

**OFFENSES COMMITTED BY JUVENILES WHILE ON AUTHORIZED LEAVE,
UNAUTHORIZED LEAVE, AND MINIMUM SECURITY STATUS
DURING FISCAL YEAR 1991**

**A Report To The Legislature As Required By
Chapter 271, Laws of 1989**

OCTOBER 1991

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**Department of Social and Health Services
Division of Juvenile Rehabilitation
Publication No. JORU 92-001**

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**U.S. Department of Justice
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EXECUTIVE SUMMARY

This report, which is required by RCW 13.40.030(1b), describes offenses committed by juvenile offenders under the supervision of the Department of Social and Health Services, Division of Juvenile Rehabilitation (DJR), while on authorized leave (AL), unauthorized leave (UL), or minimum security status. Included in this report are the current security guidelines for the Division of Juvenile Rehabilitation (Appendix A) which describe how DJR youths are supervised at each security level.

MINIMUM SECURITY

- In FY 1991, there were 1,276 transfers to minimum security status in DJR operated or contracted residential facilities.
- Youths on minimum security committed a total of 68 offenses. In addition, 90 minimum security placements resulted in unauthorized leaves. Fifty-eight (58) of these leaves resulted in 60 escape convictions and 57 convictions for other offenses.

AUTHORIZED LEAVES

- In FY 1991, there were 371 authorized leaves from DJR operated or contracted residential facilities.
- Two (2) of these leaves resulted in offenses for which the youth(s) responsible were later convicted; a residential burglary and a second degree theft. In addition, 5 of these leaves resulted in unauthorized leaves. Three (3) of these unauthorized leaves resulted in offense convictions; 4 escape convictions and 1 conviction for resisting arrest.

UNAUTHORIZED LEAVES

- In FY 1991, there were 155 unauthorized leaves from DJR operated or contracted residential facilities.
- A total of 85 offenses (in addition to 104 adjudicated escapes) were committed by youths on unauthorized leave from DJR operated or contracted facilities.
- Thirty-four (34) percent of all unauthorized leaves were technical in nature and did not result in criminal conviction for escape.

SUMMARY

- Between July 1, 1990 and June 30, 1991, juveniles on authorized leave, unauthorized leave, or minimum security status were adjudicated for 259 offenses.
- Forty percent (104) of the convictions were for escape.
- Of the 155 non-escape convictions, those involving intended or actual physical harm to persons included: a first degree robbery, a first degree burglary, an unlawful imprisonment, an attempted first degree child molestation, a communication with a minor for immoral purposes, a vehicular assault, 20 simple assaults, and one reckless endangerment.
- Most youths placed on minimum security or authorized leave abided by the limitations placed on their movement in the community. The majority (55 percent or 85) of the above 155 non-escape convictions were for offenses which occurred during unauthorized leaves. The most common offenses committed by juveniles on unauthorized leave status were auto theft (21 percent), second degree vehicle prowling (12 percent), and attempted residential burglary (11 percent).
- Of the 1,276 minimum security placements which occurred during Fiscal Year 1991, 7 percent (90) resulted in unauthorized leaves. Of these, 9 percent (8) resulted in criminal convictions other than escape.
- Of the 371 authorized leaves which occurred during Fiscal Year 1991, 5 (1 percent) resulted in unauthorized leaves. Of these 5 unauthorized leaves, 3 resulted in offense convictions; 4 escape convictions and 1 conviction for resisting arrest.

ACKNOWLEDGEMENTS

This report was completed by staff of the Children's Administration, Management Services Division (Kathleen Gerke, Division Director) and presents data on clients of the Division of Juvenile Rehabilitation (Jerome M. Wasson, Division Director). Data for this report were provided by the DSHS Division of Juvenile Rehabilitation, the Office of the Administrator of the Courts (OAC), and the Washington State Patrol (WSP). Virginia Neal and the staff at OAC's JUVIS were very helpful in providing juvenile conviction data. Adult conviction data was provided by the Washington State Patrol. Bob MacGregor of DSHS accessed the WSP data. Cary Ploeger-Dizon, John Steiger and Rhett Russell analyzed the data and wrote the final report.

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INTRODUCTION

This report was prepared in accordance with RCW 13.40.030(1b) which requires the secretary of the Department of Social and Health Services to submit a report to the legislature each year describing security in the state juvenile corrections system during the preceding one year period.

The security report is required to cover the following areas:

- the number of escapes from each juvenile facility.
- the most serious offense for which each escapee had been confined.
- the number and nature of offenses committed by juveniles while on escape (unauthorized leave) status.
- the number of authorized leaves granted.
- the number of failures to comply with authorized leave requirements.
- the number and nature of offenses committed while on leave status.
- the number and nature of offenses committed while on minimum security status.

Previous reports examined data for fiscal year 1984, fiscal years 85-86, fiscal years 87-88, fiscal year 1989, and fiscal year 1990. This report is based on available data for the period July 1, 1990 to June 30, 1991 (fiscal year 1991), and covers the eighth one year period after the implementation of the security report requirement.

Attached as Appendix A, are the Division of Juvenile Rehabilitation's current security guidelines. These guidelines describe the purpose, objectives, and definitions of security standards throughout DJR.

METHODOLOGY

The data described in the sections which follow were produced from three sources: the DJR Management Information System, the Juvenile Information System of the Office of the Administrator for the Courts (JUVIS), and the criminal conviction records of the Washington State Patrol. Information on the three types of events (unauthorized leaves, authorized leaves, and minimum security) were obtained from DJR. Conviction information for youths involved in these events were collected from JUVIS and the WSP, and then merged with the DJR data. The time span of each event (unauthorized leaves, authorized leaves, and minimum security) was used to identify offenses which occurred during an unauthorized leave, authorized leave, or minimum security placement.

DATA

This study reports criminal conviction data from JUVIS and the State Patrol. Only adjudicated offenses are included in this report. Charges which were not filed or were filed and dismissed are not included. The findings presented are based on the best available information on offenses committed by juvenile offenders and reflects both juvenile court adjudications and adult court convictions. Any offenses which were not adjudicated and entered onto either the JUVIS or WSP data systems before September 18, 1991 are not included in the study.

DEFINITIONS

The remainder of this section reviews the definitions of several terms employed in this report in order to clarify the methodology used and to avoid misinterpretation of the results. Three types of events are tracked in this security report: **unauthorized leaves, authorized leaves, and minimum security.**

UNAUTHORIZED LEAVES

As used in this report, the term "unauthorized leave" refers to unauthorized absences from DJR operated or contracted residential facilities. Unauthorized leaves range from the use of physical force to leave a maximum security cottage to returning late from work to a privately operated group home or community residential placement.

Unauthorized leaves may or may not be prosecuted, and therefore may not result in a criminal conviction. Several counties have informal policies of not prosecuting unauthorized leaves from group homes if the youth returns within 24 hours and commits no new offenses. Thus while often

used interchangeably with the term "escape", UL's do not necessarily result in the charging of a criminal offense for the crime of escape under RCW 9A.76.

As a matter of policy, DJR administratively assesses consequences for all unauthorized absences. These consequences can range from being placed in a higher level of security, having the release date extended, or loss of privileges. The decision to prosecute rests with the local county prosecutor.

AUTHORIZED LEAVES

As used in this report, the term "authorized leave" refers to absences of up to seven days from the physical custody of DJR which are approved in advance by DJR program staff. Leaves are used for transition planning (e.g., to register for school, to apply for work, etc.) and to maintain family relationships. Leaves to court (e.g., to appear in court) were excluded.

STAYS ON MINIMUM SECURITY

For purposes of this report, "minimum security" is defined as assignment to DJR Security Level 4. DJR maintains a continuum of security from Level 1 (maximum security) to Level 4 (minimum security). Minimum security, or Security Level 4, typically involves placement in a group home. A copy of the current DJR Security Guidelines is included in this report as Appendix A.

OVERLAP BETWEEN EVENTS

There is a potential for overlap across event types reported. For example, offenses may be committed while a youth is on authorized leave from a minimum security facility or an offender may escape from minimum security and commit an offense on the same day. To avoid duplication of reporting, any offense committed after an unauthorized leave is reported as an offense committed while on unauthorized leave, regardless of whether the absence was from authorized leave or minimum security. Offenses which are committed on authorized leave or minimum security status, without an unauthorized leave being reported, are included in the tables for authorized leave or minimum security placement, respectively.

OFFENSES COMMITTED WHILE IN DJR CUSTODY

INTRODUCTION

This section reports on offenses committed by juveniles while on unauthorized leave, authorized leave, and minimum security status during fiscal year 1991. The first subsection presents a general overview of the data. The remaining three subsections provide detailed information on offenses committed by youths on each of the three types of statuses.

Tables 1 and 2 present offenses committed by youths while on unauthorized leave, authorized leave or minimum security status. They display unduplicated counts of offenses committed by youths on each status.

A total of 259 offenses were committed across the three types of events. One hundred four (104), or 40 percent of these convictions were for escape. One hundred fifty-five (155), or 60 percent, were for offenses other than escape. Of these, the three most serious included 1 Class A offense (first degree robbery), and 3 Class B+ offenses (2 first degree burglaries and 1 violation of the uniform controlled substances act involving the sale of drugs). The remaining 152 non-escape offenses were Class B or lower in seriousness. The two most common non-escape offenses were simple assault (13 percent) and auto theft (12 percent).

Table 3 summarizes offense data on authorized leaves, minimum security, and unauthorized leave. The data in each column are mutually exclusive. For example, offenses committed while a youth escaped from minimum security or authorized leave are not counted twice. Offenses committed while on escape from minimum security are counted as being committed while on unauthorized leave status; offenses committed while on escape from authorized leave status are also counted as being committed while on unauthorized leave status. Thus, offenses shown as being committed while on minimum security represent those offenses committed without the youth actually "escaping" from DJR custody.

In fiscal year 1991, there were 371 authorized leaves from DJR custody. Two (2) of these leaves resulted in offenses (a residential burglary and a second degree theft) for which the youth(s) responsible were later convicted. In addition, 5 (1 percent) of these leaves resulted in unauthorized leaves. Three (3) of these unauthorized absences from authorized leave status resulted in convictions; 4 escape convictions and 1 conviction for resisting arrest.

Of 1,276 minimum security placements in fiscal year 1991, 3 percent (43) resulted in 68 offense convictions. Another 7 percent (90) resulted in unauthorized leaves.

There were 145 unauthorized leaves from DJR custody in fiscal year 1991. In addition, 10 youths who went on unauthorized leave prior to July 1, 1990 and continued on unauthorized

TABLE 1

UNDUPLICATED SUMMARY OF OFFENSES* COMMITTED BY DJR
YOUTHS WHILE ON UNAUTHORIZED LEAVE, AUTHORIZED
LEAVE, OR MINIMUM SECURITY STATUS
FISCAL YEAR 1991

CLASS	OFFENSE	(N)	%
A	ROBBERY 1	1	.6
B+	BURGLARY 1	2	1.3
B+	ILLEGAL SALE OR INTENDED SALE OF DRUGS	1	.6
B	BURGLARY 2	10	6.5
B	POSSESSING STOLEN PROPERTY 1	1	.6
B	THEFT 1	4	2.6
B	RESIDENTIAL BURGLARY	3	1.9
C+	UNLAWFUL IMPRISONMENT	1	.6
C+	ATTEMPTED CHILD MOLESTATION 1	1	.6
C	COM. W/A MINOR FOR IMMORAL PURPOSES	1	.6
C	MALICIOUS MISCHIEF 2	1	.6
C	POSSESSING STOLEN PROPERTY 2	5	3.2
C	AUTO THEFT	18	11.6
C	THEFT 2	6	3.9
C	ILLEGAL POSSESSION OF DRUGS	1	.6
C	ATTEMPT TO ELUDE POLICE BY CAR	1	.6
C	VEHICULAR ASSAULT	1	.6
C	ATTEMPTED BURGLARY 2	3	1.9
C	ATTEMPTED RESIDENTIAL BURGLARY	9	5.8
C	OTHER CLASS C OFFENSE	1	.6
D+	SIMPLE ASSAULT	20	12.9
D+	RECKLESS ENDANGERMENT	1	.6
D	MALICIOUS MISCHIEF 3	7	4.5
D	POSSESSING STOLEN PROPERTY 3	4	2.6
D	THEFT 3	11	7.1
D	DRUNK DRIVING	2	1.3
D	FALSE REPORTING	1	.6
D	CARRY/DISPLAY A DANGEROUS WEAPON	1	.6
D	VEHICLE PROWLING 2	10	6.5
D	HARASSMENT CLASS D	3	1.9
D	OTHER CLASS D OFFENSE	1	.6
E	CRIMINAL TRESPASS 2	2	1.3
E	MALICIOUS MISCHIEF (UNDER \$50)	1	.6
E	MISDEMEANOR POSSESSION OF MARIJUANA	3	1.9
E	PROSTITUTION	2	1.3
E	RESISTING ARREST	1	.6
E	UNDERAGE DRINKING	2	1.3
E	DRIVING WITHOUT A LICENSE	3	1.9
E	RECKLESS DRIVING	3	1.9
E	OBSTRUCTING PUBLIC SERVANT	5	3.2
E	OTHER CLASS E OFFENSE	1	.6
	TOTAL	155	100.0

*Excludes 104 escape convictions.

leave status for at least part of fiscal year 1991 were also tracked, yielding a total of 155 unauthorized leaves.

Fifty-eight (58) percent (N=90) of all unauthorized leaves were unauthorized absences from minimum security. One hundred two (102) unauthorized leaves resulted in 104 escape convictions (60 for escape from minimum security) and 85 non-escape convictions (57 of these convictions were for offenses committed while absent without permission from minimum security).

TABLE 2

UNDUPLICATED SUMMARY OF CLASSES OF OFFENSES* COMMITTED BY DJR
YOUTHS WHILE ON UNAUTHORIZED LEAVE, AUTHORIZED
LEAVE, OR MINIMUM SECURITY STATUS
FISCAL YEAR 1991

CLASS	(N)	%
A	1	.6
B+	3	1.9
B	18	11.6
C+	2	1.3
C	47	30.3
D+	21	13.5
D	40	25.8
E	23	14.8
TOTAL	155	100.0

*Excludes 104 adjudicated escapes.

TABLE 3
SUMMARY OF SECURITY REPORT DATA
FISCAL YEAR 1991

	Authorized Leaves	Minimum Security	Unauthorized Leaves
Total Number of Events	371	1276	155
Number of Offense Free Events	369 (99.5%)	1233 (96.6%)	53 (34.2%)
Number of Events Resulting in Offenses	2 (0.5%)	43 (3.4%)	102 (65.8%)
Number of Events Resulting in Unauthorized Leaves	5	90	n/a
Number of Events Resulting in Escape Convictions Only	n/a	n/a	88
Number of Events Resulting in Convictions for Other Offenses	2	43	14
Total Offense Convictions	2	68	189
Number of Escape Convictions	n/a	n/a	104
Number of Other Offense Convictions	2	68	85

UNAUTHORIZED LEAVES

In fiscal year 1991, of the 155 unauthorized leaves from DJR facilities studied, 66 percent (102) resulted in court adjudications. Altogether, youths who were absent without permission from custody were adjudicated and convicted of 104 escape offenses and 85 other offenses. Figure 1 illustrates the outcomes of the 155 unauthorized leaves.

Most unauthorized leaves (58 percent) were absences from minimum security. Thirty-two (36 percent) of these absences were offense free. Fifty-eight (64 percent) of these unauthorized leaves resulted in 60 convictions for escape and 57 for other offenses. These offenses represent 58 percent of all adjudicated escapes and 67 percent of all other adjudicated offenses occurring during unauthorized leaves in fiscal year 1991.

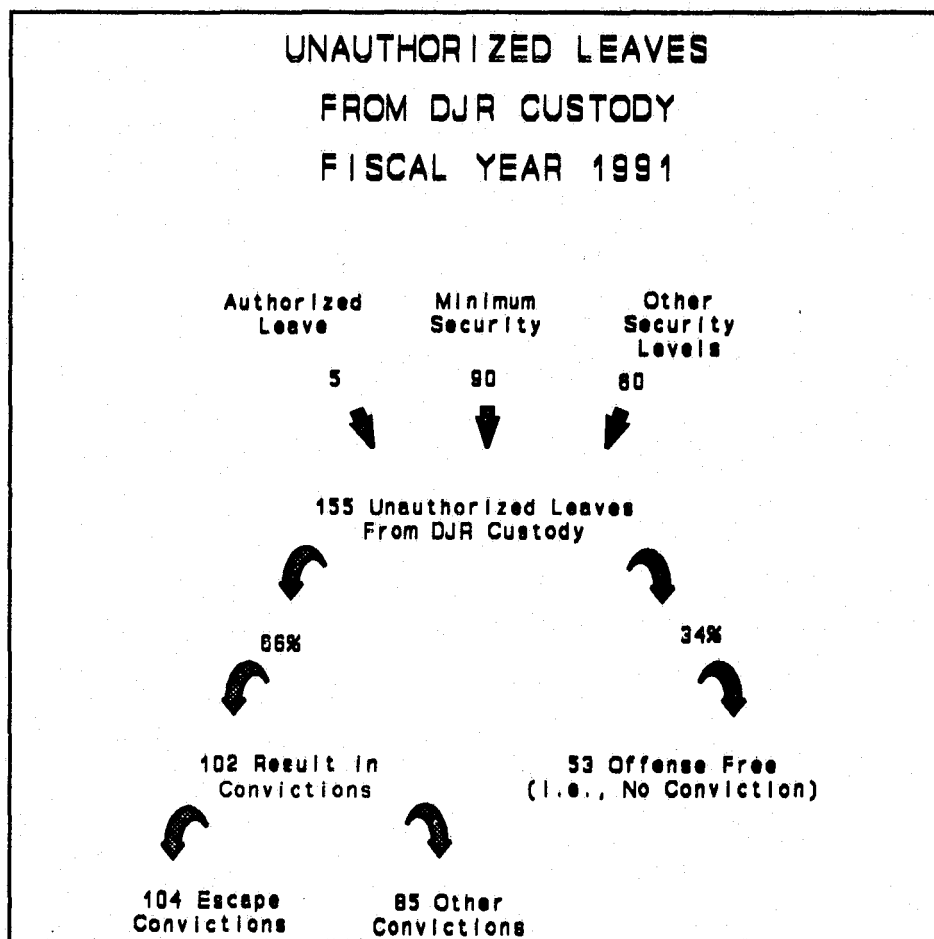


Figure 1. Source and Outcome of Unauthorized Leaves

Table 4 presents unauthorized leaves by facility. Thirty-one (31) percent of all unauthorized leaves were from privately operated group homes, 38 percent were from institutions and camps, and 31 percent were from state operated group homes.

Minimum security facilities accounted for a disproportionate share of unauthorized leaves. While 69 percent of the DJR capacity is in institutions, only 38 percent of all unauthorized leaves occurred in institutions. The over-representation of group homes in the unauthorized leave

statistics is due in part to the technical nature of many group home unauthorized leaves and the higher level of security in institutions.

TABLE 4
UNAUTHORIZED LEAVES BY FACILITY
FISCAL YEAR 1991

Facility	(N)	%
Maple Lane School	19	12.3
Green Hill School	12	7.7
Echo Glen Children's Center	15	9.7
Mission Creek Youth	9	5.8
Naselle Youth Camp	4	2.6
Woodinville Group Home	1	.6
Sunrise Group Home	8	5.2
Oakridge Group Home	11	7.1
Canyon View Group Home	1	.6
Parke Creek Group Home	6	3.9
Twin Rivers Group Home	3	1.9
Ridgeview Group Home	18	11.6
Region 1 Private Group Home	24	15.5
Region 4 Private Group Home	7	4.5
Region 5 Private Group Home	13	8.4
Region 6 Private Group Home	4	2.6
TOTAL	155	100.0

Table 5 presents the adjudicated offenses of youths on unauthorized leave. The most common offense, not surprisingly, is escape. Most other offenses were against property rather than people. The most common offense, other than escape, was auto theft (N=18). The second most common offense was second degree vehicle prowling (N=10). The most serious offenses were one count each of first degree burglary and violation of the uniform controlled substances act involving the sale of drugs.

Table 6 summarizes the data presented in Table 5 by offense class.

Tables 7 and 8 summarize the commitment offenses of youths who went on unauthorized leave from DJR. Table 7 summarizes the same data by offense class. The most common offenses were Class B and C second degree burglary (N=29), Class C and D auto theft (N=26), and Class A and B+ first degree robbery (N=19). Multiple class levels for the same offense are a consequence of changes made to this classification system over time. Altogether, the three offenses mentioned above accounted for over 48 percent of the cases. Forty-eight youths (31

TABLE 5

OFFENSES* COMMITTED BY YOUTHS WHILE
ON UNAUTHORIZED LEAVE (FY1991)

CLASS	OFFENSE	(N)	%
B+	BURGLARY 1	1	1.2
B+	SALE OR INTENT TO SELL DRUGS	1	1.2
B	BURGLARY 2	8	9.4
B	POSSESSING STOLEN PROPERTY 1	1	1.2
B	THEFT 1	3	3.5
B	RESIDENTIAL BURGLARY	2	2.4
C+	UNLAWFUL IMPRISONMENT	1	1.2
C	POSSESSING STOLEN PROPERTY 2	2	2.4
C	AUTO THEFT	18	21.2
C	DRUG POSSESSION	1	1.2
C	ATTEMPT TO ELUDE POLICE BY CAR	1	1.2
C	VEHICULAR ASSAULT	1	1.2
C	ATTEMPTED BURGLARY 2	1	1.2
C	ATTEMPTED RESIDENTIAL BURGLARY	9	10.6
C	OTHER CLASS C OFFENSE	1	1.2
D+	SIMPLE ASSAULT	3	3.5
D+	RECKLESS ENDANGERMENT	1	1.2
D	MALICIOUS MISCHIEF 3	1	1.2
D	POSSESSING STOLEN PROPERTY 3	1	1.2
D	FALSE REPORTING	1	1.2
D	THEFT 3	5	5.9
D	VEHICLE PROWLING 2	10	11.8
E	CRIMINAL TRESPASS 2	2	2.4
E	PROSTITUTION	2	2.4
E	RESISTING ARREST	1	1.2
E	UNDERAGE DRINKING	1	1.2
E	DRIVING WITHOUT A LICENSE	2	2.4
E	OBSTRUCTING A PUBLIC SERVANT	3	3.5
E	OTHER CLASS E OFFENSE	1	1.2
TOTAL		85	100.0

*104 escapes were also adjudicated.

TABLE 6

CLASS OF OFFENSES* COMMITTED BY YOUTHS
WHILE ON UNAUTHORIZED LEAVE
FISCAL YEAR 1991

CLASS	(N)	%
B+	2	2.4
B	14	16.5
C+	1	1.2
C	34	40.0
D+	4	4.7
D	18	21.2
E	12	14.1
TOTAL	85	100.0

*104 escapes were also adjudicated.

percent) had B+ to A+ class offenses as their most serious confinement offense.

Table 8 presents the most serious offense for which youths on unauthorized leave had been confined at the time of their unauthorized leave.

TABLE 7

CLASS OF MOST SERIOUS CONFINEMENT OFFENSE
OF YOUTHS TAKING UNAUTHORIZED LEAVES
FISCAL YEAR 1991

CLASS	(N)	%
A	7	4.5
B+	41	26.5
B	21	13.5
C+	20	12.9
C	47	30.3
D	18	11.6
E	1	.6
TOTAL	155	100.0

TABLE 8

MOST SERIOUS CONFINEMENT OFFENSE OF YOUTHS
ON UNAUTHORIZED LEAVE FROM DJR
FISCAL YEAR 1991

CLASS	OFFENSE	(N)	%
A	ASSAULT 1 AS OF 7-1-88	1	.6
A	ARSON 1	2	1.3
A	ROBBERY 1	4	2.6
B+	ASSAULT 1	1	.6
B+	ARSON 1	2	1.3
B+	ROBBERY 1	15	9.7
B+	ASSAULT 2	5	3.2
B+	BURGLARY 1	6	3.9
B+	RAPE 2	1	.6
B+	ROBBERY 2	2	1.3
B+	CHILD MOLESTATION 1	1	.6
B+	DRUG POSSESSION	7	4.5
B+	OTHER CLASS B+ OFFENSE	1	.6
B	POSSESSING STOLEN PROPERTY 1	1	.6
B	BURGLARY 2	14	9.0
B	THEFT 1	2	1.3
B	DRUG POSSESSION	4	2.6
C+	INDECENT LIBERTIES	1	.6
C+	CHILD MOLESTATION 1	2	1.3
C+	ASSAULT 2	1	.6
C+	BURGLARY 1	11	7.1
C+	ROBBERY 2	4	2.6
C+	PROMOTE PROSTITUTION	1	.6
C	ATTEMPT TO ELUDE POLICE BY CAR	1	.6
C	CUSTODIAL ASSAULT AS OF 7-1-88	2	1.3
C	ASSAULT 2	3	1.9
C	BURGLARY 2	15	9.7
C	ESCAPE 1	3	1.9
C	POSSESSING STOLEN PROPERTY 2	2	1.3
C	AUTO THEFT	15	9.7
C	THEFT 2	4	2.6
C	ATTEMPT TO ELUDE POLICE BY CAR	1	.6
C	OTHER CLASS C OFFENSE	1	.6
D	FORGERY	1	.6
D	CUSTODIAL ASSAULT	1	.6
D	MALICIOUS MISCHIEF 2	2	1.3
D	AUTO THEFT	11	7.1
D	THEFT 2	2	1.3
D	THEFT 3	1	.6
E	THEFT 3	1	.6
TOTAL		155	100.0

AUTHORIZED LEAVES

In fiscal year 1991, DJR authorized 371 leaves for offenders. These leaves are designed to assist in the transition of youths back into their communities and to help them maintain family ties. Two (2) of these leaves resulted offense convictions; 1 residential burglary and 1 second degree theft. Another 5 of these leaves resulted in unauthorized absences from custody. Of these unauthorized leaves, 3 resulted in offense convictions; 4 escape convictions and 1 conviction for resisting arrest.

Table 9 presents data on leaves by facility. Group homes authorized 291 leaves (78 percent of the total); institutions and camps authorized 80 leaves (22 percent). Echo Glen Children's Center authorized the bulk of leaves from DJR institutions and camps (17 percent).

TABLE 9

**AUTHORIZED LEAVES BY FACILITY
FISCAL YEAR 1991**

Facility	(N)	%
Green Hill School	2	.5
Echo Glen Children's Center	63	17.0
Mission Creek Youth	15	4.0
Woodinville Group Home	41	11.1
Sunrise Group Home	50	13.5
Oakridge Group Home	8	2.2
Canyon View Group Home	12	3.2
Parke Creek Group Home	2	.5
Twin Rivers Group Home	1	.3
Ridgeview Group Home	1	.3
Region 1 Private Group Home	85	22.9
Region 2 Private Group Home	37	10.0
Region 3 Private Group Home	13	3.5
Region 4 Private Group Home	15	4.0
Region 5 Private Group Home	14	3.8
Region 6 Private Group Home	12	3.2
TOTAL	371	100.0

MINIMUM SECURITY PLACEMENTS

In fiscal year 1991, a total of 1,276 youths were on minimum security status. Only 43, or 3 percent of these placements resulted in offense convictions. Table 10 shows the offenses for which youths on minimum security were convicted. A total of 68 offenses resulting in convictions were committed. The most serious was a first degree robbery. The most common offense was simple assault (25 percent of the 68 offenses).

TABLE 10

OFFENSES* COMMITTED BY YOUTHS WHILE ON MINIMUM SECURITY FISCAL YEAR 1991

CLASS	OFFENSE	(N)	%
A	ROBBERY 1	1	1.5
B+	BURGLARY 1	1	1.5
B	BURGLARY 2	2	2.9
B	THEFT 1	1	1.5
C+	ATTEMPTED CHILD MOLESTATION 1	1	1.5
C	COM. W/A MINOR FOR IMMORAL PURPOSES	1	1.5
C	MALICIOUS MISCHIEF 2	1	1.5
C	POSSESSING STOLEN PROPERTY 2	3	4.4
C	THEFT 2	5	7.4
C	ATTEMPTED BURGLARY 2	2	2.9
D+	SIMPLE ASSAULT	17	25.0
D	MALICIOUS MISCHIEF 3	6	8.8
D	POSSESSING STOLEN PROPERTY 3	3	4.4
D	THEFT 3	6	8.8
D	DRUNK DRIVING	2	2.9
D	CARRY/DISPLAY A DANGEROUS WEAPON	1	1.5
D	CLASS D HARASSMENT	3	4.4
D	OTHER CLASS D OFFENSE	1	1.5
E	MALICIOUS MISCHIEF (UNDER \$50)	1	1.5
E	MISDEMEANOR POSSESSION OF MARIJUANA	3	4.4
E	UNDERAGE DRINKING	1	1.5
E	DRIVING WITHOUT A LICENSE	1	1.5
E	RECKLESS DRIVING	3	4.4
E	OBSTRUCTING A PUBLIC SERVANT	2	2.9
TOTAL		68	100.0

Table 11 summarizes the same data by offense class. As these two tables indicate, the majority of offenses committed by youths on minimum security do not involve violence toward victims.

TABLE 11

CLASS OF OFFENSES* COMMITTED BY YOUTHS WHILE ON
MINIMUM SECURITY FISCAL YEAR 1991

CLASS	(N)	%
A	1	1.5
B+	1	1.5
B	3	4.4
C+	1	1.5
C	12	17.6
D+	17	25.0
D	22	32.4
E	11	16.2
TOTAL	68	100.0

SUMMARY

This report presents information on offenses committed by youths under Division of Juvenile Rehabilitation jurisdiction who were placed on authorized leave, unauthorized leave, and minimum security during fiscal year 1991. Most youths placed on minimum security or authorized leave abided by the limitations placed on their movement in the community. The offenses committed by youths initially placed on these statuses typically occurred during unauthorized absences. A total of 259 offenses were committed. Escapes accounted for 104 of these offenses.

Minimum security placements constitute the bulk of time spent by juvenile offenders in community settings. In fiscal year 1991, only 7 percent of placements on minimum security (90 of 1,276) resulted in unauthorized absences. Of these, 58 resulted in criminal convictions, including 60 escape convictions and 57 convictions for other offenses.

The Division of Juvenile Rehabilitation granted 371 authorized leaves in fiscal year 1991. Only 2 leaves resulted in criminal convictions. In addition, 5 authorized leaves resulted in unauthorized absences. Three of these unauthorized leaves resulted in offense convictions; 4 escape convictions and 1 conviction for resisting arrest.

The data presented indicate that there are risks associated with the use of leaves and minimum security placements. Forty-three (43) of 1,276 minimum security placements were associated with 68 non-escape offense convictions. Another 90 minimum security placements resulted in unauthorized absences during which youths committed 57 non-escape offenses. Two (2) authorized leaves resulted in offense convictions and another 5 resulted in unauthorized absences from custody. Of the 5 unauthorized absences from authorized leave status, 3 resulted in criminal convictions. Most of the offenses committed by youths on authorized leave, minimum security, or unauthorized leave status, however, were relatively minor property offenses. The majority of the youths on leave or minimum security status remained offense-free. They abided by the terms of their leaves and worked to improve their ties to the community.

The risk to the community associated with authorized leaves and minimum security placements must be balanced against those youth who remain offense-free in the community. While it is clear that the risks are real, the gains for these youth are also real and include greater involvement of the family in the treatment process and improved transition as they return to their communities.

APPENDIX A

DJR BULLETIN #5

SECURITY STANDARDS

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DEPARTMENT OF SOCIAL AND HEALTH SERVICES

DIVISION OF JUVENILE REHABILITATION

DJR BULLETIN #5

TO: Division of Juvenile Rehabilitation Staff
FROM: Director, Division of Juvenile Rehabilitation
SUBJECT: SECURITY STANDARDS
DATE: September 1, 1986

5-100 PURPOSE

This Bulletin establishes and describes standards pertaining to the security imposed on youth under confinement in Division of Juvenile Rehabilitation (DJR) residential facilities.

5-200 OBJECTIVES

1. To provide for maximum public safety.
2. To provide security based on the age, offenses, and criminal history of the youth.
3. To provide a process for reducing or increasing security commensurate with the level of custody required for a youth.
4. To provide a method of administrative review.

5-300 DEFINITIONS

1. Restricted Offender

A youth serving a sentence for, or a series of sentences that include, an offense that would meet the statutory definition of "serious offender" (RCW 13.40.020) excluding the age requirement.

2. Minimum Term

The total of all consecutive minimum sentences.

5-400 SECURITY LEVEL DESCRIPTIONS

5-410 Security Level I

Facility - a youth at Security Level I will reside and participate in programs in a living unit with security

window, locked exterior doors, lockable single-person rooms, and/or a security fence around the living unit.

Campus Movement - Campus movement is permitted only between secure units and close staff escort is required.

Community Access - Off campus movement is not allowed except for court appearance or emergencies. These require an escort and transportation in a security vehicle and/or restraints. Authorized leaves are not permitted except for medical or emergency reasons as per DJR Bulletin #8 - Policy & Procedure for Authorized leaves From Residential Status.

5-420 Security Level 2

Facility - A youth at Security level 2 may reside in any institutional unit with security windows and locked exterior doors and/or with fire exit doors fitted with alarms.

Campus Movement - Movement on campus requires staff escort or continuous visual surveillance.

Community Access - Off campus activities are not permitted except for participation in Department of Natural Resources supervised work crews or other programs approved by the Director. Movement off campus for court appearances or emergencies requires an escort and transportation in a security vehicle and/or restraints. Authorized leaves are not permitted except for medical or emergency reasons as per DJR Bulletin #8.

5-430 Security Level 3

Facility - A youth at Security Level 3 may reside in an institutional unit with security windows and locked exterior doors and/or with fire exit doors fitted with alarms.

Campus Movement - Consistent with public safety, unescorted movement on campus may be permitted.

Community Access - Consistent with public safety, escorted off campus activities may be permitted. Authorized leaves may be permitted as per DJR Bulletin #8.

5-440 Security Level 4

Security Level 4 is minimum security.

Facility - A youth at Security Level 4 may reside in an institutional unit, group home or contracted community residential placement.

Campus Movement - Consistent with public safety, unescorted movement on campus may be permitted.

Community Access - Escorted community activities may be permitted. Unescorted participation in community work, educational, community service or treatment programs may be permitted for up to twelve hours a day. Authorized leaves may be permitted as per DJR Bulletin #8.

5-500 INITIAL SECURITY LEVEL DESIGNATIONS AND SUBSEQUENT CHANGES

5-510 Restricted Offenders

1. Restricted offenders will be placed at Security level 1 at intake.
2. After 2 months at Level 1, a youth may be considered for Level 2.
3. After 2 months at Level 2, a youth may be considered for Level 3.
4. At 60% of the minimum term, a youth may be considered for Level 4. A youth must have gained Level 3 before being eligible for Level 4; 5-510(2) and 5-510(3) take precedence over the 60% rule.
5. All exceptions to these rules for restricted offenders must be approved by the Institution Superintendent or Regional Administrator and noted in a Record of Official Action.

5-520 Other Long-Term and B+ Offenders

1. A youth who is not a restricted offender, but serving a sentence for a B+ offense or serving a minimum sentence of 103 weeks or more will be placed at Security level 2 at intake.
2. After 4 months at Level 2, a youth may be considered for Level 3.
3. At 60% of the minimum term, a youth may be considered for Level 4. A youth must have gained Level 3 before being eligible for Level 4.
4. All exceptions to these rules must be approved by the Institution Superintendent and noted in a Record of Official Action.

5-530 All Other Youth

1. All other youth initially placed in an institution will be placed at Level 2 at intake.
2. After 2 months at Level 2, a youth may be considered for Levels 3 or 4.
3. All youth serving a 16 week sentence or less, excluding serious and restricted offenders, will be initially placed in a group home or CRP at Level 4 by a diagnostic program. Exceptions may be approved if the youth: a) present a risk to public safety; b) present a danger to themselves; and/or, c) have an escape or run away history.
4. Certain Community Corrections Projects utilizing a three-phase format for short sentence offenders may adjust time-frames for Levels 2 and above to facilitate and requirements of their program. Such adjustments shall be submitted to the Director or designee for approval, and thereafter be made a part of, or addenda to, their Statement of Work.
5. All exceptions to these rules must be approved by the appropriate Institution Superintendent or Regional Administrator and noted in a Record of Official Action.

5-540 Security Level Changes

1. No security level change will be made unless it is consistent with public safety and commensurate with the level of custody required for the youth.
2. Other than initial placement of Restricted Offenders, placing a youth at Security Level I requires an administrative review and approval by a Juvenile Rehabilitation Administrator I or above of the treatment team's recommendation. A Record of Official Action will document the decision.
3. All other changes in security levels may be made by the living unit treatment team. Such changes shall be entered in MAPPER and recorded in the next Treatment Report.
4. Any time there is a reasonable assumption that a youth has committed an offense while serving a sentence, the living unit treatment team will evaluate any threat to public safety and consider an increase in the level of security. Any actions will be documented in a Record of Official Action.

5-600 APPEALS

Youth may appeal their security level placement through the Youth Complaint-Appeal procedure (DJR Bulletin #13).