
1982	3,583
1983	3,145
1984	2,898

(*1980 is the baseline year for calculating compliance with the jail removal mandate.)

To illustrate Wisconsin's progress in deinstitutionalization generally, Table 2 is presented and shows the number of detentions in each county jail in the state, as well as in each juvenile detention center, from 1978-1984.

TABLE 2

SECURE DETENTIONS IN JAILS AND DETENTION CENTERS, BY COUNTY AND YEAR

<u>County Jails</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
Adams	68	32	13	13	10	4	3
Ashland	99	36	35	32	17	8	13
Barron	60	34	12	11	6	4	6
Bayfield	0	0	0	0	5	10	4
Brown	388	234	173	175	166	164	131
Buffalo	25	9	7	2	1	0	0
Burnett	41	0	0	0	0	0	0
Calumet	19	20	7	4	12	19	15
Chippewa	66	36	53	75	62	19	0
Clark	25	12	17	32	26	12	20
Columbia	96	58	50	44	21	14	11
Crawford	17	16	46	39	30	26	16
Dane	40	49	50	61	37	25	29
Dodge	131	96	116	107	78	69	53
Door	70	15	12	7	4	2	5
Douglas	361	103	82	79	75	98	38
Dunn	97	38	29	44	20	18	13
Eau Claire	170	125	125	94	119	85	103
Florence	1	0	0	0	0	0	0
Fond du Lac	279	242	153	205	133	147	191
Forest	38	24	26	24	12	6	0
Grant	53	43	32	21	0	44	29
*Green	52	38	51	29	27	13	14
Green Lake	7	17	17	8	0	0	2
Iowa	21	6	9	3	0	0	4
*Iron	15	0	17	2	13	1	0
Jackson	44	31	20	5	0	0	6
Jefferson	198	73	61	46	60	84	38
Juneau	60	44	68	34	30	9	21
Kenosha	277	408	514	292	321	398	315
Kewaunee	15	12	21	16	4	3	7
La Crosse	551	199	161	134	118	104	111
Lafayette	9	7	11	31	21	11	7
Langlade	35	27	39	23	25	30	41
Lincoln	26	13	27	23	3	4	18
Manitowoc	90	31	41	36	30	15	35
Marathon	275	127	157	121	94	150	156
Marinette	96	28	33	25	31	33	35
Marquette	14	5	0	0	0	0	0
Menominee	--	--	--	--	--	--	10
Milwaukee	132	128	161	149	101	80	87
Monroe	176	105	102	64	38	28	26
Oconto	145	69	63	47	34	4	25
Oneida	91	36	30	16	30	23	43
Outagamie	203	188	155	180	143	159	136
Ozaukee	359	106	109	105	80	67	60
Pepin	25	3	27	21	0	0	1
Pierce	66	19	29	26	31	11	27
**Polk	51	46	68	52	47	19	4
Portage	59	36	34	18	24	31	14
Price	27	21	8	11	10	0	0
Racine	130	120	125	140	103	87	103
Richland	10	4	7	1	7	8	14
Rock	690	357	340	337	188	288	187
*Rusk	18	19	13	15	16	5	4
St. Croix	407	151	66	35	23	11	19

(continued)

(continued from p. 6)

<u>County Jails</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
Sauk	206	61	37	45	54	32	17
Sawyer	18	19	11	23	21	45	26
Shawano	200	166	177	103	120	50	41
Sheboygan	146	149	158	169	183	169	203
Taylor	0	0	0	1	9	2	1
Trempealeau	52	15	13	0	23	19	31
*Vernon	46	8	30	8	38	1	2
Vilas	98	50	39	52	33	37	29
Walworth	329	128	80	38	23	1	0
Washburn	4	0	0	0	0	0	0
Washington	268	59	86	109	79	87	54
Waukesha	973	478	405	300	305	69	2
Waupaca	132	49	77	47	53	27	29
Waushara	20	37	30	45	25	30	30
Winnebago	279	113	88	193	111	105	154
Wood	105	46	37	30	20	21	29
TOTAL	9,394	5,074	4,890	4,277	3,583	3,145	2,898
<u>Detention Centers</u>							
Dane	836	433	630	574	611	618	608
Milwaukee	3,690	1,730	2,040	1,980	2,100	2,385	2,475
Racine	588	337	382	457	525	382	396
Waukesha	--	--	--	--	--	328	304
TOTAL	5,114	2,500	3,052	3,011	3,236	3,713	3,783
GRAND TOTAL	14,508	7,574	7,942	7,288	6,819	6,858	6,681
<p>*In the 1983 detention survey, it was discovered that these counties had been reporting some cases that were not actual detentions. The non-detention cases were removed from the 1983 data set. While the 1983 figures are now considered accurate, data for previous years are, most likely, inflated by non-detention cases.</p> <p>**Until 1983, Polk County regularly recorded some non-detention cases as detentions. This practice was corrected in 1983. Data for previous years are inflated by non-detention cases.</p>							

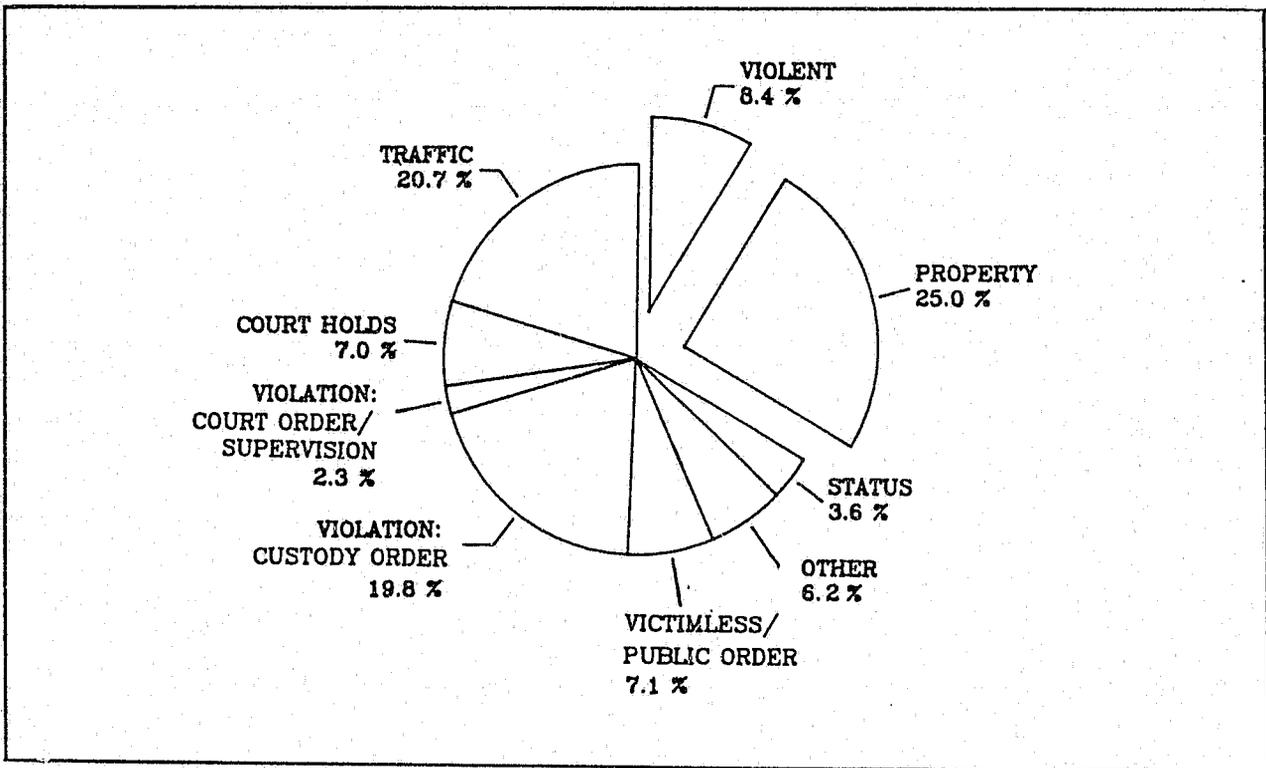
It is clear that significant effort has taken place in Wisconsin in recent years to reduce local reliance on secure detention and jail confinement as forms of care for juvenile offenders. Wisconsin's commitment to further refining its use of jails for young people, expressed through continued participation in the JJDP, reflects an on-going commitment to the deinstitutionalization of juvenile offenders who might be better served in the community.

ISSUE 6: WHAT ARE THE REASONS JUVENILES ARE HELD IN OUR JAILS?

According to statewide detention data collected by the Wisconsin Council on Criminal Justice, 2898 juvenile detentions in county jails were recorded in 1984. The following chart presents information on the offense charges or reasons for these jail detentions.

CHART 1

REASONS FOR JUVENILE DETENTIONS
IN COUNTY JAILS: 1984



Offense Categories - VIOLENT: crimes against persons including murder, negligent homicide, robbery, rape, assault; PROPERTY: crimes involving property loss, e.g. burglary, theft; STATUS: running away, truancy, incorrigibility; TRAFFIC: violations of state traffic law; VICTIMLESS, PUBLIC ORDER: crimes not directed at specific victims, e.g. drug offenses, prostitution, disorderly conduct; VIOLATION OF CUSTODY ORDERS: violations of nonsecure custody placements; VIOLATIONS OF COURT ORDERS, SUPERVISION ORDERS: violations of an order of the court and of dispositional placement conditions; COURT HOLDS: administrative holds, e.g. juvenile awaiting hearing or transportation; OTHER: holds per warrant, capias, or unspecified reasons.

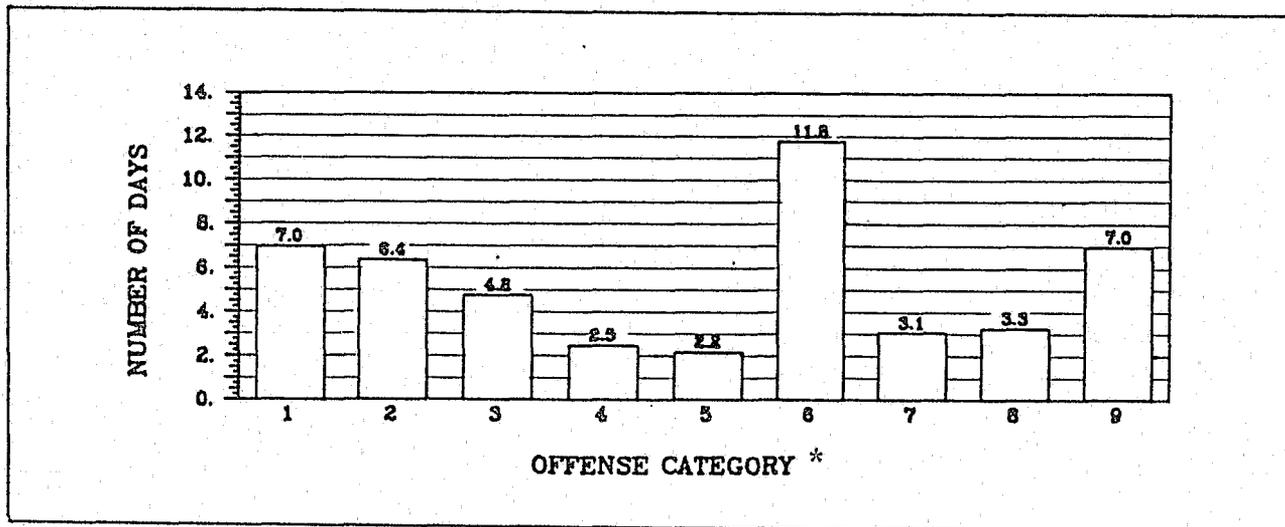
Chart #1 shows that less than half (33.4%) of all juvenile jailings in 1984 were based on alleged crimes against persons or property or what are often termed Index crimes. This pattern is consistent with the jailing practices of previous years.

Juvenile justice professionals interviewed in 1984 reported that the following circumstantial and legally untenable influences still motivated the decision to securely detain juveniles in some cases: lack of nonsecure alternatives; existing alternatives to jail full; local attitudes favor punishment/negative consequences; community pressure to jail; and community apathy.

ISSUE 7: HOW LONG ARE JUVENILES GENERALLY HELD IN WISCONSIN JAILS?

Juvenile detentions in Wisconsin jails for 1984 averaged 4.6 days. The following chart presents the average length of jail detentions by offense type. One can see that juveniles held for alleged violations of court supervision orders were detained on the average for the longest period of time, or 11.8 days, and alleged traffic violators were generally held for the shortest period, or 2.2 days.

CHART 2
LENGTH OF JUVENILE DETENTIONS
IN COUNTY JAILS: 1984



*Offense Categories: (1) Violent (6) Violation of Court Order or Supervision
(2) Property (7) Violation of Custody Order
(3) Victimless and Public Order
(4) Status Offenses (8) Court Hold
(5) Traffic (9) Other

(See p. 8 for explanation of offenses.)

The average length of stay for all but one offense category presented here represents an increase from the 1983 detention stay averages. The exception, average length of stay for violent offenses, decreased from the 1983 average of 8.3 days to 7.0 days in 1984.

Another helpful perspective on length of detentions can be gained by looking at detentions grouped into categories by length of stay. The following chart presents this information. It is interesting to note the percentage of jail detentions relating to the six-hour and twenty-four-hour time limits referenced in the federal jail removal requirements (Issue 1). Chart 3 shows that 20.9 percent of all jail detentions in 1984 were under six hours; another 30.8 percent were for six to twenty-four hours in duration.

CHART 3

DETENTIONS IN COUNTY JAILS BY LENGTH OF
DETENTION AND OFFENSE TYPE - 1984

	Violent	Property	Victimless, Public Order	Status	Traffic	Violation of Court Order, Supervision	Violation of Custody Order	Court Hold	Other	TOTAL	Percent
Under 6 hrs.	17 7.8%	128 18.5%	26 13.2%	17 16.9%	257 44.5%	4 6.4%	62 11.2%	36 18.5%	28 17.1%	575	20.9
6 to 24 hrs.	71 32.4%	205 29.7%	77 39.1%	38 37.6%	156 27.0%	16 25.8%	180 32.7%	69 35.4%	37 22.6%	849	30.8
24 to 48 hrs.	38 17.3%	93 13.4%	27 13.7%	11 10.9%	49 8.5%	8 12.9%	87 15.8%	32 16.4%	36 21.9%	381	13.8
48 to 72 hrs.	16 7.3%	61 8.9%	17 8.6%	12 11.9%	38 6.6%	9 14.5%	59 10.7%	14 7.2%	13 7.9%	239	8.7
3 to 5 days	19 8.7%	56 8.1%	15 7.6%	11 10.9%	26 4.5%	8 12.9%	59 10.7%	15 7.7%	8 4.9%	217	7.9
5 to 10 days	28 12.8%	64 9.2%	17 8.6%	5 4.9%	31 5.4%	5 8.1%	68 12.3%	13 6.7%	13 7.9%	244	8.9
Over 10 days	30 13.7%	84 12.1%	18 9.1%	7 6.9%	20 3.5%	12 19.3%	36 6.5%	16 8.2%	29 17.7%	252	9.1
TOTAL	219 100.0%	691 99.9%	197 99.9%	101 100.0%	577 100.0%	62 99.9%	551 99.9%	195 100.1%	164 100.0%	2,757	100.1
Percent	8.0%	25.1%	7.2%	3.7%	20.9%	2.2%	20.0%	7.1%	6.0%	100.1%	

To allow for a more critical analysis of juvenile jail populations in each county, as they relate to the significant time limits of the federal jail removal provision, the following tables are provided. The first, Table 3, lists those counties which are part of a SMSA and their juvenile detentions in 1984 for six hours or less and those over six hours.

TABLE 3

SECURE JUVENILE DETENTIONS IN JAILS IN SMSA COUNTIES
SIX HOURS OR LESS AND OVER SIX HOURS - 1984*

<u>County</u>	<u>Length of Detention</u>	
	<u>Six Hours or Less and Exception Detentions**</u>	<u>Over Six Hours***</u>
Brown	26	105
Calumet	7	8
Dane	21	8
Eau Claire	33	70
Kenosha	57	258
La Crosse	26	85
Marathon	26	130
Milwaukee	83	4
Outagamie	16	120
Ozaukee	30	30
Racine	84	19
Rock	42	145
Sheboygan	48	155
Washington	12	42
Waukesha	2	0
Winnebago	24	130
TOTAL	537	1,309

*By U.S. Office of General Counsel opinion, Douglas and St. Croix Counties need not be considered SMSAs for purposes of applying Sec. 223(a)(14)(i) of the JJDP.

**Includes detentions six hours or less of juveniles accused of delinquency and many detentions of juveniles as adults, such as juveniles accused of criminal traffic offenses and most juveniles held in jails in counties with detention centers.

***Includes all status offender detentions and juveniles accused of delinquency held more than six hours.

Table 4 delineates the counties outside of SMSA's which detained juveniles in 1984 and the number of detentions under and over twenty-four hours in those areas.

TABLE 4

SECURE JUVENILE DETENTIONS IN NON-SMSA COUNTIES
TWENTY-FOUR HOURS OR LESS AND OVER TWENTY-FOUR HOURS - 1984

County	Length of Secure Detentions	
	<u>24 Hours or Less and Exception Detentions*</u>	<u>Over 24 Hours**</u>
Adams	1	2
Ashland	7	6
Barron	3	3
Bayfield	2	2
Clark	14	6
Columbia	9	2
Crawford	5	11
Dodge	40	13
Door	3	2
Douglas	16	22
Dunn	6	7
Fond du Lac	103	88
Grant	14	15
Green	11	3
Green Lake	0	2
Iowa	0	4
Jackson	4	2
Jefferson	34	4
Juneau	18	3
Kewaunee	7	0
Lafayette	4	3
Langlade	28	13
Lincoln	13	5
Manitowoc	17	18
Marinette	22	13
Menominee	5	5
Monroe	7	19
Oconto	16	9
Oneida	25	18
Pepin	0	1
Pierce	22	5
Polk	1	3
Portage	8	6
Richland	11	3
Rusk	3	1
Sauk	9	8
Sawyer	21	5
Shawano	33	8
St. Croix	7	12
Taylor	1	0
Trempealeau	24	7
Vernon	1	1
Vilas	24	5
Waupaca	17	12
Waushara	18	12
Wood	21	8
TOTAL	655	397

*Includes detentions 24 hours or less of juveniles accused of delinquency and many detentions of juveniles as adults, such as those accused of criminal traffic offenses.

**Includes all status offender detentions and juveniles accused of delinquency held more than 24 hours.

These numbers are helpful because they point to the level of juvenile jailing in Wisconsin already within the parameters of the JJDPa and also provide an indication of the movement which needs to occur in order to achieve full jail removal compliance.

ISSUE 8: SOME OF WISCONSIN'S COUNTY JAILS ARE CURRENTLY RESTRICTED FROM OR ELECT NOT TO HOLD JUVENILES. WHERE ARE YOUTH PLACED IF NOT IN THE LOCAL JAIL?

Most of Wisconsin's counties currently maintain an adult jail. As of early 1984, however, only 51 counties were eligible to hold juveniles under the jurisdiction of the juvenile court in their jails; three of these have access to a juvenile detention center (see Appendix C). Without a local secure detention capability, most of the counties have opted to utilize existing non-secure resources more fully and/or to contract for detention services with neighboring counties. Table 5 identifies many of the transportation patterns utilized in the recent past. Note that even counties eligible to hold juveniles transported to other counties; in many cases this may have occurred because of jail overcrowding.

TABLE 5
JUVENILE DETENTION TRANSPORTATION
1983-1984

<u>County</u>	<u>Transports to Counties:**</u>	<u>Holds for Counties:***</u>
Adams	Wood	--
Ashland	--	Iron
Barron	--	Burnett, Rusk
Bayfield	Dunn	--
Brown	--	Door, Shawano
*Buffalo	Trempealeau	--
Burnett	Barron, Douglas, Polk, St. Croix	--
Calumet	--	--
*Chippewa	Eau Claire	--
Clark	--	--
Columbia	Sauk, Waushara	--
Crawford	--	Vernon
Dane	--	Dodge, Jefferson, Sauk
Dodge	Dane, Rock, Waukesha	--
Door	Brown	--
Douglas	--	Burnett
Dunn	--	Bayfield, Pepin
Eau Claire	--	Chippewa, Rusk, Sawyer
*Florence	Marathon, Marinette, Oneida	--
Fond du Lac	--	Green Lake
*Forest	Oneida	--
Grant	--	Iowa, Vernon
*Green	Rock	--
*Green Lake	Fond du Lac, Waushara	--
*Iowa	Lafayette, Grant, Richland, Sauk	--
*Iron	Ashland	--
*Jackson	Trempealeau	--
Jefferson	Dane, Rock	-- (continued)

(continued from p. 13)

<u>County</u>	<u>Transports to Counties:**</u>	<u>Holds for Counties:***</u>
Juneau	Richland, Sauk	---
Kenosha	---	---
Kewaunee	Manitowoc	---
La Crosse	---	Monroe, Trempealeau
Lafayette	---	Iowa
Langlade	---	Shawano
Lincoln	---	---
Manitowoc	---	Kewaunee
Marathon	---	Florence, Portage, Price, Shawano, Taylor Florence
Marinette	---	---
*Marquette	Waushara	---
***Menominee	---	---
*Milwaukee	---	---
Monroe	La Crosse	---
Oconto	---	---
Oneida	---	Florence, Forest, Price
Outagamie	---	---
Ozaukee	---	---
Pepin	Dunn, Pierce	---
Pierce	---	Pepin
Polk	---	Burnett
Portage	Marathon	---
*Price	Marathon, Oneida	---
*Racine	---	Walworth
Richland	Sauk	Iowa, Juneau, Vernon
Rock	---	Dodge, Green, Jefferson
*Rusk	Barron, Eau Claire, Sawyer	---
Sauk	Dane	Columbia, Iowa, Juneau, Richland
St. Croix	---	Burnett
Sawyer	Eau Claire	Rusk, Washburn
Shawano	Brown, Langlade, Marathon	---
Sheboygan	---	---
*Taylor	Marathon	---
Trempealeau	La Crosse	Buffalo, Jackson (traffic)
*Vernon	Crawford, Grant, La Crosse, Richland	---
Vilas	---	---
*Walworth	Racine, Waukesha	---
*Washburn	Sawyer	---
Washington	---	---
*Waukesha	---	Dodge, Walworth
Waupaca	---	---
Waushara	---	Columbia, Green Lake, Marquette
Winnebago	---	---
Wood	---	Adams

*Jail restricted from holding juveniles.
 **Counties listed hold some, not necessarily all, juveniles for the transporting county.
 (Restricted counties, however, must transport all juveniles to be held, pursuant to
 the Children's Code.)
 ***Counties listed transport some, not necessarily all, juveniles to the holding county.
 ****As of December 1984, Menominee County detains juveniles in its Tribal Detention Center.
 Prior to 1984, it utilized the Shawano County Jail.

Four counties total currently operate separate juvenile detention centers designed to detain juveniles only. These are Milwaukee, Dane, Racine and Waukesha. Several counties close to these purchase detention services from the centers.

ISSUE 9: DO VIABLE NONSECURE ALTERNATIVES TO JAIL EXIST?

University of Chicago researchers studied this issue in 1976 by examining foster homes, group homes, runaway centers, and home detention programs that served as alternatives to secure detention for alleged juvenile offenders. The results of this study revealed that almost 88% of the juveniles in these programs neither committed new offenses nor ran away while in placement.

The Wisconsin experience with alternative programs has been similar and, in large part, is responsible for the 73% decrease in juvenile jailing between 1974 and 1984. This experience, combined with information on successful alternatives to jail, should give juvenile justice professionals reason to further examine their assumptions regarding the need for secure custody in many juvenile cases, and to continue implementation of effective programs that allow juveniles to remain safely supervised in the community.

Innovative, cost-effective programmatic alternatives to secure detention are listed below--many of which already exist in Wisconsin:

HOME DETENTION - Estimated to cost \$8-17 per day, home detention programs have been proven to work well with all types of offenders, even very serious delinquents. Home detention monitors provide careful supervision to youth in their own homes and assess program participants' behavior against special requirements and behavioral terms established by the court. Participants are visited in-person and contacted by phone frequently throughout the day at irregular intervals.

SHELTER CARE FACILITIES - Shelter care programs provide short-term care to juveniles who do not present major security risks but need round-the-clock supervision. Shelter care requires placement of a child outside of his/her home where they are supervised by staff, frequently professional child-care workers. The child in shelter care, one of several juveniles in placement, receives physical care, supervision and counseling. The per diem for shelter care in Wisconsin ranges from \$25-\$80.

PROCTOR PROGRAMS - Proctor programs are designed to serve very troubled youth who require individual attention and close supervision round-the-clock. The key to the proctor program is its ability to provide intensive one-on-one supervision; no other children are in placement at the same time. Exclusive attention and care are provided by proctors--well-trained individuals who offer supervision and other services in their own homes.

REPORT CENTERS - Report Centers provide supervision and monitoring to youth who use leisure time poorly and who may be negatively influenced by their peers. Youth ordered to participate in the program must report daily to a Center or a certain station at specified times for certain periods, generally during unstructured hours of the day and evening. Centers may also furnish counseling, tutoring, and recreational services, as needed. Home detention programs and report center programs have been successfully designed to function together in Wisconsin.

CRISIS FOSTER CARE - Foster care may be used as a short-term alternative to secure detention for juveniles who need placement outside of the parental home, but who do not present major security risks. Foster parents provide physical care, crisis counseling and may provide transportation, when necessary, to school, work, court hearings, or other appointments. The per-day cost is about \$8 for regular foster care, but may be higher if special services are provided.

Other programs too--group homes, runaway centers, and receiving centers-- have all been effectively used at various times as alternatives to jail for juveniles. If children are appropriately placed in nonsecure programs, they can be served at minimal risk to public safety or the court process.

ISSUE 10: WHAT SECURE DETENTION OPTIONS ARE AVAILABLE TO WISCONSIN COUNTIES UNDER THE PROVISIONS OF JAIL REMOVAL?

Wisconsin State law currently permits the incarceration of juveniles in secure detention facilities as an alternative to confinement in an adult jail. Authorized by Wisc. Stat. 48.22 and licensed under HSS Chapter 346, juvenile detention facilities may occupy a free-standing building or may exist in combination with, but physically separate from, other government functions within the same edifice.

Recently, the U.S. Office of Juvenile Justice and Delinquency Prevention (OJJDP) sanctioned another alternative, that of a juvenile detention facility within the same physical structure as an adult jail, provided that complete separation between the adult and juvenile programs can be ensured. While this concept has yet to be fully recognized by Wisconsin statute or administrative code, such action expands the number of secure detention alternatives available to States.

Four criteria or standards, recently promulgated by the OJJDP, will be used to assess the adequacy of separation between adult and juvenile programs in counties electing to achieve jail removal by using the new option. They are:

- (A) Total separation between juvenile and adult spatial areas such that there could be no haphazard or accidental contact between juveniles and adult residents in the respective facilities.
- (B) Separate juvenile and adult program activities within the facilities, including recreation, education, counseling, health care, dining, sleeping, and general living activities.
- (C) Separate juvenile and adult staff, including management, security staff, and direct care staff such as recreational, education, and counseling. Specialized services staff, such as cooks, bookkeepers, and medical professionals who are not normally in contact with detainees or whose infrequent contacts occur under conditions of separation of juveniles and adults, can serve both.

- (D) In states that have established state standards or licensing requirements for secure juvenile detention facilities, the juvenile facility meets the standards and is licensed as appropriate.

It is anticipated that each state will be expected to establish its own set of implementing guidelines for the four criteria. Although subject to final approval by the OJJDP, the guidelines are, nonetheless, expected to offer States latitude in responding with some flexibility to special or unique local circumstances.

The Wisconsin Council on Criminal Justice in cooperation with the Department of Health and Social Services has begun to develop a policy regarding implementation of the separation standards in Wisconsin. Representatives of Wisconsin law enforcement agencies and others have been invited to participate in the developmental process.

Both positive and negative implications characterize all of the above secure detention options. More than simply providing a solution to a jailing problem, each alternative differently impacts the administrative complexities of providing juvenile detention, the coordination and quality of services to youth involved in the court process, and the level of fiscal and human resources required to maintain the alternative. In pressing toward a long-term solution, counties adopting new secure alternatives to jail will need to acknowledge the benefits and shortcomings of each option and weigh them against what is in the best interest of juveniles and public safety.

ISSUE 11: HAS PROGRESS ON JAIL REMOVAL ALREADY BEEN MADE ACROSS THE STATE?

As illustrated in Issue 5, deinstitutionalization has been a juvenile justice priority in Wisconsin since the early 1970's. Implementation of the initiative has been characterized by both successful adoption of supportive policy changes at the state and local levels and a steady decline in the number of juveniles confined in adult jails and other secure settings. Resulting in significant progress toward jail removal already, these activities combine to give Wisconsin a critical edge on jail removal and place it in an excellent position to move forward on the initiative.

At least a quarter of all counties in Wisconsin have created formal or informal jail study committees (see Appendix D). Most of these committees are involved in long-range planning for all offenders--adults and juveniles--and some anticipate addressing jail removal as a part of that task. Many have engaged other counties in the planning process and, in a sense, have begun to address juvenile jail removal from a multi-county perspective.

Over the past ten years, most Wisconsin counties have developed some form of nonsecure care for alleged juvenile offenders. This has included shelter care facilities, runaway centers, home detention programs and networks of emergency foster homes.

Nonsecure alternatives, however, have not been available in all counties nor

have existing alternatives always been able to adequately satisfy the diverse placement needs of counties. To rectify this problem, several counties have recently begun to reassess their local juvenile needs and services. The result has been the expansion of existing services or the creation of new programs.

Eau Claire, Outagamie and Ozaukee Counties, for example, each recently established a new combination report center-home detention program. Preparations are underway in Washburn County to develop a proctor program. Home detention programs will soon be available in other counties.

Lastly, designed to bring Wisconsin law into compliance with the jail removal requirements of the JJDP, a jail removal legislation project, funded by the WCCJ, is also in progress. The objectives of this project are expected to be achieved by working with various professionals in the juvenile justice system and with their respective professional associations to identify conflicts between State and Federal law and to examine various statutory approaches which could eliminate these conflicts. What should emerge from this process is a proposal for statutory revision which will be presented to the legislature.

ISSUE 12: WHAT IS THE STATE DOING TO ASSIST IN STATEWIDE JAIL REMOVAL?

The Wisconsin Council on Criminal Justice (WCCJ) and the Department of Health and Social Services (DHSS) have been working together with counties on jail removal, to effect implementation in a way which is both responsive to the concerns of counties and in the best interest of young alleged offenders. The WCCJ and DHSS have established nine joint work objectives to direct their efforts. They are to:

- o Solicit county input on statewide jail removal and provide technical assistance
- o Develop viable nonsecure alternatives
- o Develop new forms of secure detention
- o Develop a uniform definition of detention, and annually collect all juvenile detention data
- o Increase jail monitoring
- o Seek legislation designed to implement jail removal
- o Ensure adequate protection for juveniles jailed under allowable exceptions
- o Develop fiscal resources for removal implementation
- o Conduct necessary juvenile justice personnel training

Activities related to these objectives are underway and will continue as needed to receive state agency focus.

On-site consultation and technical assistance through the State is available to counties wishing to plan for removal. WCCJ and DHSS staff (Appendix E) will provide assistance in analyzing local detention trends and projecting future detention needs, reviewing detention policies, assessing removal models, designing appropriate programs, and obtaining grant funds to carry out local plans.

Monies are also being made available for jail removal purposes through the WCCJ 1985-87 Juvenile Justice Plan. These resources, discussed more fully below, are designed primarily to assist counties in jail removal planning and program, but may also be used to finance one-time, short-term projects, such as the development of architectural designs, sponsorship of regional workshops, or inter-agency staff training. Monies may also be made available for removal through the Youth & Family Aids Innovative Projects allocations by the DHSS (see Issue 14).

ISSUE 13: IS THERE SUPPORT FOR REMOVAL AMONG WISCONSIN'S JUVENILE JUSTICE
COMMUNITY AND OTHERS?

Jail removal is finding both support and resistance among professionals in Wisconsin. This is predictable in a state which is both home to progressive juvenile justice policy development and one which has for several decades relied heavily on jails and secure detention for the care of juvenile offenders.

Many counties have long faced jail overcrowding, however, and other problems directly related to the incarceration of juveniles, such as additional administrative burden and increased liability. These factors have provided reasons for many counties to move toward less reliance on jails and to seek available financial and technical assistance for jail removal.

Governor Earl has indicated his support for removal and has stated on a number of occasions that he will support Wisconsin's continued participation in the JJDP. His position is consistent with that of Wisconsin's three previous Governors.

Nationally, the goal of removal has been endorsed by every major national association in the field of criminal/juvenile justice, including the National Sheriffs' Association, the American Bar Association, the American Correctional Association, the National Council on Crime and Delinquency, and the American Jail Association. Other significant groups such as the National Governors' Association, and the National Association of Counties, also support the jail removal goal.

ISSUE 14: WHAT RESOURCES ARE AVAILABLE FOR JAIL REMOVAL?

Currently there are two primary fiscal resources available for jail removal programming: the WCCJ 1985-87 Juvenile Justice Plan and Youth & Family Aids (YFA). Within YFA exist grants entitled Innovative Projects Grants which, at the time of this writing, are being considered for jail removal purposes.

WCCJ 1985-87 JUVENILE JUSTICE PLAN - Developed pursuant to the requirement of the federal Juvenile Justice & Delinquency Prevention Act, this document represents the first of a multi-year planning effort. While not limited to jail removal activities, the 1985-87 Plan emphasizes compliance with the JJDP Act goal to remove juveniles from adult jails.

Grant funds under the Juvenile Justice Plan are available to local units of government and private nonprofits for several purposes including: jail removal planning; nonsecure programming; secure detention planning, designing and staffing; transporting juvenile offenders between counties; and short-term technical assistance projects. Non-secure program monies are specifically allocated for the development and expansion of home detention programs, report centers (or combination report center-home detention programs) and proctor programs.

Grant applications for juvenile justice funds under the WCCJ Plan are accepted and reviewed four times annually. Proposals may be submitted to one of the WCCJ outreach offices or to the central office. Copies of the Plan, application kits, and the deadline dates for grant submissions may be obtained by contacting one of these offices (see Appendix E).

YOUTH AND FAMILY AIDS - YFA is a statewide program designed to provide funds to all counties for corrections and community-based programming for juveniles. Statewide oversight of the program rests with the Department of Health & Social Services (DHSS) but the responsibility for local planning and program implementation belongs to county departments of social/human services. Prior to receiving an annual allocation, counties must identify the needs of local juveniles and must submit a plan for meeting these needs. While some funding limitations exist in YFA expenditures, counties have considerable latitude in designing and implementing programs to address local needs and concerns. As long as counties can justify that the needs of the YFA target population (adjudicated delinquents, alleged delinquents, adjudicated status offenders, alleged status offenders) are being met, nonsecure programs aimed at juvenile jail removal are eligible for this funding.

- o YFA Innovative Project Grants - Funds for YFA Innovative Projects were made available through the state's 1983-85 biennial budget. Beginning in CY 1983, the biennial budget allows the DHSS to carry over up to \$500,000 in unspent YFA funds from one calendar year into the next fiscal year and to redistribute those funds to county departments of social/human services. Distributed through a Request for Proposal (RFP) process, these dollars are targeted toward expanding local programs and services. In the past, jail removal projects have been eligible for funding under these monies; jail removal eligibility is currently under consideration for CY 1985 lapse dollars.

In the past, applications for these monies have been accepted in the month of August. In FY 1984, a ceiling of \$100,000 for any one project was established.

For more information on the Innovative Project Grants and the application process, contact the Division of Community Services within the DHSS.

ISSUE 15: WHAT ARE OTHER STATES DOING ON THE JUVENILE JAILING ISSUE?

The approach to jail removal has proven similar from state to state, despite wide geographic, demographic, and economic differences. Many states have employed a "phase-in" strategy entailing the introduction of stricter detention criteria, a gradual introduction of nonsecure alternatives, the development of juvenile detention facilities, and an increased commitment of state dollars. Some states have accelerated detention monitoring and have implemented State or locally operated transportation units to transport juveniles to appropriate facilities. All states have relied heavily on the assistance of federal dollars, at least initially.

As of early 1985 approximately 15 states had passed legislation prohibiting the jailing of juveniles. Other states have removal legislation pending.

* * * * *

Please refer to individuals listed in Appendix E for assistance on jail removal.

APPENDICES

Appendix A - *Wisconsin's Standard Metropolitan Statistical Areas*

Appendix B - *D. B. v. Burchard, No. S5-83, Vt. Super. Ct. 1983*

Appendix C - *Wisconsin County Jails Prohibited From Holding Juveniles--1985*

Appendix D - *Jail Study Committees in Wisconsin--January 1985*

Appendix E - *Jail Removal Contacts*

STATE OF VERMONT
WASHINGTON COUNTY, SS.

D. B.

'83 FEB 10 PM 4 12

WASHINGTON SUPERIOR COURT

v.

DOCKET NO. S5-83 WDM

JOHN D. BURCHARD, Commissioner
of Social and Rehabilitative
Services and STEPHEN P. COULMAN,
Director, Waterbury Juvenile
Detention Unit

OPINION AND ORDER

D. B., a sixteen year old, is being held at the so-called Waterbury Detention Unit (WDU) in Waterbury, Vermont, by Defendants. The WDU is a secured detention facility (a jail). The Defendants assert their authority to hold D.B. at the WDU because he is a child in need of care and supervision, presents a risk of injury to himself, to others or to property, and is in immediate need of the care and security of the WDU. 33 V.S.A. §§632(a)(12)(c) and 662(e).

The State admits that their action is not consistent with federal law, which states:

[A state plan must] provide within three years after submission of the initial plan that juveniles who are charged with or who have committed offenses that would not be criminal if committed by an adult or offenses which do not constitute violations of valid court orders, or such nonoffenders as dependent or neglected children, shall not be placed in secure detention facilities or secure correctional facilities.

42 U.S.C. §5633(a)(12)(A). The State maintains, however, that D.B. does not have a right to claim protection under that law. This Court disagrees.

The federal law in question, the Juvenile Justice and Delinquency Prevention Act, 42 U.S.C. Chapter 72, provides financial assistance and technical expertise to participating states to enable them to create effective

juvenile justice systems. The Act is voluntary, but acceptance of federal funds is conditioned upon the acceptance of requirements set forth in the Act.

To receive grants under the Act, the state must formulate a plan for carrying out the purposes of the Act. See 42 U.S.C. §5633. The state plan must provide the procedures and substantive items listed in §5633(a) (1) through (22). If the Administrator of the JJDPJ finds that a state has failed to comply with the requirement of subsection (a) (12) (A) of section 5633 within three years, the state loses its eligibility for funding unless it is also determined that the state is in substantial compliance with the requirement. 42 U.S.C. §5633(c). The JJDPJ does not specifically authorize a private cause of action under the Act.

Congress has the power to impose conditions and terms on which it shall disburse federal money to the states. Pennhurst State School v. Haldeman, 451 U.S. 1, 17 (1981). When such conditions have been stated unambiguously, the state is obligated to comply.

In Maine v. Thiboutot, 448 U.S. 1 (1980), the Supreme Court held that an individual has a cause of action for state deprivation of rights secured by the laws of the United States. The Petitioner in Maine attempted to sue the State and Commissioner of Human Resources for failure to comply with requirements of the federal Social Security Act. The Court held that 42 U.S.C. §1983 encompassed claims resting on alleged violations of statutory provisions, not only on constitutional violations.

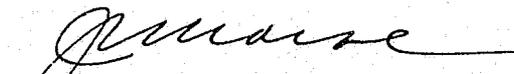
In light of Maine v. Thiboutot, *supra*, we conclude that Plaintiff has standing to assert rights under 42 U.S.C. §5633(a) (12) (A). The commitment of a juvenile to a secure detention facility is clearly proscribed by the Act, and Vermont agreed to abide by this provision by accepting federal funding. We are persuaded that the Plaintiff's right not to be placed in such a facility is a "right secured" by the laws of the United States. Pennhurst, *supra* at 28.

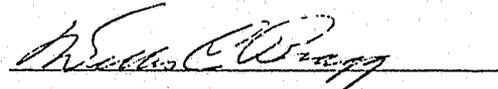
The requirement that the Defendants comply with 42 U.S.C. §5633(a) (12) (A) is not an open-ended or potentially burdensome obligation. In both Pennhurst and Cruz v. Callazo, 84 F.R.D. 307 (D.P.R. 1979), the Court was faced with the problem of state noncompliance with broadly stated national policy, not with violation of specific, mandated provisions. In each case, the Court declined to require the state to expend large sums of money merely to fulfill a hortatory, not mandatory, provision. Here, however, the Plaintiff merely seeks to prevent the Defendants from acting in violation of federal law.

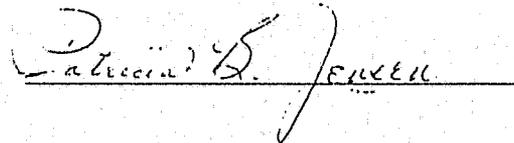
A person, juvenile or adult, may not be incarcerated unless under our mental health commitment laws, laws relating to delinquency or the criminal laws.

The Writ of Habeas Corpus shall issue and D.B. shall be released from the Waterbury Detention Unit forthwith.

Dated at Montpelier, Vermont this th 28 day of February, 1983.

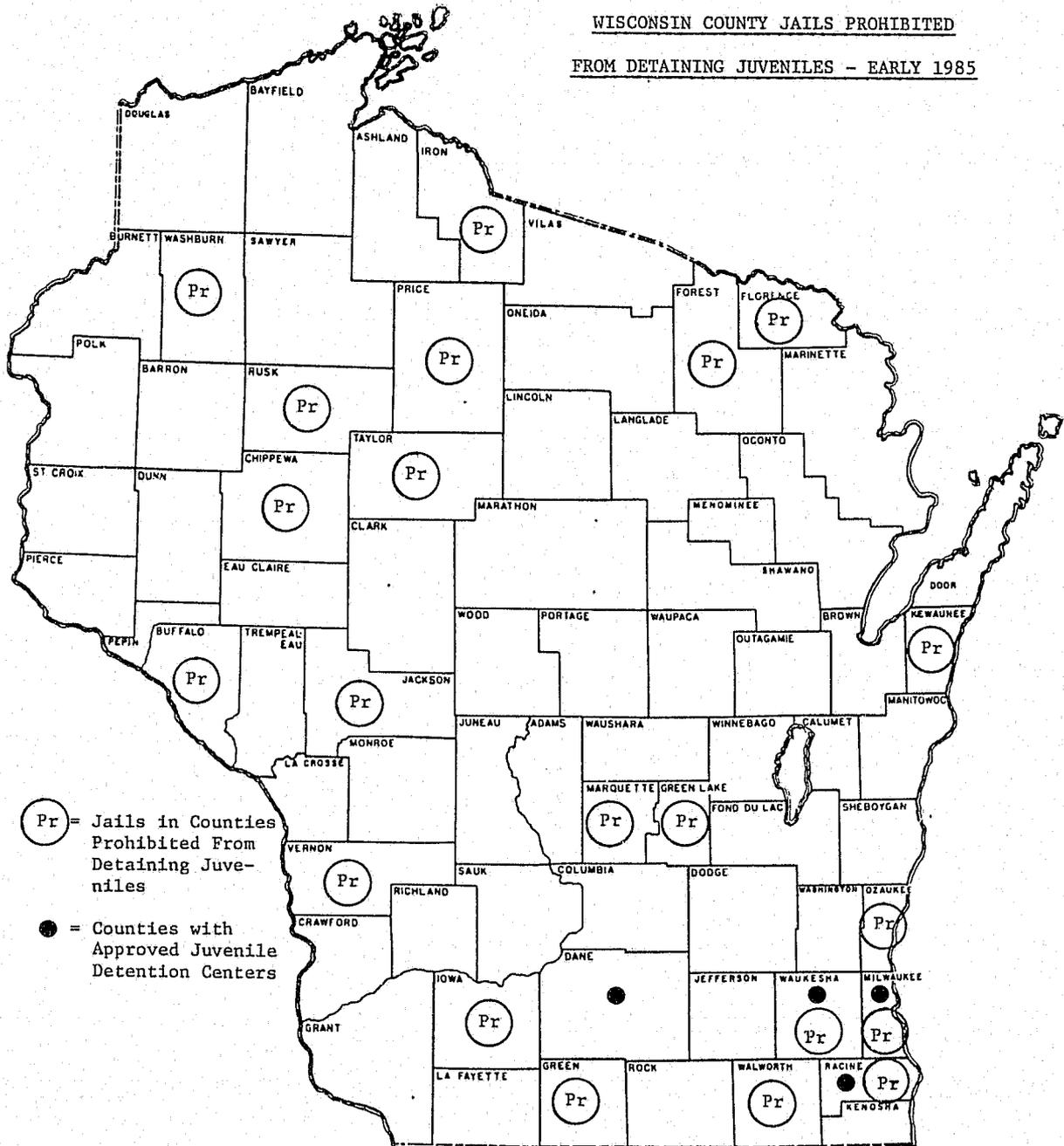

James L. Morse, Superior Judge




Patricia B. Jensen

Appendix C

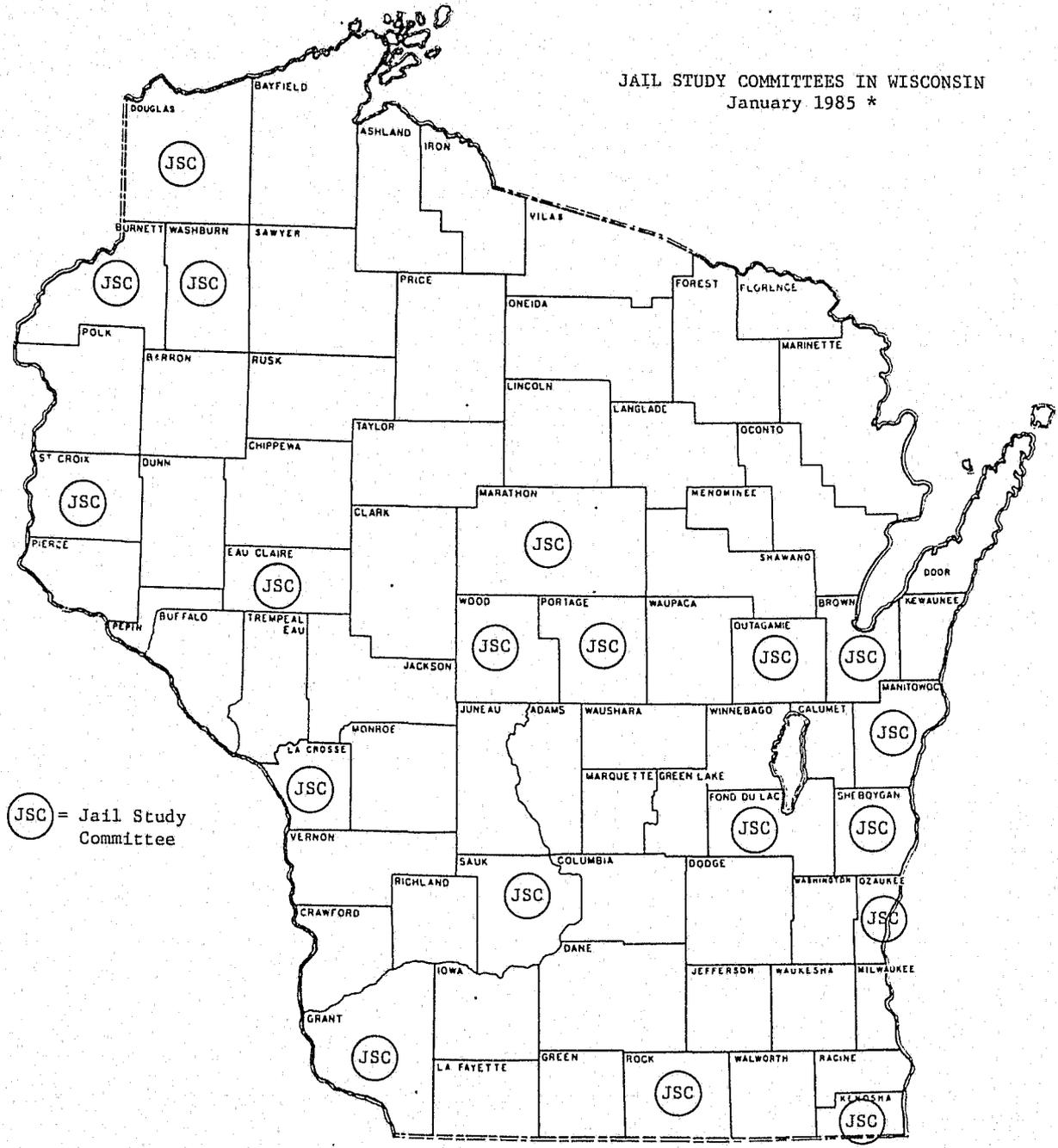
WISCONSIN COUNTY JAILS PROHIBITED
FROM DETAINING JUVENILES - EARLY 1985



Pr = Jails in Counties Prohibited From Detaining Juveniles
● = Counties with Approved Juvenile Detention Centers

Appendix D

JAIL STUDY COMMITTEES IN WISCONSIN
January 1985 *



* May be formal or informal planning committee; may be committee of the county board. Many committees have engaged contiguous counties in multi-county planning efforts.

AREA ADMINISTRATORSEastern Region

Director: Lewis McCauley
 Don Brey: Brown, Door, Kewaunee, Manitowoc, Sheboygan
 Doug Klimek: Calumet, Fond du Lac, Green Lake, Outagamie,
 Shawano, Waupaca
 Marilyn Odegard: Marinette, Marquette, Menominee, Oconto, Waushara
 Winnebago

Milwaukee Region

Georgia Cavialle:

Director: Silvia Jackson

Northern Region

Director: Barbara Voltz
 Robert Paulson: Florence, Forest, Oneida, Taylor, Vilas
 John Pekarek: Adams, Langlade, Lincoln, Marathon, Portage, Wood
 David Randby: Ashland, Bayfield, Douglas, Iron, Price, Sawyer

Southeastern Region

Director: Chuck Holton
 Randy Hayward: Kenosha, Racine, Walworth
 Cheryl Marek-Domrose: Ozaukee, Washington, Waukesha

Southern Region

Director: John Erickson
 Garie Turner: Columbia, Green, Juneau, Richland, Sauk
 Bob Albrecht: Dane, Lafayette, Rock
 James Honnold: Dodge, Grant, Iowa, Jefferson

Western Region

Director: Marjorie Kelly
 Ed Paulson: Barron, Burnett, Dunn, Pepin, Polk, Rusk, Washburn
 Walter Johnson: Chippewa, Clark, Eau Claire, Pierce, St. Croix
 Fred Herbert: Buffalo, Crawford, Jackson, La Crosse, Monroe,
 Trempealeau, Vernon

DCS Regional/District Offices

I. Eastern Regional Office

Suite 411
 200 N. Jefferson St.
 Green Bay, WI 54301
 414-497-4226

Fond du Lac District Office

485 S. Military Rd.
 P.O.Box 1069
 Fond du Lac, WI 54935
 414-922-6810

II. Milwaukee Regional Office

819 N. 6th St., 6th Pl.
 Milwaukee, WI 53203
 414-224-4501

III. Northern Regional Office

1853 N. Stevens
 P.O. Box 697
 Rhinelander, WI 54501
 715-362-7800

IV. Southeastern Regional Office

141 N.W. Barstow St., Rm. 209
 P.O. Box 1258
 Waukesha, WI 53187-1258
 414-521-5100

V. Southern Regional Office

3601 Memorial Drive
 Madison, WI 53704
 608-249-0441

JAIL REMOVAL CONTACTS

WCCJ

Central Office: 30 W. Mifflin, Rm. 1000
Madison, WI 53702

Patrick Riopelle 608-266-7644
Marilee Sushoreba 608-266-1521
Martin Drapkin 608-266-7689
(contact for SE/SW Regions)
Stephen Grohmann 608-266-7185
(contact for detention data)
Thomas Eversen 608-266-7682
(contact for jail data)

Regional Offices:

Daniel Van de Hey
NE Criminal Justice Planning
P.O. Box 2277
Appleton, WI 54913
414-735-2403

James Heim
NW Criminal Justice Planning
Rt. 2, Box 2405
Spooner, WI 54801

DHSS

Central Office:

Doris Chappel
Office for Children, Youth & Families
P.O. Box 7851
Madison, WI 53707
608-266-6874

Mark Mitchell
Office for Children, Youth & Families
P.O. Box 7851
Madison, WI 53707
608-267-7287

Ken Streit
Division of Policy & Budget
P.O. Box 7850
Madison, WI 53707
608-266-3405

Richard Schwert
Division of Corrections
P.O. Box 7925
Madison, WI 53707
608-266-3989

Jail Inspectors

Jim Hogenson
DOC Eastern Regional Office
200 N. Jefferson St., Rm. 201
Green Bay, WI 54301
414-497-3594

Mark Flick
DOC Western Regional Office
718 W. Clairemont Ave.
Eau Claire, WI 54701
715-836-5825

Denis Moriearty
DOC Regional Office
125 W. Doty St.
Madison, WI 53702
608-266-3986

Ralph Di Salvo
DOC Northern Regional Office
56 A S. Brown St.
Rhineland, WI 54501
715-369-1646

Michael Carr
DOC Southeastern/Milwaukee
Regional Office
141 N.W. Barstow St., Rm. 210
Waukesha, WI 53186
414-521-5147

VI. Western Regional Office
718 W. Clairemont Ave.
P.O. Box 228
Eau Claire, WI 54701
715-836-2174

La Crosse District Office
3550 Mormon Coulee Rd.
P.O. Box 743
La Crosse, WI 54601
608-785-9453

Ashland District Office
City Hall
601 W. Second St.
P.O. Box 72
Ashland, WI 54806
715-682-3404

Wisconsin Rapids District Office
1681 Second Ave., South
P.O. Box 636
Wisconsin Rapids, WI 54494
715-423-4305