

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention



Juveniles Taken Into Custody: Developing National Statistics

139225

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This research is sponsored by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, under Cooperative Agreement Award Number 89-JN-CX-K003.

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March 1990

139225

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ACKNOWLEDGMENTS

The authors wish to express their appreciation to a number of individuals who assisted in the development of this report. Diana Cull, Betty Ford and Art Ciampa of the Census Bureau were very helpful in learning about existing federal data collection efforts. Sue Kline of the Bureau of Justice Statistics was equally helpful in allowing us quick access to data and spelling out the strengths and weaknesses of existing data systems.

Our work was improved through the review and comments of our advisory panel which included Geno Natalucci-Persichetti, David Roush, Hildy Saizow, and Jane Heidt. We also benefitted from the expertise of Richard Toon, Tim Flanagan and Chip Coldren and Tony Fabelo.

Other NCCD staff played important roles in the production of this report. Marci Brown assembled the compendium of federal data sources. Carolyn Kemp provided overall project administrative support. Marta Randall handled the word processing responsibilities and Cecile Scandone was our principal copy editor.

FOREWORD

It has been more than two decades since the enactment of the Juvenile Justice and Delinquency Prevention Act of 1974. During these past 20 years Federal, state, and local governments and private youth service agencies have confronted serious problems which have challenged the juvenile justice system. Significant progress has been made in reducing the institutionalization of status and non-offending youth, the removal of juveniles from adult jails, and in more effectively targeting the limited state and local justice system resources toward serious, habitual juvenile offenders.

We are now being confronted with new policy issues, including the disproportionate representation of minorities in confinement, increases in juvenile drug offenses, the crowding of juvenile institutions, AIDS, etc. As these new issues emerge and as we chart our course, it is essential to have accurate and timely data to guide us at all levels. Having reliable data on these issues is as critical to the county commissioners and the state legislatures as it is to Congress as well as to this Office. And, as new policies are adopted and new programs are implemented, it is important to gather the data necessary to monitor changes over time.

OJJDP has made a substantial commitment to the improvement of data on juveniles taken into custody by launching a research program that will help set the agenda for the future. This report, Juveniles Taken into Custody: Developing National Statistics,

presents the first detailed summary and analysis of existing national data on juveniles taken into custody based on most current statistics from ten Federally-sponsored censuses and surveys. It contains, for example, the most current estimates of the number of juveniles in custody in juvenile facilities, adult jails, state correctional facilities, and police lockups. Also, the report illustrates the deficiencies in existing data and demonstrates the need for improved data. For example, looking across all data sets, we cannot answer many basic questions about who these youth are, why they have been taken into custody, and how long they are confined. Without this critical information, we will be unable to forge appropriate policies and develop effective programs for the coming decade.

Through our program of research, we are designing new strategies that will supplement current information by expanding existing data collection activities and by initiating new activities to gather more detailed and reliable data on this population. In the meantime, we hope that state and local policy makers will find the information in this initial report useful as they work toward improving their own juvenile justice systems.

Terrence S. Donahue
Acting Administrator

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EXECUTIVE SUMMARY

The goal of this report is to provide a detailed summary and analysis of the latest available data on juveniles taken into custody. It contains an evaluation of existing federal data sources on youth confinement and sets forth very preliminary thoughts on how to develop a system of national statistics on youth taken into custody. This report responds to the ongoing concern of the Office of Juvenile Justice to upgrade knowledge on youths in the juvenile justice system. It also answers a specific Congressional mandate to provide annual data on the numbers and characteristics of youths taken into custody.

In 1987 there were nearly 1.7 million persons under the age of 18 years who were arrested. Yet, information on who these youths are and the nature of their offenses is extremely limited. With regard to detention and confinement, even less is known about what happens to youths after they have been arrested. There is no comprehensive statistical system that collects this information nationally. What data are available are uneven, incomplete and often incompatible with other sources of information.

This report reviews the latest data from the 1987 Children in Custody survey as well as data from recent federal surveys covering youths in jails and adult correctional facilities. These data are presented in terms of regional variations and other variables such as gender, age, ethnicity and offense-type that are of interest to the field. NCCD also examines the significant weaknesses of existing data sources.

There are over 11,000 different facilities that might hold juveniles. Only 30% of these facilities are specifically designed to hold juveniles -- the balance are adult jails, police lockups and state correctional facilities. On any given day there are nearly 100,000 juveniles residing in juvenile and adult facilities. There are no data on youths confined in police lockups.

While some limited data exist on juvenile admissions to correctional facilities, these statistics reflect substantial "double-counting" and cannot be reanalyzed in terms of individual youths taken into custody.

There are large variations among geographic regions in the number of youths in custody and juvenile correctional admissions. The West has the overall highest rate of juveniles in confinement. The South is highest in the rate of juveniles in adult facilities.

Detailed data on youth attributes are only available from the one-day counts of youths in juvenile facilities. These data reveal that minorities have much higher rates of youth confinement than white youths. Males have higher juvenile confinement rates than females; but females are more likely to be confined for status offenses and as non-offenders. In fact, the majority of females in custody are not held for criminal offenses.

Between 1977-1987 admissions to juvenile facilities grew moderately. Public facilities actually reported declining admissions that were balanced by a significant increase in admissions to private juvenile correctional facilities. Data on one-day counts show an increase of 25% during this ten year period

-- suggesting that length of stay also may have increased.

For adult facilities, information on youth confinement trends are considerably less complete. Between 1983-1987 juvenile admissions to jails declined by 8%, but the one-day counts went from 1,736 to 1,781. The only recent data on youth in prisons covers the period from 1979-1984, when the numbers of persons under age 18 years confined in state correctional facilities rose from 2,699 to 3,993 -- an increase of 48%.

Currently available juvenile confinement data give very little insights into such key policy questions such as (1) how long youths are held in custody; (2) what happens to them while under correctional supervision; (3) recidivism rates or (4) the costs of different juvenile correctional practices.

This report also examined data collected through national juvenile court statistics and the National Survey of Youth in Custody. These data sources are instructive because they collect data on individuals and, thus, permit more detailed analyses than the summary statistics available from most federal correctional surveys. For instance, individual level data might help us understand differential handling of various types of offenders or the relationship of prior court involvement to future delinquent behavior.

The final section of this report examines possible options to upgrade national data on youths in custody. Discussed are issues related to the types of facilities that might be included, sampling strategies, data collection options and future data analysis goals.

This report stresses the need of any national reporting system to demonstrate its practical value to the field of juvenile justice. NCCD plans to develop training materials to illustrate how improved data can enhance the capacity to deal with severely troubled youths. Federal leadership is essential to assist states and localities to upgrade their current knowledge base on youths taken into custody.

CHAPTER ONE

RESEARCH PROGRAM ON JUVENILES TAKEN INTO CUSTODY

The goal of this report is to provide a detailed summary and analysis of the latest available data on juveniles taken into custody. It will examine how well existing data systems answer important policy and research questions about juvenile confinement in the United States. It will also discuss preliminary plans by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to launch new data collection efforts that will attempt to fill many of the information gaps that existing statistical programs cannot. This report will illustrate the benefits to policy makers, practitioners and to the nation's young people of improved and accurate data on juveniles in custody.

Background

According to the FBI's Uniform Crime reports, nearly 1.7 million persons under age 18 were arrested in 1987. Over the last decade the numbers of arrested youth declined by almost 8%. However, since 1983 arrests of persons under 18 have increased by 7%. Nearly one out of every six persons arrested nationwide during 1987 was under age 18. Yet, information on who these youths are and

the nature of their offenses is extremely limited. With regard to detention and confinement of juveniles, even less is known about what happens to them after they have been arrested. There is no comprehensive statistical system that collects this information nationally. What data are available are uneven, incomplete and often incompatible with other sources of information.

There has been a long-standing concern expressed by juvenile justice officials, policy-makers and interested citizens about the limited information available regarding juveniles in custody. A recent Assessment of National Juvenile Justice Statistics¹ concluded that existing statistical systems are ill-equipped to answer many basic questions about juvenile confinement practices in the U.S. and that a commitment to improving data on juveniles in custody was needed. With the passage of the 1988 Amendments to the Juvenile Justice and Delinquency Act of 1974, Congress clearly outlined the information priorities for OJJDP regarding juveniles taken into custody. As a result of both of these developments, the OJJDP has initiated the Research Program on Juveniles Taken Into Custody. This program will assist OJJDP in the development and analysis of statistics that will respond to the Congressional mandates and the needs of the field.

¹/ National Juvenile Justice Statistics Assessment: An Agenda for Action, September 1989, OJJDP.

Responding to the Congressional Mandate

The 1988 Juvenile Justice Amendments established an annual requirement for OJJDP to provide a detailed summary and analysis of the most recent available juvenile custody data regarding: the number and individual characteristics of juveniles taken into custody; the rates at which they are taken into custody; the number of juveniles who died while in custody and the circumstances of their deaths. In response to the new mandates, OJJDP has initiated a \$935,000 program to develop the required information.

Section 207(1) specifically requires a detailed summary and analysis of juvenile custody data, presented separately for juvenile nonoffenders, status offenders, and delinquent offenders and by the type of facilities on the following measures:

- a) the number of juveniles taken into custody;
- b) the rate at which juveniles are taken into custody;
- c) the trends demonstrated by the data, disaggregated by:
 - the types of offenses with which the juveniles are charged
 - the race and gender of the juveniles; and
 - the ages of the juveniles in custody.

The report must provide this information for specified types of detention and correctional facilities, such as secure detention and correctional facilities, jails and lockups.

The emphasis on juvenile confinement in secure detention and correctional facilities, jails and lockups reflects the policy concerns of Congress regarding the major mandates of the 1974

Juvenile Justice and Delinquency Prevention Act (JJDP) and subsequent revisions. This landmark Federal legislation set forth specific mandates for the removal of status offenders from secure confinement and the separation of adults and juveniles in correctional facilities. The Act was amended in 1980 to call for the complete removal of minors from adult jails and lockups. The 1980 amendments also permitted limited use of secure confinement for status offenders who had violated valid court orders. The JJDP also called for the promulgation of "advanced practices" in juvenile justice and stated a clear preference for programs and policies that encourage diversion and deinstitutionalization.

Currently there are more than 11,000 facilities nationally that may hold juveniles (nonoffenders, status offenders and delinquent offenders) in custody, including secure juvenile detention and correctional facilities, state prisons, adult jails and lockups as well as other public and private juvenile custody facilities. It is estimated that together these facilities admit as many as 800,000 juveniles into custody annually. While most facilities record specific demographic, legal and other information for administrative or operational purposes, currently there is no mechanism to collect and synthesize these data on a national level for research, policy or program development purposes.

Existing Federal surveys, including OJJDP's Children in Custody series and Bureau of Justice Statistics' Censuses of Jails and Adult Prisons, National Correctional Reporting Program (NCRP) and the Law Enforcement Management and Administration Survey

(LEMAS), provide little more than basic admission counts as a measure of the number of juveniles taken into custody. Details on characteristics of the juveniles in custody collected in these statistical series are usually limited to summary data for the resident population on the date of the census. The data are not reported for individual youths which severely limits the ability to analyze and interpret the summary findings.

OJJDP's Research Program on Juveniles Taken into Custody

OJJDP has funded a new program to develop the capacity to effectively meet the congressional mandate and to provide useful information to planners, researchers and policy-makers concerned with juvenile justice. On February 16, 1989, OJJDP announced a competitive research program entitled "Juveniles Taken into Custody" inviting applications to assist OJJDP in designing a program to collect nationally representative information regarding juveniles taken into custody. The National Council on Crime and Delinquency was selected and awarded a \$450,000 cooperative agreement to:

- 1) identify and analyze existing Federal and State level data;
- 2) develop a research design, including design of a new survey instrument, a strategy for data collection and plans for analysis;
- 3) provide necessary field support through development and delivery of appropriate technical assistance; and,
- 4) analyze and prepare reports on juvenile custody data collected under this program.

Data collection and data processing will be carried out by the U.S. Bureau of the Census under an interagency agreement in the amount of \$485,000.

The provisions of the cooperative agreement included development of a summary and analysis of existing Federal statistics available on these populations along with a descriptive summary of existing information sources and plans that will form the basis of future annual reports on juveniles taken into custody.

Defining a Research Agenda

From the statutory requirements flow a number of research questions related to the confined youth population. The following are examples of the fundamental questions that ought to be answered by national data on juveniles taken into custody:

- What kinds of facilities are used to confine juveniles, i.e., what is the universe of facilities?
- How many juveniles are annually taken into custody?
- For what reasons are juveniles taken into custody?
- Who are the youths taken into custody, i.e., their age, race, sex, prior involvement with the juvenile justice system?
- What are the typical lengths of stay for juveniles in custody, i.e., for juveniles with a particular offense and prior delinquent career?
- What happens to youths who are in custody? What kinds of programs do they participate in?
- How much is spent annually on taking youths into custody?

While these questions are rather straightforward and would seem relatively easy to answer, the fact is that none of these

questions can be answered completely. Some of these questions cannot be answered at all. There are a number of explanations for this lack of basic information on juveniles. First, and foremost, the complexity and decentralized nature of the juvenile justice system makes comprehensive data collection very difficult (more will be said about this issue later). Flowing from this decentralization are differences in the basic definition of a "juvenile" used by current Federal data collection efforts.

For the purposes of this report, the terms "youth" and "juvenile" are used interchangeably. Current federal data collection efforts use a range of definitions of the legal category "juvenile." For example, surveys of juvenile correctional facilities generally refer to persons between age 10 to the age of original juvenile court jurisdiction in each state, or who are under juvenile court jurisdiction. Federal data on juveniles in jails refer to persons younger than the age of original jurisdiction of the adult court. Because most state laws specify a range of court jurisdiction ages that are often overlapping, these two definitions are not the same. Data on juveniles in state correctional facilities are collected on persons under the age of 18. Residents of state adult facilities have all been tried in criminal courts. However, some of these youths were initially under the jurisdiction of juvenile courts. To provide the broadest possible understanding of youth incarceration, NCCD recommends that future data collection and analyses be guided by a definition of juveniles as persons who were taken into custody before age 18.

Currently, juvenile corrections has not reached the crisis proportion seen in the adult sector, where the national concern over prison and jail overcrowding has led to a major federal investment in upgrading information gathered about adult inmates and correctional facilities. It is hoped that this report creates greater awareness of the urgent need to collect and organize basic information about juvenile confinement policies and practices. Improving knowledge about juveniles in custody should be a high priority of Federal efforts in the juvenile justice arena. While the task of gathering accurate data on juveniles taken into custody will not be without its difficulties, it is a task that must be undertaken.

A research agenda on juveniles taken into custody will emerge as decisions are made on definitional issues, as the feasibility of various plans is determined and as cooperation from the field is assured.

Challenges to Finding Answers

Historical Factors

The founders of the juvenile court intended to create a flexible and individualized system of dealing with wayward youth. The early juvenile court made virtually no distinctions in its handling of delinquents, status offenders and non-offenders (generally this category includes abused, dependent and neglected children). It was not until the late 1960s that the legislative

and judicial branches of government began to formalize the procedures of the court and require greater differentiation in the handling of various types of youths. The Federal JJDPA offered a clear direction to states and localities to remove status offenders and non-offenders from secure detention and correctional facilities. Most states have revamped their relevant statutes to comply with the JJDPA requirements. However, despite sweeping reforms, the juvenile justice system continues to rely on fundamental premises favoring informal and highly discretionary processes. Consequently, the boundaries of the juvenile justice system are much more difficult to define than the criminal justice system. As noted earlier, the juvenile justice system receives referrals from a range of agencies including law enforcement, schools, social service agencies, community-based agencies and parents. Likewise, the juvenile court employs a much broader range of dispositional options than the adult justice system. Juvenile corrections encompasses a diverse array of facilities of varying sizes, security levels and purposes.^{2/} These facilities are operated by all levels of government as well as by private not-for-profit and for-profit agencies. For example, it is not uncommon to find youths being held in detention centers, adjudicated as wards of the court, who are awaiting transfers to group homes or foster placements that are operated under the auspices of private agencies (under contract with a state or county welfare department).

^{2/} Juveniles are often held in facilities that service multiple client populations. Many facilities must provide suitable confinement for a wide range of custody objectives.

Defining Who is a Juvenile

Another important aspect of the juvenile justice system is the enormous difference among the states in the age of court jurisdiction. Most states have established both upper and lower limits for the jurisdiction of the juvenile court. However, there is a melange of statutory provisions permitting transfers or waivers of youths from the juvenile to the adult court. Figure 1 summarizes some of the major provisions of these state laws. These statutes identify specific offenses or circumstances that permit or in some cases require handling of particular cases in one court system or another. Since the late 1970s the use of waiver has increased and the number of juveniles sentenced in adult courts has increased. Thus, if one is interested in all youths under age 18 taken into custody (the criteria used by the FBI's Uniform Crime Reports), data collection efforts must cover both juvenile and adult facilities in various states.

Defining the Universe of Custody Facilities

The unique nature of the juvenile justice system suggests that a truly comprehensive analysis of youth confinement must adopt a definition of custody that is as encompassing as is practicable. Although current data collection efforts employ a range of definitions that are not entirely consistent, future data collection efforts should be guided by the following definition :

Figure 1

Under certain circumstances, juveniles may be tried in criminal courts

Age at which criminal courts gain jurisdiction of young offenders ranges from 16 to 19

Age of offender when under criminal court jurisdiction

Age of offender when under criminal court jurisdiction	States
16 years	Connecticut, New York, North Carolina
17	Georgia, Illinois, Louisiana, Massachusetts, Missouri, South Carolina, Texas
18	Alabama, Alaska, Arizona, Arkansas, California, Colorado, Delaware, District of Columbia, Florida, Hawaii, Idaho, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Michigan, Minnesota, Mississippi, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Tennessee, Utah, Vermont, Virginia, Washington, W. Virginia, Wisconsin, Federal districts
19	Wyoming

Source: "Upper age of juvenile court jurisdiction statutes analysis." Linda A. Szymanski. National Center for Juvenile Justice. March, 1987.

All States allow juveniles to be tried as adults in criminal courts

Juveniles are referred to criminal courts in one of three ways--

- > **Concurrent jurisdiction** - the prosecutor has the discretion of filing charges for certain offenses in either juvenile or criminal courts
- > **Excluded offenses** - the legislature excludes from juvenile court jurisdiction certain offenses usually either very minor, such as traffic or fishing violations, or very serious, such as murder or rape
- > **Judicial waiver** - the juvenile court waives its jurisdiction and transfers the case to criminal court (the procedure is also known as "binding over" or "certifying" juvenile cases to criminal courts)

12 States authorize prosecutors to file cases in the juvenile or criminal courts at their discretion

This procedure, known as concurrent jurisdiction, may be limited to certain offenses or to juveniles of

a certain age. Four States provide concurrent jurisdiction over juveniles charged with traffic violations. Georgia, Nebraska and Wyoming have concurrent criminal jurisdiction statutes.

As of 1987, 36 States excluded certain offenses from juvenile court jurisdictions

Eighteen States excluded only traffic, watercraft, fish, or game violations. Another 13 States excluded serious offenses; the other 5 excluded serious offenses and some minor offenses. The serious offenses most often excluded are capital crimes such as murder, but several States exclude juveniles previously convicted in criminal courts.

48 States, the District of Columbia, and the Federal Government have judicial waiver provisions

Youngest age at which juvenile may be transferred to criminal court by judicial waiver

Youngest age at which juvenile may be transferred to criminal court by judicial waiver	States
No specific age	Alaska, Arizona, Arkansas, Delaware, Florida, Indiana, Kentucky, Maine, Maryland, New Hampshire, New Jersey, Oklahoma, South Dakota, West Virginia, Wyoming, Federal districts
10 years	Vermont
12	Montana
13	Georgia, Illinois, Mississippi
14	Alabama, Colorado, Connecticut, Idaho, Iowa, Massachusetts, Minnesota, Missouri, North Carolina, North Dakota, Pennsylvania, South Carolina, Tennessee, Utah
15	District of Columbia, Louisiana, Michigan, New Mexico, Ohio, Oregon, Texas, Virginia
16	California, Hawaii, Kansas, Nevada, Rhode Island, Washington, Wisconsin

Note: Many judicial waiver statutes also specify offenses that are waivable. This chart lists the States by the youngest age for which judicial waiver may be sought without regard to offense.

Source: "Waiver/transfer/certification of juveniles to criminal court: Age restrictions: Crime restrictions." Linda A. Szymanski. National Center for Juvenile Justice. February, 1987.

juveniles taken into custody are those youths under the age of 18 who are admitted to a juvenile custody facility or to an adult facility in which they are held under staff supervision for more than six hours.^{3/}

Although this definition appears deceptively simple, there are several related conceptual dimensions that must be considered. Figure 2 lists the important elements of the working definitions required to provide a comprehensive picture of juveniles taken into custody. These preliminary definitions cover issues such as the authority for custody, the purposes of custody, reasons for taking a juvenile into custody and the types of facilities used for holding youths.

Other Measurement Issues

The reader of this report also will confront two different measures of youth confinement practices. In some cases, the data refer to juveniles taken into custody -- covering admissions to various custodial facilities. In other instances, data are about juveniles in custody -- constituting one-day snapshots of youths residing in correctional facilities on a given day. Indeed, data about youths admitted to custody is very limited. Most of the detailed information comes from the one-day snapshots. This presents major analytic problems because the one-day counts are systematically biased in favor of youths who spend the longest

^{3/} These working definitions were suggested by Barbara Allen-Hagen, project monitor for OJJDP.

Figure 2

Juveniles Taken Into Custody: Preliminary Working Definitions

JUVENILES TAKEN INTO CUSTODY ARE THOSE YOUTHS UNDER THE AGE OF 18 WHO ARE ADMITTED TO A JUVENILE CUSTODY FACILITY, OR TO AN ADULT FACILITY IN WHICH THEY ARE HELD UNDER (STAFF) SUPERVISION FOR AT LEAST 6 HOURS.

Authority for Custody

The taking of a juvenile into custody may be the result of:

- a. an order to take or place a juvenile into physical custody issued by a law enforcement agent (police, sheriff, immigration agent, marshall, or prosecutor); by a court (probation officer, magistrate, judge); or, by a social service agency (Child Protective Services, Welfare) which has wardship over the juvenile;
- b. a formal diversion agreement authorized by the parent, the juvenile's legal custodian or the juvenile; or
- c. a voluntary admission by the juvenile.

Purpose for Custody

The juvenile may be taken into custody for the purposes of providing:

care, protection, treatment, supervision and control or punishment.

Reasons for Being Taken into Custody

The juvenile may be taken into custody for the following reasons:

- a. for violating, or allegedly violating, a Federal, State or local delinquency or criminal statute or local ordinance regarding non criminal misbehavior; a judicial order, decree, or condition of supervision (either probation or aftercare) pursuant to a diversion agreement or dispositional order (including those youth 18 years or older who are still under juvenile court authority); or
- b. for being the subject of a dependency, neglect or child abuse allegation, investigation or petition.

Custody Facility

A custody facility is one that admits juveniles into custody for one of the above reasons, for at least six hours, during which the juvenile is under the supervision of facility staff. The facility may:

- a. be operated by Federal, State, or local government agency; or
 - b. be operated by a private nonprofit or proprietary agency under contract to a Federal, State, or local government agency to provide physical custody to juveniles; and
 - c. may be a facility which is architecturally designed or operated to prevent juveniles from leaving the facility without legal authorization; or
 - d. may be a facility which does not rely on physically restrictive architecture or devices to prevent juveniles from leaving, but permits access to the community.
-

amounts of time in confinement. Thus, the one-day counts provide a very skewed picture of the total use of confinement and under count youths in short-term facilities such as detention centers, shelters and jails. However, where data on admissions are reported there are problems of multiple counting in which the same individual may be counted several times if they enter more than one facility within a jurisdiction.

The long-term goal of this research program is to increase the amount of information available about youths taken into custody (admissions). This will require innovative research strategies to reduce the multiple counting problem.

Even if good estimates of the number of youths taken into custody are available (the numerator), the calculation of rates of confinement requires precise data on the appropriate general youth population (the denominator). This task may seem quite simple, but it actually entails a complex activity. If the denominator estimates are wrong, the resulting rates will be incorrect.

There are several issues to consider. First, the youth population is changing -- it is shrinking but will begin to increase somewhat in the early 1990s. National trends in the size of the youth population may not reflect demographic changes in all regions of the nation, especially those areas with high rates of migration. Improving estimates of the youth population is especially important as we approach the 1990 Census of the U.S. Population because existing population projects rely on the 1980 Census as well as mid-decade estimates. For example, past history

has shown that prior population estimates underestimated the extent of population movements to the sunbelt states.

Equally important will be generating accurate estimates of the youth population by age, gender, race and ethnicity. This is crucial because older adolescents, males and minority youths have much higher probabilities of being taken into custody than younger adolescents, females and white youths. In prior studies, NCCD has discovered the difficulties of getting reliable estimates of the minority youth population, especially Hispanic youths.^{4/} Ideally, detailed data should be available on the age-composition of each demographic subgroup of interest. This discussion suggests the need to explore innovative sampling procedures that will facilitate data collection on youths in custody and the relevant at-risk youth population.

It is also important to consider different strategies for computing rates of confinement. Typically, confinement rates are computed by dividing the number of persons taken into custody (admissions) or in custody (one-day counts) by the number of juveniles in that jurisdiction. However, another way of computing rates of custody would entail looking at numbers taken into custody compared to persons arrested.^{5/} Here, again the diversity of state and local practices complicates matters. With the exception of the

^{4/} Krisberg et al., "The Incarceration of Minority Youth" Crime and Delinquency 33:173-205, 1987.

^{5/} Lynch, James P., "A Comparison of Prison Use in England, Canada, West Germany, and the United States: A Limited Test of the Punitive Hypothesis" The Journal of Criminal Law and Criminology 33:180, 1988.

most serious crimes, jurisdictions possess very different policies and practices with regard to arresting juveniles as opposed to using more informal case dispositions.

Plan of this Report

The next chapter of this report summarizes data from the most recent national surveys on youth and adult correctional facilities. Chapter 3 briefly describes some of the major limitations with existing data sources. Next, current planning to augment existing information is described. Finally, the "state of the art" of present knowledge about juveniles in custody is summarized and some policy considerations that should guide future data collection efforts are discussed.

This should be considered the first in a series of reports that will inform the nation about confined youth based on the latest and most reliable information. Over time, the comprehensiveness, accuracy and policy relevance of these data are expected to significantly improve.

CHAPTER TWO

THE MOST RECENT NATIONAL ESTIMATES

In this chapter a summary and analysis of major national data sources are provided. More detailed data presentations and selected state-level data are provided in Appendix A. Figure 3 presents an overview of existing data sets that contain information on juveniles taken into custody. Detailed descriptions of these individual data sources are presented in Appendix B of this report. In the next chapter the major limitations and problems with existing national data for providing a detailed picture of juveniles taken into custody data are briefly reviewed.

Juveniles Taken Into Custody

Table 1 presents the latest estimates of the numbers of youths taken into custody (admissions) and in custody (one-day counts). There are over 11,000 different facilities that might hold juveniles. Only 30% of these facilities are specifically designed to hold juveniles -- the balance are adult jails, lockups and state correctional facilities.

Using data on 1987, the most recent, there were 716,608 juvenile admissions to public and private juvenile facilities; 97,217 admissions to jails; and 9,078 admissions to state correctional facilities. No information presently exists on the numbers of juveniles (or adults) held in police lockups. It should

Figure 3

MATRIX OF DATA SOURCES

DATA SOURCES	NUMBER AND TYPE OF FACILITY	NUMBER OF JUVENILES TAKEN INTO/ IN CUSTODY	UNIT OF ANALYSIS	JUVENILE CHARACTERISTICS			
				Age	Race	Gender	Offense
Children In Custody (1987)	3,500 public and private detention and correctional juvenile facilities	Annually: 716,508 One-Day-Count: 91,646	Facility	o	o	o	o
Survey of Youth in Custody (1987)	52 long-term state-operated juvenile correctional facilities (sample of 199 total)	Annually: n/a One-Day-Count: 2,621 (randomly selected)	Individual	o	o	o	o
National Juvenile Court Data Archive (1985)	Detention, commitment/ placement in juvenile facility	Annually: n/a One-Day-Count: n/a	Case	o	o	o	o
Annual OJJDP State Monitoring Reports (1986)	Juvenile and adult detention and secure custody facilities	Those held in jurisdictions not in compliance with federal law: total about 9,000	Individual				o
National Jail Census (1983)	3,350 adult secure detention	Annually: n/a One-Day-Count: 1,800	Facility		o	o	o
Census of State Adult Correctional Facilities (1984)	903 state-operated adult imprisonment and community-based correctional facilities	Annually: 9,078 One-Day-Count: 3,996	Facility		o	o	
National Corrections Reporting Program (1984)	State and federal prison and parole authorities in 46 states	Annually: est. 6,000 One-Day-Count: n/a	Individual	o	o	o	o

Table 1

The Most Recent Estimates
of the Number of Juvenile Admissions
to Custody and Juveniles in Custody

	# of Facilities	# Juvenile Annual Admissions	# In Custody One Day Counts
Juvenile Facilities ¹ (Public and Private)	3,302	716,608	91,646
Adult Jails ²	3,338	97,217	1,781
State Correctional Facilities ³	903	9,078	3,996
Police Lockups ⁴	3,570	Unknown	Unknown
TOTALS	11,113	822,903 ⁵	97,423 ⁵

Note:

These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" differs in each data source. Also, the data on admissions do not represent individual youths taken into custody. However, these are the only data presently available to estimate the number of youths entering custody facilities.

Sources:

- 1 Children in Custody, 1987
- 2 National Jail Survey, 1987
- 3 Census of State Correctional Facilities, 1984
- 4 Law Enforcement Management and Administrative Survey, 1987
- 5 Totals do not include juveniles admitted to police lockups

be recalled that these admissions figures may reflect multiple counting (1) if one youth entered several of these facilities as part of one legal proceeding or (2) if the youth was taken into custody more than once in a given year.

The majority of admissions occurred in public juvenile facilities, especially locally-operated short-term detention facilities. State training schools accounted for less than 10% of all admissions. For private juvenile facilities, the most typical place of custody was a longer term facility, either a group home, halfway house or a camp or ranch-type facility.

The data on juveniles in custody (one-day counts) offers a very different picture of youth confinement. On a given day in 1987, there were 91,646 youths residing in juvenile facilities, 1,781 in jails and 3,996 in state correctional facilities. As one can see, the one-day snapshots cover a small fraction of the youths taken into custody in a year. This is a serious problem because most of the existing data on the characteristics of confined youths and their lengths of custody are only available from the one-day snapshots or residential populations.

The one-day counts found most youths in long term public facilities; the next largest category of youths were residing in short-term public facilities. Whereas the vast majority of youths in public juvenile facilities were housed in secure settings, about half the youths in private juvenile facilities were in non-secure facilities.

Gender differences are important in the data on juveniles

taken into custody. Table 2 portrays the latest data on youth admissions by gender. Overall, females were 23% of all juvenile admissions. They were 20% of the admissions to public juvenile facilities, but were a much larger share (41%) of admissions to private juvenile facilities. Females accounted for 23% of juvenile admissions to jails and only 4% of persons under age 18 who entered state correctional facilities.

There were also distinct regional differences in youth confinement patterns. Tables 3 and 4 present the numbers and rates of juveniles taken into various types of custodial facilities. The West had the highest overall rate per 100,000 of juveniles taken into custody, followed by the South and the Midwest. The lowest rates of juvenile confinement occurred in the Northeast region.

The West clearly dominated the nation in admissions rates to public and private juvenile facilities (4,740), although the South possessed the highest rate of juveniles admitted to jails (397). Northeastern states had the lowest admissions rate to juvenile facilities. The lowest juvenile jailing rate was also in the Northeast region. Turning to persons under 18 admitted to state correctional facilities, the Northeast had the highest rate (38) and was closely followed by the South (35). The West reported the lowest rate per 100,000 youths that were admitted to state correctional facilities.

Table 2

Juveniles Admissions to Custody by Gender

	Males	Females
Public Juvenile Facilities	472,893	117,761
Private Juvenile Facilities	74,701	51,523
Jails	74,970	22,247
State Correctional Facilities	8,679 *	399*
TOTALS	631,243	191,930

Note:

These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" in each data source is different. Also, the data on admissions do not reflect individual youths taken into custody. However, these are the only data presently available to estimate the number of youths entering custody facilities.

Sources: CIC, 1987
 National Jail Survey, 1987
 National Census of State Correctional Facilities, 1984

* Estimates based on gender proportions reported for all Inmates in 1986 Survey of Inmates of State Correctional Facilities

Table 3

**Numbers of Juvenile Admissions
by Region and Type of Facility**

	Juvenile Facilities	Jails	State Correctional Facilities
U.S.	716,608	105,366	9,078
Northeast	73,991	6,563	2,781
Midwest	167,003	25,265	1,504
South	215,650	49,762	4,381
West	259,964	23,776	412

Note:

These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" in each data source is different. Also, the data on admissions do not reflect individual youths taken into custody. However, these are the only data presently available to estimate the number of youths entering custody facilities.

Sources:

Children in Custody, 1987
National Jail Census, 1983
National Census of State Correctional Facilities, 1984

Table 4

**Rates per 100,000* Juvenile Admissions to
Custody by Region
and Type of Facility**

	Juvenile Facilities	Jails	State Correctional Facilities
U.S.	2,764	273	25
Northeast	1,583	90	38
Midwest	2,514	281	17
South	2,363	397	35
West	4,740	341	6

Note:

These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" in each data source is different. Also, the data on admissions do not reflect individual youths taken into custody. However, these are the only data presently available to estimate the number of youths entering custody facilities.

Sources: Children in Custody, 1987
National Jail Census, 1983
National Census of State Correctional Facilities, 1984
U.S. Bureau of the Census

* For juvenile facilities, the rate is based on the estimated number of youths aged 10 to the upper age of original court jurisdiction in each state for 1987. For adult jails and prisons, the rate is based on the estimated number of youths aged 10-19 years in 1985.

As noted earlier, data on youth admissions to custody are very limited. For example, there are no national data on reasons for admitting juveniles to jails or adult prisons. For juvenile facilities, the data on reasons for admissions are only available based on the one-day counts. While public juvenile facilities report data on the adjudication status (detained, committed or voluntary) of the youth at admissions, these data are not routinely maintained for private juvenile facilities, and therefore are not collected.

To illustrate the value of augmented data on admissions, consider Table 5 which compares the legal status of male and female admissions to public juvenile facilities. For both males and females, the vast majority of admissions occur prior to adjudication -- the youth is being detained pending court processing. Females are slightly more likely than males to be admitted into custody on a detention status. About one-in-five males as compared to one-in-eight females are admitted to custody as a result of a formal adjudication by the court. Slightly over 1% of females and less than 1% of males are taken into custody on a voluntary admissions basis. These data direct attention to the central role of detention in the youth confinement process. As will be seen later, these and other data suggest that confinement practices for males and females are very different.

Table 5

**Juvenile Admissions to Public Facilities
by Adjudication Status and Gender**

Adjudication Status	Total	Males	Females
Detention	479,132	377,404	101,728
Commitment	108,531	94,010	14,521
Voluntary	2,991	1,479	1,512
TOTAL	590,654	472,893	117,761

Source: Children in Custody, 1987

Selected Characteristics of Juveniles In Custody

To gain a more detailed profile of confined juveniles, this report provides information on one-day counts of juveniles in public and private juvenile facilities. Data about youths in prisons and jails is virtually non-existent. The major national survey samples of jail and prison inmates contain too few juveniles to provide meaningful estimates of their attributes. Moreover, relying on the one-day counts for demographic and legal information about juveniles creates a systematic bias towards youths spending the longest times in custody. Thus, the following information must be interpreted cautiously and reflects a small percentage of juveniles who annually enter custodial facilities.

Table 6 presents data for each state on the number of juveniles in confinement by whether they are delinquents, status offenders or non-offenders. Table 7 presents the same information expressed as a rate per 100,000.

Turning first to the number of juveniles, it can be seen that in all facilities, 63,261 juveniles (69 percent) were confined as a result of delinquent acts, 10,334 (11 percent) as a result of status offenses and 17,937 (20 percent) were non-offenders. The percentages were considerably different in public and private facilities. In public facilities, 50,269 (94 percent) were confined for delinquent acts and only 2,523 (5 percent) for status offenses; 682 (1 percent) were non-offenders. In private facilities, however, 12,992 (34 percent) were confined for delinquent acts, 7,811 (21 percent) were status offenders and 17,266 (45 percent) were non-

Table 6

**Number of Juveniles in Custody
by Reason for Custody by Region and State***

	ALL FACILITIES			PUBLIC FACILITIES			PRIVATE FACILITIES		
	Delinquent Acts	Status Offenses	Non- Offender	Delinquent Acts	Status Offenses	Non- Offender	Delinquent Acts	Status Offenses	Non- Offender
U.S. TOTAL	63,281	10,334	17,937	50,269	2,523	682	12,992	7,811	17,255
NORTHEAST	10,107	2,340	4,154	5,976	154	94	4,131	2,188	4,060
Connecticut	433	106	474	219	8	0	214	98	474
Maine	245	0	42	214	0	0	31	0	42
Massachusetts	673	54	337	207	0	5	466	54	332
New Hampshire	137	40	43	126	0	0	11	40	43
New Jersey	1,868	141	250	1,818	96	84	52	45	166
New York	2,963	1,376	1,338	2,222	4	0	741	1,372	1,338
Pennsylvania	3,602	584	1,498	1,058	40	5	2,544	524	1,493
Rhode Island	137	43	72	99	6	0	38	37	72
Vermont	49	16	100	15	0	0	34	16	100
MIDWEST	13,944	4,166	5,455	10,443	1,187	298	3,501	2,979	5,157
Illinois	2,026	119	221	1,929	0	0	97	119	221
Indiana	1,395	646	727	1,001	211	107	394	435	620
Iowa	586	348	390	305	85	37	281	263	353
Kansas	866	147	505	657	19	0	209	128	505
Michigan	2,250	419	788	1,593	143	78	657	276	710
Minnesota	993	253	321	558	12	10	435	241	311
Missouri	582	370	632	542	247	28	40	123	606
Nebraska	395	327	271	244	28	2	151	299	269
North Dakota	107	57	62	44	25	0	63	32	62
Ohio	3,254	1,084	1,029	2,706	368	37	548	716	992
South Dakota	257	74	89	194	34	0	63	40	89
Wisconsin	1,233	322	420	670	15	1	563	307	419
SOUTH	16,188	2,119	5,189	14,175	884	288	2,013	1,255	4,901
Alabama	765	155	127	708	82	14	57	73	113
Arkansas	328	92	404	243	1	5	85	91	399
Delaware	186	12	53	169	0	0	17	12	53
D.C.	494	20	11	406	7	0	88	13	11
Florida	2,546	98	825	2,200	72	39	346	26	786
Georgia	1,402	97	366	1,299	36	0	103	61	366
Kentucky	501	238	290	471	111	25	30	127	265
Louisiana	1,029	135	173	977	51	0	52	84	173
Maryland	1,288	146	296	1,024	8	0	264	138	296
Mississippi	315	54	12	300	48	7	15	6	5
North Carolina	857	135	309	751	45	18	106	90	293
Oklahoma	471	128	368	314	108	23	157	105	260
South Carolina	625	124	87	621	94	0	4	30	87
Tennessee	1,019	126	217	949	80	9	70	46	208
Texas	2,806	305	1,034	2,330	85	3	476	220	1,031
Virginia	1,376	198	537	1,272	121	62	104	77	475
West Virginia	180	56	80	141	0	0	39	56	80
WEST	23,022	1,709	3,139	19,675	318	2	3,347	1,391	3,137
Alaska	254	50	80	170	8	0	84	42	80
Arizona	1,293	84	210	993	28	0	300	58	210
California	16,703	679	1,777	14,678	34	0	2,025	645	1,177
Colorado	783	93	203	498	5	0	285	88	203
Hawaii	115	43	56	115	34	0	0	9	56
Idaho	170	46	29	116	1	0	54	45	29
Montana	223	34	24	213	15	0	10	19	24
Nevada	451	163	42	429	53	0	22	110	42
New Mexico	498	28	130	487	2	2	11	26	128
Oregon	878	123	257	583	9	0	295	114	257
Utah	341	114	28	173	44	0	168	70	28
Washington	1,195	81	212	1,132	2	0	63	79	212
Wyoming	118	171	91	88	85	0	30	86	91

* A small number of juveniles are not counted because the reason for their confinement could not be determined. At the national level they number only 29 juveniles in public facilities, 85 in private facilities and 114 total.

Source: Children in Custody, 1987.

Table 7

Rate* of Juveniles in Custody by Reason for Custody by Region and State**

	ALL FACILITIES			PUBLIC FACILITIES			PRIVATE FACILITIES		
	Delinquent Acts	Status Offenses	Non- Offender	Delinquent Acts	Status Offenses	Non- Offender	Delinquent Acts	Status Offenses	Non- Offender
U.S. TOTAL	244	40	69	194	10	3	50	30	67
NORTHEAST	216	50	89	128	3	2	88	47	87
Connecticut	179	44	196	90	3	0	88	40	196
Maine	179	0	31	156	0	0	23	0	31
Massachusetts	133	11	66	41	0	1	92	11	65
New Hampshire	116	34	36	107	0	0	9	34	36
New Jersey	224	17	30	217	11	10	6	5	20
New York	215	100	97	161	0	0	54	99	97
Pennsylvania	279	44	116	82	3	0	197	41	116
Rhode Island	134	42	71	97	6	0	37	36	71
Vermont	79	26	161	24	0	0	55	26	161
MIDWEST	210	63	82	157	18	4	53	45	78
Illinois	178	10	19	169	0	0	9	10	19
Indiana	209	97	109	150	32	16	59	65	93
Iowa	182	108	121	95	26	11	87	82	110
Kansas	322	55	188	244	7	0	78	48	188
Michigan	201	37	70	142	13	7	59	25	63
Minnesota	212	54	68	119	3	2	93	51	66
Missouri	118	75	128	110	50	5	8	25	123
Nebraska	221	183	151	136	16	1	84	167	150
North Dakota	141	75	82	58	33	0	83	42	82
Ohio	256	85	81	213	29	3	43	56	78
South Dakota	321	92	111	242	42	0	79	50	110
Wisconsin	223	58	76	121	3	0	102	55	76
SOUTH	177	23	57	155	9	3	22	14	54
Alabama	150	30	25	139	16	3	11	14	22
Arkansas	111	31	137	82	0	2	29	31	135
Delaware	266	17	76	241	0	0	24	17	76
D.C.	932	38	21	786	13	0	166	25	21
Florida	218	8	71	188	6	3	30	2	67
Georgia	207	14	54	192	5	0	15	9	54
Kentucky	110	52	64	103	24	5	7	28	58
Louisiana	214	28	36	204	11	0	11	17	36
Maryland	263	30	61	209	2	0	54	28	61
Mississippi	89	15	3	85	14	2	4	2	1
North Carolina	158	25	57	139	8	3	20	17	54
Oklahoma	124	34	97	82	6	28	41	28	68
South Carolina	169	34	24	168	25	0	1	8	24
Tennessee	176	22	38	164	14	2	12	8	36
Texas	154	17	57	128	5	0	26	12	57
Virginia	213	31	83	197	19	10	16	12	74
West Virginia	76	24	34	60	0	0	17	24	34
WEST	420	31	57	359	6	0	61	25	57
Alaska	403	79	127	270	13	0	133	67	127
Arizona	343	22	56	263	7	0	80	15	56
California	566	23	60	497	1	0	69	22	60
Colorado	217	26	56	138	1	0	79	24	56
Hawaii	100	37	49	100	30	0	0	8	49
Idaho	133	36	23	91	1	0	42	35	23
Montana	235	36	25	224	16	0	11	20	25
Nevada	434	157	40	412	51	0	21	106	40
New Mexico	271	15	71	265	1	1	6	14	70
Oregon	295	41	86	196	3	0	99	38	86
Utah	139	47	11	71	18	0	69	29	11
Washington	241	16	43	228	0	0	13	16	43
Wyoming	179	250	138	133	120	0	45	130	138

* Rates per 100,000 juveniles at risk

** A small number of juveniles are not counted in this table because the reason for their confinement could not be determined. At the national level they number only 29 juveniles in public facilities, 85 in private facilities and 114 total.

Source: Children in Custody, 1987

offenders. Clearly, public facilities were much more apt to house delinquents and private facilities to house status offenders and non-offenders.

At the national level, in both public and private facilities, 244 juveniles per 100,000 were confined for delinquent acts, 40 per 100,000 were confined for status offenses and 69 per 100,000 were non-offenders. The same differences between public and private facilities observed above are seen here. In the public facilities the rates were much higher for delinquents and in private facilities they were higher for status offenders and non-offenders.

Gender: Of 91,646 juveniles held in custody in public and private facilities in the United States, 79 percent were males and 21 percent were females (Figure 4). The gender imbalance was particularly large in public facilities where males comprise 86 percent of the confined population. The higher concentration of male juveniles in both private and public facilities was reflected in the difference between the male and female overall custody rates: 546 per 100,000 males versus 151 per 100,000 females.

Race/Ethnicity: In terms of sheer numbers, whites made up a majority (52 percent) of all juveniles held in custody, while blacks constituted 34 percent and Hispanics 12 percent. This distribution partially reflects vastly different sizes of the population at risk. Thus, when attention is shifted to custody rates (all rates are per 100,000), the lowest representation was among whites (249), and the highest representation was among blacks

(839). Hispanics (460) and other Race/Ethnic groups (293) fell between these extremes. These same data are presented graphically in Figure 5.

The racial and ethnic composition of private and public facilities varied considerably. While the majority of the juvenile population housed in private facilities was white (63 percent), most juveniles in public facilities were black or Hispanic (54 percent).

Age: Eighty percent of juveniles in custody were between 14 and 17 years of age (see Figure 6). Private facilities were more likely to house younger juveniles (17 percent between 10 and 13), while older residents (18-21 years) were more often located in public facilities (13 percent).

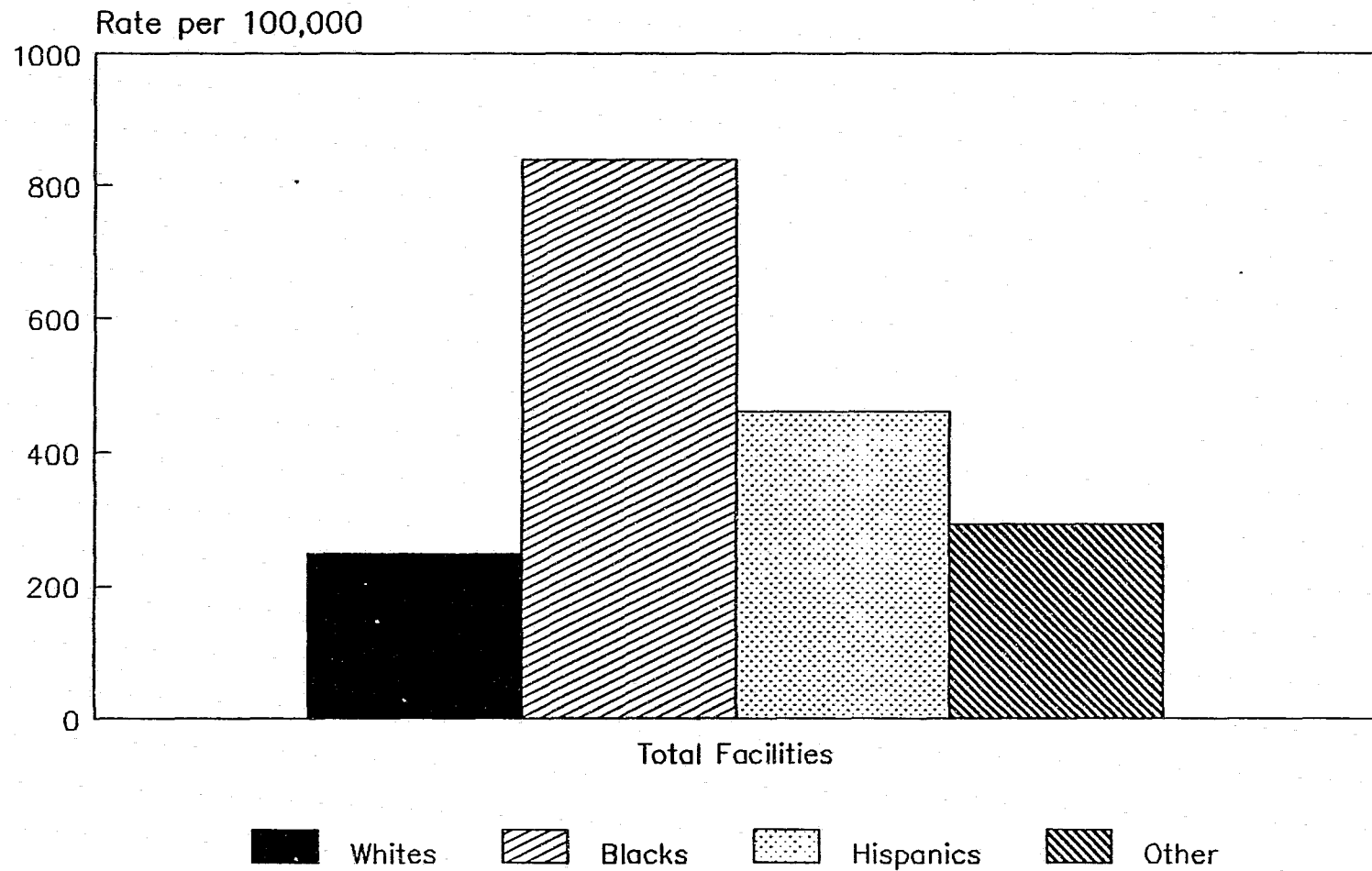
Commitment Status: Most of the juveniles in these facilities were committed to them (72 percent). However, the adjudication status of residents differed between public and private facilities. A larger percentage of juveniles in public facilities were detained awaiting adjudication or disposition (30 percent); while private facilities housed more juveniles who were admitted voluntarily (19 percent). Very few residents of private facilities were detained prior to adjudication or disposition (7 percent), and only 1 percent of those in public facilities were voluntarily admitted.

Reasons For Commitment By Gender: Males and females residing in juvenile facilities were there for very different offenses. These data are summarized in Table 8. Whereas most males were charged with delinquent acts (77%), non-criminal behavior accounted

FIGURE 5

Juveniles In Custody by Race

Rates per 100,000 in all Facilities



Source: Children in Custody, 1987
U.S. Bureau of Census, Population Estimates

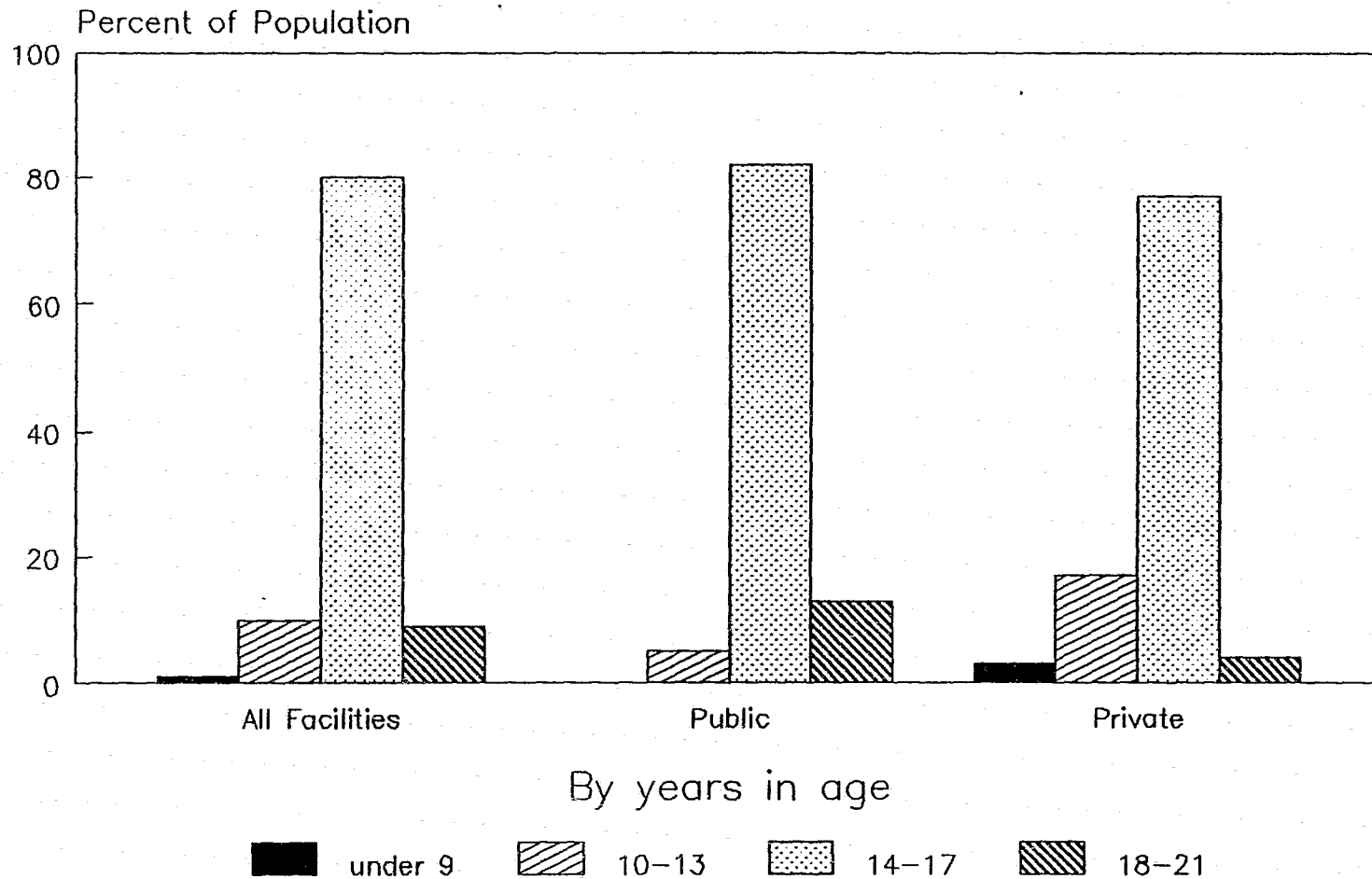
for 61% of females in custody. Only 8% of males in custody were charged with status offenses, compared with 24% of females. A higher proportion of females was in custody for non-offenses (e.g. dependency and neglect), or based on voluntary admissions (usually initiated by parent or guardians). Males were most often charged with property crimes or violent offenses, but these crimes accounted for only 21% of females in custody.

Individual Level Data on Juveniles in Custody

The data presented so far came from surveys of correctional facilities. The unit of analysis is the facility, not individual youths. As a result, these data are extremely limited in terms of the ability to analyze subgroups of the juvenile population. For instance, there are aggregate counts on the racial composition of juveniles in custody and the reasons for custody, but we cannot presently compare reasons for custody for various racial groups. To perform these types of highly relevant policy analyses requires data collected on individual juveniles. There are two important sources of national data on juveniles in custody that collect data on individuals -- the National Juvenile Court Statistics and the Survey of Youth in Custody. Unfortunately, both data sources provide coverage of a limited range of custodial options. It is worth examining the unique information obtainable through individual-level data system to illustrate the value of expanded federal efforts in this direction.

FIGURE 6

Juveniles in Custody by Age Public and Private Facilities



Source: Children in Custody, 1987

Table 8

**Juveniles in Custody
in Public and Private Juvenile Facilities
by Reasons for Commitment and Gender ***

	Males	Females
	(N=72,611)	(N=19,035)
<u>Delinquent Acts</u>	<u>77%</u>	<u>38%</u>
Crimes Against Persons	20%	6%
Crimes Against Property	37%	15%
Alcohol Offenses	1%	1%
Drug Related Offenses	6%	3%
Public Order Offenses	3%	4%
Probation/Parole Violations	5%	6%
Other	5%	4%
<u>Status Offenses</u>	<u>8%</u>	<u>24%</u>
<u>Non Offenders</u>	<u>9%</u>	<u>22%</u>
<u>Voluntary Commitments</u>	<u>6%</u>	<u>15%</u>

Source: Children in Custody, 1987

* Percentages may not add to 100% due to rounding.

National Juvenile Court Statistics

Since 1975, the National Center on Juvenile Justice (NCJJ) has collected both aggregate and case-based data on the processing of youths through the nation's juvenile courts. In 1985 the data covered individual case records from 1,133 courts that served approximately 49% of the youth population.^{6/} These data are maintained in NCJJ's National Juvenile Court Data Archive (NJCDA).

The NJCDA case-based data, which cover ten years for selected jurisdictions, report on youths detained through a court decision. This would not cover very brief detention initiated by law enforcement or correctional agencies that is not subject to court review. The NJCDA data also presents information on youth placed out of their homes after adjudication hearings.

Court-Ordered Detention: Of the estimated 534,000 delinquency cases processed through the nation's juvenile courts in 1985, approximately 34% resulted in some secure detention between court intake and court disposition. The proportion of property offenders detained (30%) was slightly less than for person offenders, drug offenders and those who committed public order offenses (38%).

In status offense cases, of the 88,000 cases handled by juvenile courts, roughly 18% were detained at some point during their court processing. Runaway cases were the most likely to be detained (33%), as compared with youths petitioned for ungovernability (20%), truancy

^{6/} Howard Snyder et al., Juvenile Court Statistics 1985, Pittsburgh, PA.: National Center for Juvenile Justice, 1988.

and liquor violations (10%).

For a more limited number of juvenile courts, serving between 25% and 33% of the at-risk juvenile population, NJCDA collects detailed demographic data on individual youths processed through juvenile courts. These more detailed data provide the opportunity for more refined analyses of detention and placement decisions.^{7/} For example, Table 9 summarizes data on the likelihood of detention in delinquency cases for different groupings based on gender, race and age and whether the case was handled formally (petitioned) or informally (not petitioned). These data suggest that males, black youths and older youths were more likely to be detained within most offense categories. Table 10 presents the same breakdowns for status offense cases. In status offense cases females and males were detained at virtually the same rates. Black youth had a higher probability of detention; however, younger adolescents were more likely to be detained than their older counterparts.

Youths Placed Out of Their Homes: In 1985, eighteen percent of all petitioned delinquency cases resulted in youths being placed out of their homes. For youths adjudicated by the court, 29% were placed in a residential program.

Tables 11 and 12 report on the use of residential placements by various offense and personal characteristics. Data in these tables

^{7/} Proportions of youth taken into custody based only on data from states providing detailed demographic information to NJCDA differ from those proportions computed based on all jurisdictions reporting to NJCDA.

Table 9

What was the likelihood that a delinquent was securely detained prior to disposition?

Percent of Delinquency Cases Detained

	Person	Property	Drugs	Public Order
All Cases	29	21	27	29
Nonpetitioned Cases				
Sex				
Male	11	10	12	16
Female	8	9	14	19
Race				
White	10	9	12	15
Black	11	11	17	21
Other	15	15	16	21
Age				
12 or Younger	6	4	10	9
13	9	7	9	17
14	10	9	11	17
15	12	10	12	17
16	12	12	13	17
17 or Older	13	13	14	16
Petitioned Cases				
Sex				
Male	42	34	42	40
Female	33	28	37	41
Race				
White	39	32	38	39
Black	42	36	49	43
Other	47	38	46	50
Age				
12 or Younger	25	20	32	32
13	34	29	34	40
14	40	33	40	45
15	42	36	43	44
16	44	35	42	41
17 or Older	44	34	41	36

Data Sources: AL, AZ, CA, FL, IA, MS, NE, NJ, ND, OH, PA, SD, TN, VA
(33.7% of the U.S. youth population at risk)

Table Notes

- Blacks were more likely to be securely detained than whites in all offense categories.
- Among petitioned cases, males were more likely to be securely detained than females in all offense categories except public order offenses.

Source: National Center for Juvenile Justice, 1988.

Table 10

What was the likelihood that a status offender was securely detained prior to disposition?

Percent of Status Offense Cases Detained					
	Runaway	Liquor	Truancy	Ungovernable	Other Status
All Cases	22	5	3	8	6
Nonpetitioned Cases					
Sex					
Male	20	3	1	5	4
Female	19	4	1	4	5
Race					
White	19	3	1	5	3
Black	24	8	1	3	14
Other	17	6	*	15	3
Age					
12 or Younger	15	*	1	2	5
13	15	5	1	5	5
14	19	4	1	4	4
15	19	4	1	5	4
16	22	3	1	6	4
17 or Older	23	3	1	8	5
Petitioned Cases					
Sex					
Male	35	14	7	19	11
Female	34	11	6	19	11
Race					
White	34	13	7	20	9
Black	38	21	7	16	15
Other	*	*	*	19	*
Age					
12 or Younger	41	*	7	20	5
13	38	*	7	21	7
14	34	19	7	22	15
15	32	18	6	17	13
16	32	11	5	19	9
17 or Older	38	12	*	16	13

* Too few cases to obtain a reliable percentage.

Data Sources: AL, AZ, CA, FL, MS, NE, ND, OH, SD, TN, VA
(24.5% of the U.S. youth population at risk)

Table Notes

- Runaway cases were much more likely than other status offense cases to involve secure detention prior to disposition.

Source: National Center for Juvenile Justice, 1988.

Table 11

What was the likelihood that a delinquent was placed out-of-home?

Percent of Delinquency Cases Placed Out-of-Home				
	Person	Property	Drugs	Public Order
All Cases	12	9	9	13
Nonpetitioned Cases	*	*	*	*
Petitioned Cases				
Sex				
Male	20	18	19	24
Female	12	12	17	25
Race				
White	19	17	18	25
Black	19	18	21	23
Other	23	18	19	25
Age				
12 or Younger	10	10	14	17
13	14	15	18	24
14	19	18	19	28
15	22	19	20	29
16	21	19	19	26
17 or Older	18	16	17	19

* Less than 0.5%.

Data Sources: AL, AZ, CA, FL, HI, IA, MD, MS, NE, NJ, ND, OH, PA, SD, TN, UT, VA
(36.9% of the U.S. youth population at risk)

Table Notes

- Person offense cases were more likely than property offense cases to result in out-of-home placement.
- Among petitioned drug law violation cases, blacks were somewhat more likely than other races to be placed out-of-home.
- Cases involving youth age 12 or younger were least likely to result in out-of-home placement.

Source: National Center for Juvenile Justice, 1988.

Table 12

What was the likelihood that a status offender was placed out-of-home?

Percent of Status Offense Cases Placed Out-of-Home

	Runaway	Liquor	Truancy	Ungovernable	Other Status
All Cases	3	1	3	5	2
Nonpetitioned Cases	*	*	*	*	*
Petitioned Cases					
Sex					
Male	14	4	8	20	5
Female	15	3	7	21	7
Race					
White	14	4	8	22	4
Black	17	6	7	16	17
Other	10	4	4	21	8
Age					
12 or Younger	24	6	7	26	11
13	18	4	9	21	5
14	16	4	7	21	4
15	13	5	8	21	6
16	12	5	5	20	5
17 or Older	11	3	6	15	5

* Less than 0.5%.

Data Sources: AL, AZ, CA, FL, HI, MD, MS, NE, ND, OH, SD, TN, UT, VA
(27.7% of the U.S. youth population at risk)

Table Notes

- Cases referred for ungovernability were most likely to result in out-of-home placement; liquor law violation cases were least likely to receive that disposition.
- Petitioned ungovernable cases involving whites were somewhat more likely than their black counterparts to result in out-of-home placement.
- Among petitioned cases those involving running away and ungovernability were more likely to result in out-of-home placement than those involving other types of status offenses.

Source: National Center for Juvenile Justice, 1988.

were derived from juvenile courts in 17 states, representing 37% of the U.S. youth population. These data suggest that public order offenders were the most likely to be placed out of their homes. Placement rates for other types of offenders were similar. For delinquency cases, older youths were more likely to be placed in residential settings; placement rates by gender and race were quite similar. In status offense cases, the highest rates of placement occurred in cases of ungovernability. Similar to the findings with respect to detention, younger status offenders were more likely to be placed than older status offenders. Female status offenders were equally likely to be placed as males. Racial differences in placement rates were small and varied by offense.

The reader should be cautioned that these placement data combine a wide diversity of residential programs including training schools, outward bound programs, group homes and foster families. Moreover, in some instances, a disposition of probation may include a condition of residential placement in a broad range of facilities. Hence the reported differences in placement rates do not necessarily imply sterner handling by the courts. Further, other factors such as prior court involvement and family stability may be impacting these results.

The Survey of Youth in Custody: Major Findings

In 1987, the Bureau of the Census conducted interviews with a large sample of youths residing in a total of 50 state-run and county-operated long-term juvenile institutions. These facilities are often referred to as "training schools." Supported by Bureau of Justice

Statistics, this survey was modeled after prior Bureau of Justice Statistics surveys of adult prison and jail inmates. In total, interviews were conducted with 2,621 residents of juvenile facilities. These facilities represented 23,823 youths incarcerated in 199 such facilities in the country. The vast majority of training school residents were male (91%). Roughly 60% of these youth were between the ages of 15 and 17 years. Slightly more than half (53%) of residents were white; Black youths made up 41% of those in training school, and nineteen percent of those surveyed were of Hispanic origin.

The survey also revealed a profile of incarcerated youths who did not live with both parents while growing up (70%). More than half of the group (52%) had at least one family member who had been incarcerated. The vast majority of these youths (80%) admitted using illegal drugs; 40% reported illegal drug use before the age of 12 years. Nearly half (48%) said they were under the influence of drugs or alcohol at the time of the current offense.

Of youths in these facilities, 39% reported that their commitment offense was an offense against persons; 46% reported property offenses; and 6% reported drug crimes as their current offense. These data are based on youths' self-reports about the behavior which they believe led to the current incarceration. These data present a more serious offense profile than the offense distributions reported for training school residents in the Children in Custody Survey which employs official records to determine commitment offenses. Youth recall problems, multiple and concurrent delinquency petitions and plea bargaining may account for these differences.

Survey youths reported extensive histories of prior arrests. Almost 43% of the sample reported being arrested 5 or more times in the past. Most youths (82%) had previously been on probation and 59% had previously been incarcerated.

Tables 13 and 14 are examples of the more refined analyses made possible by the individual level data of the Youth in Custody Survey. Table 13 shows the distribution of commitment offenses for different racial, ethnic and gender groups. It shows that a slightly higher proportion of males and Black youths were committed to training schools for violent offenses. Females and Hispanics were more likely to be committed for status offenses compared with their male and non-Hispanic counterparts. The proportion of Hispanics committed for drug offenses was over three times that of non-Hispanics. Table 14 offers a range of data on age, mean age at first arrest and length of confinement for different types of offenders. These data show that, in general, violent juvenile offenders were more likely to be first arrested at an earlier age and spend more of their lives in confinement than non-violent youths.

Trends in Juveniles Taken Into Custody

Table 15 presents trend data for the period 1977-1987 for juvenile correctional facilities. Overall, admissions to juvenile facilities grew moderately (5%); the proportionate growth in admissions was higher for males compared to females. Public facilities actually witnessed a slight decline (4%) in admissions over this ten

Table 13

**Current Offense of Youth in Long-Term State-Operated
Juvenile Institutions by Sex, Race, and Age,
Yearend 1987**

Age and current offense	Percent of Youth						
	Total	Sex		Race		Ethnicity	
		Male	Female	White	Black	Hispanic	Non- Hispanic
Less than 18 years old:							
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Violent offenses	39.3	39.8	32.0	32.9	47.0	40.6	39.1
Murder	1.8	1.7	3.0	2.0	1.4	1.7	1.8
Negligent Manslaughter	.6	.4	2.9	.6	.7	1.1	.5
Kidnapping	.3	.4	0.0	.2	.4	.4	.3
Rape	2.4	2.6	0.0	1.8	3.3	1.0	2.6
Other sexual assault	3.5	3.7	1.0	4.3	2.8	2.3	3.7
Robbery	13.1	13.3	10.6	10.8	15.9	15.8	12.6
Assault	16.3	16.5	14.7	11.9	21.4	16.8	16.3
Other violent	1.2	1.3	0.0	1.2	1.2	1.4	1.2
Property offenses	45.6	46.0	40.8	51.1	38.6	35.9	47.3
Burglary	23.8	24.2	18.6	27.2	19.4	20.1	24.4
Larceny/theft	7.3	7.4	5.3	8.0	6.3	3.1	8.0
Motor vehicle theft	7.8	7.8	8.2	8.2	7.1	7.3	7.9
Arson	1.8	1.9	.4	2.1	1.5	.9	1.9
Fraud	1.1	.6	7.4	1.7	.5	1.2	1.1
Stolen property	1.4	1.4	.9	1.1	1.7	.7	1.5
Other property	2.5	2.6	0.0	2.7	2.1	2.6	2.4
Drug offenses	5.6	5.4	7.7	4.2	7.4	14.3	4.1
Possession	2.9	2.6	6.9	2.7	3.5	6.3	2.3
Trafficking	2.5	2.6	.8	1.3	3.8	8.0	1.6
Other drug	.2	.2	0.0	.3	.1	0.0	.2
Public-order offenses	7.2	7.0	10.1	8.8	5.4	5.0	7.5
Weapons	1.9	1.9	1.2	1.6	2.2	1.0	2.0
Other public-order	5.3	5.1	8.9	7.2	3.2	4.0	5.5
Juvenile status offenses	2.2	1.6	9.3	2.7	1.6	4.2	1.8
Other offenses	.2	.2	0.0	.3	0.0	0.0	.2

Source: Survey of Youth in Custody, 1987.

* Note: Percentage totals rounded to 100%.

Table 14

**Age and Time Served by Juveniles in Long-Term,
State-Operated Juveniles Institutions by Type of
Offender, Yearend 1987**

	Type of offender					
	Total	Non-violent*	Ever violent	Current violent only	Prior violent only	Current and prior violent
Mean age (years)	15.7	15.6	15.7	15.7	15.7	15.7
Mean age at first arrest (years)	12.8	13.2	12.6	13.3	12.0	12.2
Mean months served in the current institution	5.9	5.0	6.6	7.2	4.9	7.5
Mean months served in all correctional institutions	15.7	12.7	17.9	13.0	22.5	20.6
Percent of life spent in correctional institutions	8.3%	6.8%	9.5%	6.9%	11.9%	10.9%

* Current and prior offenses were nonviolent.

Prior offenses include prior terms of probation or incarceration.

Source: Survey of Youth in Custody, 1987.

Table 15

**Juveniles in Public and Private
Correctional Facilities: Selected Data
1977-1987**

	1977	1979	1983	1985	1987	% Change 1977-87
PUBLIC AND PRIVATE FACILITIES						
Total Admissions	681,430	638,309	619,006	628,766	716,608	+5%
Male	517,226	493,593	478,283	483,063	547,594	+6%
Female	164,204	144,716	140,723	145,703	169,014	+3%
One Day Count	73,166	71,922	80,091	83,402	91,646	+25%
Male	57,308	57,679	64,424	66,393	72,611	+27%
Female	15,858	14,243	15,667	17,009	19,035	+20%
Expenditures*	\$1,092,059	1,307,684	1,866,072	2,052,232	2,508,809	+130%
PUBLIC FACILITIES						
Total Admissions	614,385	568,802	530,200	527,759	590,654	-4%
Male	476,911	453,342	423,844	423,135	472,893	-1%
Female	137,474	115,460	106,356	104,624	117,761	-14%
One Day Count	44,096	43,234	48,701	49,322	53,503	+21%
Male	36,921	37,167	42,182	42,549	46,272	+25%
Female	7,175	6,067	6,519	6,773	7,231	+1%
Expenditures*	\$707,732	842,470	1,147,078	1,246,707	1,445,116	+104%
PRIVATE FACILITIES						
Total Admissions	67,045	69,507	88,806	101,007	125,954	+88%
Male	40,315	40,251	54,439	59,928	74,701	+85%
Female	26,730	29,256	34,367	41,079	51,253	+92%
One Day Count	29,070	28,688	31,390	34,080	38,143	+31%
Male	20,387	20,512	22,242	23,844	26,339	+29%
Female	8,683	8,176	9,148	10,236	11,804	+36%
Expenditures*	\$384,327	465,214	718,994	805,525	1,058,087	+175%

Sources: Children in Custody, 1977-1987

* Expenditures in thousands of dollars, not adjusted for inflation.

year period, whereas admissions to private juvenile facilities rose by 88%.

Data on the number of youths in custody (one-day counts) portray a different story. Between 1977-1987, the total one-day counts increased by 25% and this rise occurred in both public and private juvenile facilities. The one-day counts show a significant increase in both males and females in private facilities. Public facilities reported little change in the one day counts of females, but an increase of 25% in the number of male residents.

Operating expenditures for juvenile correction facilities went from \$1.1 billion to \$ 2.5 billion during this period -- an increase of 130%.* The total operating budgets of private facilities rose by 175% and 104% for public facilities. These increases barely kept pace with the rate of inflation. In non-inflated dollars, spending per confined youth declined in both public and private facilities.

Another way of looking at these trends is in terms of custody rates per 100,000 youths. This analysis is quite useful because the youth population declined between 1977-1987. Table 16 reveals that the total rate of custody in juvenile correctional facilities increased by 43% during this decade; the custody rate in private facilities increased by 48%, and in public facilities by 40%.

Trend information on juveniles in adult facilities is far more limited. Between 1983-1987 the number of juveniles admitted to jails

*These dollars are not adjusted for inflation over the 10 year period.

T a b l e 1 6

**Rates per 100,000 of Juveniles in Custody
1977-1987***

	1977	1979	1983	1985	1987	% Change 77-87
U.S. Total	247	251	290	313	353	+43%
Public	149	151	176	185	208	+40%
Private	98	100	114	128	145	+48%

Source: Children in Custody, 1977-1987
U.S. Bureau of Census, Population Estimates

* Rates are computed for juveniles age 10 to the upper age of juvenile court jurisdiction in each state.

went from 105,366 to 97,217 -- a drop of 8%. Females admitted to jails increased by 20%, whereas male admissions declined by 14%. The one day counts of juveniles in jails went from 1,736 to 1,781 during this same time frame.

The only available trend data on youths in prisons comes from the 1979 and 1984 National Censuses of State Correctional Facilities. The number of persons under age 18 residing in state adult facilities grew from 2,699 in 1979 to 3,996 in 1984 -- an increase of 48%.

Deaths of Juveniles in Custody

The 1988 Amendments to the JJPDA requested annual information on the numbers of juveniles who died in custody and the circumstances of those deaths. Information on juvenile deaths in custody is currently available only from the National Jail Census. In 1978, 9 juveniles died in jail; in 1983 the figure was 7. The forthcoming 1988 Jail Census reports five juveniles who died while in custody: four males and one female.

The 1989 Children in Custody Survey requested, for the first time, data on deaths occurring in public and private juvenile facilities. The results of that effort will be available in the Spring of 1990.

CHAPTER THREE

LIMITATIONS OF DATA SOURCES ON JUVENILES TAKEN INTO CUSTODY

In the previous chapter the most current data on juveniles taken into custody were reviewed. There are many obvious problems in those sources of data. For example, there is no information on juveniles held in police lock-ups. Further, there are no data on the numbers of juveniles taken into custody by federal agencies such as the Immigration and Naturalization Service, the U.S. Marshals Service, the Department of the Interior or the Department of Defense. Information is totally lacking on juveniles in custody on Native American Reservations, in the Commonwealth of Puerto Rico or U.S. Trust Territories.

Data on juveniles in jails and state correctional facilities are very limited. Besides their gender, there is virtually no other information presently available at a national level on juveniles taken in custody in adult correctional facilities.

Current data sources consist of a set of independent and uncoordinated information gathering efforts. There exists neither a comprehensive plan to assemble relevant data, nor a coherent strategy of data analyses and dissemination to critical policy-makers, practitioners and researchers. The most significant current data source is the semi-annual Children in Custody survey. But, even this rich data base is limited in several important respects.

The Children in Custody survey does a commendable job of covering

publicly operated facilities, but the coverage of private facilities is far less complete. There are a growing number of private psychiatric and chemical dependency programs that are not now covered by the Children in Custody survey. Another problem is that Children in Custody is a facility-based survey and does not permit individual-level analysis of various data elements. The data on juveniles taken into custody (admissions) are flawed by an unknown amount of multiple counting of youths -- artificially inflating estimates of the actual numbers. This multiple counting problem also distorts the juvenile admissions data from jails and state correctional facilities.

Most of the information on youth characteristics is collected based on a one-day count of residents of juvenile facilities. As mentioned previously, the one-day population constitutes a small proportion of the total number of youths who enter custody each year. Also, the one-day counts are biased in favor of youths who spend the longest time in custody. This is particularly troublesome for understanding confinement patterns in short-term facilities -- which account for most of the juveniles taken into custody.

It should be remembered that while existing data are somewhat valuable for descriptive purposes, these data are far less valuable for analytic goals. Current respondents in the Children in Custody survey are facility administrators who handle youths sent to them from other agencies such as courts, law enforcement, and social service agencies. Thus, decisions influencing admissions and, in some instances, length of stay are made by criminal justice practitioners who are not part of the reporting juvenile corrections agencies.

Therefore, current data by itself cannot be used to explain trends in juvenile incarceration or the demographic characteristics of juveniles taken into custody. Similarly, the large differences among jurisdictions in their juvenile confinement practices cannot be explained by the data now being collected. However, existing data can be used to pinpoint important findings that must be interpreted through more intensive research efforts. In the next chapter, preliminary plans are reviewed to improve information on juveniles taken into custody.

CHAPTER FOUR

IMPROVING THE KNOWLEDGE BASE ON JUVENILES TAKEN INTO CUSTODY

Existing Data on Juveniles in Custody: The State of the Art

This report has reviewed all pertinent federally-supported data collection efforts about youths in custody. This analysis revealed that there are large deficiencies in the current knowledge base. At present, the Congressional mandate to provide the level of detailed information requested in the 1988 JJDP Act amendments cannot be completely satisfied. Further, the juvenile justice field requires improved information to manage existing resources and plan for the future.

The biggest problems in existing data are (1) the reliance on separate and non-integrated facility-based surveys; (2) the incomplete coverage of youths in private facilities, federally-run facilities and adult detention facilities; (3) the inability to calculate accurate rates of youths taken into custody; and (4) the need for a nationally representative sample of youths taken into all types of custodial facilities.

In the next several months, NCCD and the Bureau of the Census, in cooperation with OJJDP, will be implementing new individual-level data collection efforts that will supplement existing information and enhance the amount of policy relevant data on confined youths. Future reports on youths in custody will increasingly rely on new individual-level data collection efforts to expand the information on youth

confinement. The next section will sketch out preliminary thinking on the next steps.

Towards a Juveniles Taken into Custody Reporting Program

Instead of a single reporting system, the new individual-based data collection should be thought of as a series of reporting systems. One system would focus exclusively on youths admitted to and released from state-operated, long-term juvenile commitment facilities, commonly referred to as training schools. A second system would attempt to capture data on youths in locally-operated facilities. Other components of this series will cover adult facilities and federal custodial facilities.

These interrelated data gathering efforts will be designed simultaneously, and contain some common variables and some unique data elements. This approach will allow OJJDP to make decisions on the priority of bringing various components of the program on-line. A brief description of how some of these reporting systems might be designed is offered below.

State Training School Reporting System

In the case of state-run facilities, the goal will be to collect data from all 50 states and the District of Columbia. State juvenile correctional agencies would be assisted in submitting individual-level data on the latest entire calendar year of admissions and releases. States will submit such data on either a representative sample of annual admissions and releases (under the guidance of the Census

Bureau and NCCD) or its entire universe of admissions and releases. The latter situation will probably apply to states with automated information systems where the required data are routinely stored.

Data to be collected will include mutually exclusive youth identifiers so that admissions data can later be merged with release data. At a minimum, we hope to gather data on variables such as age, gender, race, and ethnicity as well as family and school status. Also collected will be variables describing the date and reasons for admission, type of committing agent and current offense(s). If possible, data will be obtained on prior juvenile court adjudications and previous correctional placements.

At release, data will be obtained on date of release, reasons for discharge, type of subsequent supervision and any escapes while in custody.

States with automated data systems that capture the above data elements will be identified and contacted by NCCD and the Census Bureau, and invited to participate in the program. Procedures will be developed to forward computer tapes to the Census Bureau to accomplish necessary reformatting of common data elements and to ensure the confidentiality of the data. Other states with manual recording systems will have two options: complete a standardized code sheet or enter the data on a microcomputer software program developed by NCCD.

This approach will eventually generate national and state-by-state data on youths admitted to and released from state facilities. Regional and interstate comparisons can be accomplished controlling

for differences in youth characteristics. These data can also be used to generate 5-10 year forecasts of the future size of the state training school population. There will also be the capacity to conduct cohort studies on special topics such as female inmates, recidivism and drug use.

Local Facility Reporting Program

Like the state training facilities system, this individual-level reporting program will cover admissions and releases from detention centers, ranches and camps, group homes and shelters. This would include facilities operated by local as well as state agencies. There will be no duplication with long-term facilities in the state-level system. This reporting system will be far more difficult to implement because of the large number and diversity of facilities and jurisdictions. But, these facilities constitute the largest proportion of youths taken into custody. It is anticipated that the feasibility of such a system will be demonstrated at selected sites over the next 12 months.

The universe to be sampled contains at least all of the juvenile facilities listed in the public and private Children in Custody Census. Youths held in adult jails and lockups would be counted in a separate reporting system.

Unlike the state-level reporting system, it will not be possible to include the full universe in this reporting program. Consequently, the local facilities reporting program will be designed to include a sufficient number of facilities which collectively represent a

reliable national estimate of youths in local facilities.

The proper sampling strategy will need to consider the unique attributes of local facilities. For example, local facilities often serve multiple purposes -- housing youths before and after adjudication. Youths are often transferred among several facilities in a jurisdiction, thus presenting problems of double-counting. Further, the volume of transactions in local facilities is much greater than in state facilities. Moreover, the relatively short length of stay of youths in local facilities suggests that both admissions and release data should be collected only once -- at the point of release.

At this point, a jurisdiction-based sampling strategy that identifies a sample of counties reflective of the nation's youth population seems most logical. Once counties are identified, an approach to generating a county-based sample to admissions to all relevant local facilities (including regional facilities) will be developed.

Current plans involve collection of data on locally confined youths similar to that collected by the state facilities reporting system. NCCD and the Census Bureau plan to draw a representative sample of counties. From this sample, a small number of counties will be identified where the potential for participation in a national data reporting system is high. These counties will serve as demonstration sites to (1) refine data collection procedures and (2) demonstrate to the juvenile justice field that a local facilities reporting system can be implemented.

A mixture of counties with automated and manual reporting systems will be selected. For the counties with manual systems, the two options of a hard-copy code sheet or a microcomputer software program will be available.

The best approach for collecting data on youths admitted to and released from private facilities has not yet been determined. One option involves keeping track of youth referred or committed to private facilities. This option will be consistent with a jurisdiction-based sampling strategy; however, it might produce large errors in estimating the national utilization of private facilities. A second option is to establish a separate reporting system for private facilities.

The local facilities reporting system will generate national estimates on the numbers and types of youths admitted to and released from local juvenile facilities. The sampling approach will provide for comparisons across the major regions of the U.S. These data will support projections of the future populations of these facilities in the next 5-10 years. There will also be the capacity to conduct special studies of subgroups of youths or special topics.

Concluding Observations on Developing the National Reporting System on Juveniles Taken into Custody

The foregoing briefly describes a newly designed and highly intensive planning effort that will involve practitioners, policy-makers, data suppliers and the research community. The difficult problems inherent in reporting on youths in adult facilities must still be tackled.

Despite the obvious complexity of the task there are signs suggesting optimism. For instance, the 1989 Children in Custody survey asked jurisdictions about the nature of information gathered about youths at admissions and how this information is maintained. Preliminary results based on approximately 60% of the facilities indicate that the vast majority of facilities collect, upon admission to the facility, the kind of demographic and offense data required for a national individual-level youths in custody reporting program. These early results show that only about one-third of the facilities store the data in automated systems. This reinforces the need to develop a new microcomputer software technology to assist facilities to more efficiently manage their client data.

It is also important to observe that any national reporting system must demonstrate to the field the value of participating in such an effort. The NCCD plans to generate training materials and to broadly disseminate the goals and progress of the new reporting system to all appropriate constituencies. Ultimately, such an effort must demonstrate to national, state and local officials its practical value to improve our handling of severely troubled youths. Federal leadership is essential to help states and localities upgrade their current knowledge-base on youths taken into custody.

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Appendix A

Appendix A - 1

Juveniles in Custody by Gender One Day Counts

	Males	Females
Public Juvenile Facilities	46,272	7,231
Private Juvenile Facilities	26,339	11,804
Jails	1,673	108
State Correctional Facilities	3,820 *	176*
TOTALS	78,104	19,319

* Estimates based on gender proportions reported for all inmates in the 1986 Survey of Inmates of State Correctional Facilities

Note:

These data reflect a compilation of statistical information from several separate data sources. The definition of a "juvenile" is different in each of these data sources.

Sources: CIC, 1987
National Jail Survey, 1987
National Census of State Correctional Facilities, 1984

Appendix A - 2

Demographic Characteristics of Juveniles in Custody for Public and Private Facilities 1987

	PUBLIC		PRIVATE		TOTAL		
	Number	% ²	Number	% ²	Number	% ²	Custody Rate
ALL JUVENILES	53,503	58%	38,143	42%	91,646	100%	353
GENDER							
Males	46,272	86%	26,339	69%	72,611	79%	546
Females	7,231	14%	11,804	31%	19,035	21%	151
RACE/ETHNICITY							
White	23,375	44%	24,202	63%	47,577	52%	249
Black	20,898	39%	10,182	27%	31,080	34%	839
Hispanic	7,887	15%	2,812	7%	10,699	12%	460
Other	1,343	3%	947	2%	2,290	2%	293
AGE AT CENSUS							
9 and under	73	*	964	3%	1,037	1%	3
10-13 years	2,811	5%	6,321	17%	9,132	10%	69
14-17 years	43,898	82%	29,494	77%	73,392	80%	714
18-21 years	6,721	13%	1,364	4%	8,085	9%	324
REGIONAL DISTRIBUTION							
Northeast	6,225	12%	10,400	27%	16,625	18%	356
Midwest	11,948	22%	11,676	31%	23,624	26%	356
South	15,335	29%	8,191	21%	23,526	26%	258
West	19,995	37%	7,876	21%	27,871	30%	508
ADJUDICATION STATUS							
Detained	16,176	30%	2,519	7%	18,695	20%	--
Committed	37,074	69%	28,484	75%	65,558	72%	--
Voluntary	253	1%	7,140	19%	7,393	8%	--
REASONS FOR ADMISSIONS ¹							
Delinquent Acts	50,269	94%	12,992	34%	63,261	69%	--
Status Offenders	2,523	5%	7,811	21%	10,334	11%	--
Non Offenders	682	1%	17,255	45%	17,937	20%	--

* Denotes less than .5 percent.

¹ A small number of juveniles are not counted because the reason for their confinement could not be determined. At the National level, they number 29 juveniles in public facilities, 85 in private facilities and 114 total.

² Percentages may not add up to 100 percent due to rounding.

Source: Children in Custody

Appendix A - 3

Juveniles in Custody for Regions and States, by Public and Private Facilities in 1987. Custody Rate for Total Juveniles in Custody

Region and State	TOTAL		PUBLIC		PRIVATE	
	Number ¹	Custody Rate	Number	Percent ²	Number	Percent ²
U.S. TOTAL	91,646	353	53,503	58%	38,143	42%
EAST	16,625	356	8,225	37%	10,400	62%
Connecticut	1,013	419	227	22%	786	78%
Maine	287	209	214	75%	73	25%
Massachusetts	1,067	210	212	20%	855	80%
New Hampshire	220	186	126	57%	94	43%
New Jersey	2,263	271	1,997	88%	266	12%
New York	5,693	413	2,226	39%	3,467	61%
Pennsylvania	5,665	438	1,103	19%	4,562	81%
Rhode Island	252	247	105	42%	147	58%
Vermont	165	266	15	9%	150	91%
MIDWEST	23,624	356	1,948	51%	11,676	49%
Illinois	2,369	208	1,930	81%	439	19%
Indiana	2,769	414	1,320	48%	1,449	52%
Iowa	1,324	411	427	32%	897	68%
Kansas	1,522	566	676	44%	846	56%
Michigan	3,459	309	1,816	53%	1,643	48%
Minnesota	1,569	335	581	37%	988	63%
Missouri	1,590	323	815	51%	775	49%
Nebraska	993	555	274	28%	719	72%
North Dakota	226	297	69	31%	157	69%
Ohio	5,382	423	3,126	58%	2,256	42%
South Dakota	446	557	228	51%	218	49%
Wisconsin	1,975	356	686	35%	1,289	65%
SOUTH	23,526	258	5,335	65%	8,191	35%
Alabama	1,048	205	804	77%	244	23%
Arkansas	824	279	249	30%	575	70%
Delaware	251	359	169	67%	82	33%
D.C.	525	991	413	79%	112	21%
Florida	3,469	297	2,311	67%	1,158	33%
Georgia	1,876	277	1,338	71%	538	29%
Kentucky	1,029	226	607	59%	422	41%
Louisiana	1,339	279	1,028	77%	311	23%
Maryland	1,732	354	1,032	60%	700	40%
Mississippi	381	107	355	93%	26	7%
North Carolina	1,301	240	812	62%	489	38%
Oklahoma	977	256	446	46%	531	54%
South Carolina	836	226	715	86%	121	14%
Tennessee	1,362	236	1,038	76%	324	24%
Texas	4,148	228	2,421	58%	1,727	42%
Virginia	2,112	327	1,456	69%	656	31%
West Virginia	316	134	141	45%	175	55%
WEST	27,871	508	19,995	71%	7,876	28%
Alaska	384	610	178	46%	206	54%
Arizona	1,587	421	1,019	64%	568	36%
California	19,159	649	14,712	77%	4,447	23%
Colorado	1,080	300	503	47%	577	53%
Hawaii	214	186	149	70%	65	30%
Idaho	245	191	117	48%	128	52%
Montana	281	296	228	81%	53	19%
Nevada	656	631	482	73%	174	27%
New Mexico	656	357	491	75%	165	25%
Oregon	1,258	422	592	47%	666	53%
Utah	483	197	217	45%	266	55%
Washington	1,488	300	1,134	76%	354	24%
Wyoming	380	576	173	46%	207	54%

^{1/} A small number of juveniles are not counted because the reason for their confinement could not be determined. At the national level, they number 29 juveniles in public facilities, 85 in private facilities and 114 total.

^{2/} Percentages may not add up to 100 percent due to rounding.

Source: Children in Custody, 1987.

Appendix B

National Data Sources of Juveniles in Custody

NATIONAL DATA SOURCES ON JUVENILES IN CUSTODY

The information contained in this report is designed to give an overview of the data sources that are available on juveniles taken into custody in the United States.

The purpose of this document is to provide a sketch of the type and use of information that currently exists on juveniles in custody. This information should assist in describing limitations of existing data sources for the purpose of the Juveniles Taken into Custody (JTIC) project.

The data sources include:

- o Children in Custody: Census of Juvenile Detention, Correctional and Shelter Facilities
- o Survey of Youth in Custody
- o The National Juvenile Court Data Archive
- o OJJDP Annual Monitoring Reports
- o National Jail Census
- o Survey of Inmates of Local Jails
- o Census of State Adult Correctional Facilities
- o Survey of Inmates of State Correctional Facilities
- o National Corrections Reporting Program

Several of these data sets focus primarily on juveniles, while others, particularly those dealing with adult criminal justice facilities, are included because they may hold juveniles in their custody. For each data source, several topics are discussed, including the purpose of the program, funding source, design, periodicity, content and limitations of this data source for studying juveniles taken into custody. Also included is a description of the data elements for each program.

The next activity in examining available data on juveniles in custody will be to determine what data is available at the state level.

Note: The material contained in this report is based in part on information in "National Statistics on Children, Youth and Their Families: A Guide to Federal Data Programs," April, 1988, Child Trends, Inc.

CHILDREN IN CUSTODY: CENSUS OF JUVENILE DETENTION
AND CORRECTIONAL FACILITIES

Purpose

The census gathers current nationwide data on public and private juvenile custody facilities and populations. The purpose of the census is to provide a source of data with which to monitor state and national trends in juvenile correctional facilities.

Funding

The census of facilities is sponsored by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), and administered by the U.S. Bureau of the Census. Currently, the Bureau of the Census collects the data, and OJJDP conducts the analysis and disseminates the reports on Children in Custody.

Design

A questionnaire is mailed to all public and private correctional institutions where juveniles comprise more than 50 percent of the total population. Facilities include: detention centers; shelters; reception or diagnostic centers; training schools; ranches, forestry camps and farms; and halfway homes and group homes. Facilities are classified as short-term or long-term, and institutional environments.

There is one record for every facility. Separate data collection forms are used for the private and public institutions. The response rate for public facilities has been 100 percent; and for private facilities, over 80 percent.

Trend Potential

Considered biennial, the censuses have been conducted in 1971 and 1973 in public facilities, with private institutions added for the censuses of 1974, 1975, 1977, 1979, 1983, 1985, and 1987. The most recent census was taken in February 1989. The results are published by OJJDP in the Juvenile Justice Bulletin.

Content

The following information was collected in the 1987 census on an aggregate or facility basis: sex and age; the adjudication status; the reason for admission (diagnosis, detention, commitment, probation, or voluntary admission); the type, age and capacity of the facility; the reason the largest group of juveniles is held; the type of status or delinquent offense; the estimated average length of stay; admissions and departures of the population; and programs and services available. Also included is the state, county and city in which the facility is located, and the level of government and type of agency responsible for the facility. Contains information on types of offenses, sex of juveniles, staff,

and operating expenditures.

The 1987 data collection includes an additional section on educational and treatment programs, conditions of confinement and reasons for court order/consent decrees, and new questions on the physical setting and location of the facility and the number of deaths of juveniles while in custody.

Limitations for JIC Purposes

- o The main limitation of Children in Custody data for JIC purposes is that the facility is used as the unit of analysis rather than the juvenile.
- o There is no detention flow information, only information on the one-day count population.

Contacts

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Washington, DC 20531
(202) 724-7560

Content, data analysis (1975-1985), unpublished material:

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Bureau of Justice Statistics
U.S. Dept. of Justice
Washington, DC 20531
(202) 724-7755

Public facilities portion of census:

Inter-University Consortium for Political and Social Research
P.O. Box 1248
Ann Arbor, MI 48106
(313) 763-5010

Publications

"Children in Custody" Reports
Juvenile Justice Clearinghouse
Box 6000
Rockville, MD 20850
(800) 638-8736

**Children in Custody: Census of Juvenile Detention
and Correctional Facilities**

Data Elements

Number and Type
of Facility:

Estimated 3,500 public and
private detention and
correctional juvenile
facilities

Number of Juveniles
Taken into Custody
(admissions):

Annually: 716,608
One-Day-Count: 91,646

Unit of
Count:

Facility

Juvenile
Characteristics;
(aggregate)

Age: yes
Race: yes
Gender: yes
Offense: yes (since 1983)

SURVEY OF YOUTH IN CUSTODY

Purpose

The survey provides an in-depth profile of those youths housed in long-term state-operated juvenile correctional facilities. It includes self-reported drug and alcohol use patterns and criminal and demographic characteristics. The survey was designed to act as a companion to the Children In Custody census and the survey of state prison inmates which allows comparison of confined populations in both the juvenile and adult justice system.

Funding

Sponsored by the Bureau of Justice Statistics, this survey was conducted by the U.S. Bureau of the Census.

Design

The survey was a personal interview administered to 2,621 randomly selected juveniles residing in 50 long-term state-operated juvenile institutions across 26 states. No short-term or locally operated facilities were included. The survey includes the criminal histories of the youths; descriptions of their family situations, drug and alcohol use, and peer group activities. For those confined for violent offenses, information is also available on their victims and their use of weapons.

Trend Potential

The survey of juveniles in custody was a pilot survey conducted in December, 1987 and January, 1988. It is unknown whether this data collection effort will be continued.

Content

The data cover the juvenile population by age, sex, race, ethnicity and schooling completed; nature and location of current offenses and weapons used during these offenses; victim characteristics for violent acts; drug and alcohol use; prior delinquent and status offenses and probations.

Limitations for JIC Purposes

- o The pilot survey of juveniles was the first national effort to collect data describing the drug and alcohol histories and criminal behavior of juveniles incarcerated in long-term facilities. Since this study was designed to be representative of more than 26,000 juveniles confined in 199 state training schools, it cannot be used to generalize about juveniles who are in less institutional settings.

Contacts

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Publications

Survey of Youth in Custody, 1987
Juvenile Justice Clearinghouse/NCJRS
Box 6000
Rockville, MD 20850
(800) 638-8736

**Survey of Youth in Custody
Data Elements**

Number and Type of Facilities	50 long-term state-operated juvenile correctional facilities, representing 199 facilities
-------------------------------	--

Number of Juveniles Taken into Custody (admissions)	Annually: n/a One-Day-Count: 2,621 (Sample representing approx. 23,823 residents)
---	--

Unit of Count	Individual
---------------	------------

Juvenile Characteristics (individual)	Age: yes Race: yes Gender: yes Offense: yes
--	--

NATIONAL JUVENILE COURT DATA ARCHIVE

Purpose

The National Juvenile Court Data Archive (NJCDA) maintains information on courts with juvenile jurisdiction. The archive describes both the volume and characteristics of juvenile cases decided by courts at the state and county level. The data are used to conduct descriptive analyses of the activities of the juvenile court systems at the local, state and national levels; basic research on the nature of juvenile delinquent and court careers; and applied research on the impact of the juvenile court system and the effects of jurisdictional, legislative and practice differences. It also assists in monitoring the impact and progress of the Juvenile Justice and Delinquency Prevention Act of 1974.

For the purposes of research on juveniles in custody, it contains useful case-based data on youths ordered to detention prior to court hearings and those placed out of home after adjudication.

Funding

Funding has been provided by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to the National Center for Juvenile Justice (NCJJ) which has been responsible for collecting, archiving and analyzing all available juvenile court statistical information.

Design

NCJJ seeks to obtain data from all state (and some county) agencies in the U.S. responsible for the collection and dissemination of information on the processing of youths through the juvenile justice system, primarily juvenile courts. The data in the NJCDA is either automated case-level data or non-automated court-level statistics. The case-level data describe the characteristics of each case handled by the court. The non-automated court-level statistics provide aggregate characteristics based on the volume of cases handled. The court-level information is abstracted from annual reports or from data collection forms.

Trend Potential

Court-level statistics and case-level data are used to produce the annual series Juvenile Court Statistics, through which the information is disseminated to policy-makers and researchers. The series, published since 1927, is the oldest continuous source of information on juvenile courts' processing of delinquent and dependent youths. Since 1974, when NCJJ assumed responsibility for the system, it has been expanded to include the automated case records, a more detailed source of data on cases handled by the juvenile justice system. The most recent edition of this annual series is for 1985 (calendar year). While Juvenile Court Statistics is produced annually, the data can be analyzed for any period that is needed.

Content

The NJCDA contains data on delinquency, status offenses and dependency (child abuse/neglect) cases.

The Juvenile Court Statistics series presents national estimates of the volume and characteristics of delinquency, status offense and dependency cases handled by the juvenile justice system in a given year. For delinquency and status offense cases, data are reported on the age at referral, sex, and race of the juvenile involved. Case characteristics are presented including source of referral, reason for referral, use of secure detention, whether a petition was filed, the adjudication decision, and the disposition of the case.

Limitations for JTIC Purposes

Limitations of the NJCDA include:

- o NJCDA automated data only covers about one-third of all courts in the country. Those courts participating often are the ones with automated data systems and cover about 49 percent of the at-risk juvenile population.
- o The Juvenile Court Statistics series analyzes the case, defined as a referral disposed by the court. Within a single referral, a youth can be charged with several offenses. A single youth can also be involved in a number of cases within a year. Therefore, reported statistics are not interpretable as to the number of children processed or the number of offenses charged. However, the archived data can be processed to include analysis of the individual juvenile.
- o While the series provides information on court-ordered detention and placement in correctional facilities, the detail provided for many dispositions is limited. For example, a court commitment to probation may include placement in a youth camp, but may only be recorded in the data as a placement on probation.
- o The NJCDA relies on the courts' ability to provide data and is therefore subject to the problems that may exist due to undiscovered reporting differences across the courts. Staff provide national estimates based on data from a large sample of reporting courts, but this does not fully overcome the difficulties of using a non-probability sample.
- o The most recent analyzed NJCDA data is from 1985. Other sources of data on juvenile justice, such as Children in Custody, are as recent as 1987, thus making it difficult to compare the two sources of information.

Contacts

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Aggregate data and users' guides which document the individual data files:

Inter-University Consortium
for Political and Social Research
P.O. Box 1248
Ann Arbor, MI 48106

Publications

Juvenile Court Statistics:
Juvenile Justice Clearinghouse/NCJRS
Box 6000
Rockville, MD 20850
(800) 638-8736

National Juvenile Court Data Archive
Basic Data Elements Required by Congress

Types of Custody
(facility)

juvenile facility

Detention,
commitment/placement in

Number of Juveniles
Taken into Custody
(admissions)

Annually: n/a
One-Day-Count: n/a

Unit of Count

Juvenile cases disposed of by
courts with juvenile
jurisdiction

Juvenile Characteristics
(aggregate)

Age: yes
Race: yes
Gender: yes
Offense: yes

OJJDP ANNUAL MONITORING REPORTS

Purpose

The OJJDP Monitoring Data is used mainly to determine which states are in compliance with the Juvenile Justice and Delinquency Prevention Act of 1974. The Annual Monitoring Reports are only for those juveniles in secure custody who are held in violation of the federal courts. For example, states report on status offenders and non-offenders who are held more than 24 hours, and those juveniles who are held in jails or lock-ups for more than six hours.

Funding

The reporting system is carried out by state planning agencies and reports are submitted to OJJDP.

Design

The report is a technical assistance tool that every state has. The states are required by law to participate in the reports if they participate in the JJDP Act of 1974. Forty-six states participate in the act (North and South Dakota, Wyoming and Hawaii do not participate), as does the District of Columbia and eight territories. Those states who are shown to be in compliance with the regulations have historically been exempt from reporting in the Annual OJJDP Monitoring Data the following year, however, in 1987 it was mandatory for all states to report.

Trend Potential

The Monitoring Data is collected on an annual basis and has been since 1975. There is no in-depth trend analysis, only current, vs. baseline data.

Content

The Summary report is distributed to participating states and included in an annual report to Congress. It includes an overall summary of the status of states and their compliance with the JJDP Act. Further examination of state-by-state data appears in appendices.

Limitations for JIC Purposes

- o The main limitation in the Monitoring Data is that it does not include all youths in custody. The Office of Management and Budget allows OJJDP to ask states only for that data which is statutorily required, so only the basics are asked. The biennial Children In Custody survey is designed to pick up where the Monitoring Reports leave off, but if one is trying to build a totally comprehensive report, both reports have shortfalls.

Contacts

Jeff Allison
OJJDP
202-724-5924

Publications

The information is used to provide an annual report to Congress and the information is sent to those states that participate, but there seems to be no formal mechanism for releasing the information otherwise.

**ANNUAL MONITORING REPORTS
Data Elements**

Number and Type
of Facility:

Juvenile and adult detention and
secure custody facilities.

Number of Juveniles
Taken into Custody
(admissions):

Annually: Only those held in
violation: 1986 is most recent year
information is available: DSO,
9,674; Separation, 15,517; Juveniles
in Jails, 53,231.

One-Day-Count: n/a

Unit of
Count:

Individual

Juvenile
Characteristics:
(individual)

Age: no
Race: no
Gender: no
Offense: yes

NATIONAL JAIL CENSUS

Purpose

This census provides information on population and facility characteristics of jails administered at the county and municipal level.

Funding

Sponsored by the Bureau of Justice Statistics, this census is conducted by the U.S. Bureau of the Census.

Design

The National Jail Census includes all locally administered county and municipal institutions in 45 states and the District of Columbia. Excluded are 48-hour lock-ups, federally administered jails, state-administered jails, and the combined jail-prison systems in Connecticut, Delaware, Rhode Island, and Vermont.

Trend Potential

National Jail Censuses were conducted in 1970, 1972, 1978, 1983, and 1988. The "Annual Survey of Jails" provides population counts and movements in interim years.

Content

For the 3,338 jails included in the 1983 census there are 452 variables. The data cover the jail population by legal status, age and sex, maximum sentence, and employment; institutional variables include admissions and releases, available services, structure and capacity, confinement space, expenditures, and personnel.

A juvenile is defined as a person subject to juvenile court jurisdiction based on age and offense limitations as defined by state law. Numbers of juveniles who died in jails and cause of death are also provided in the 1978 and 1983 censuses.

Limitations for JIC Purposes

- o The National Jail Census uses the institution, not the individual, as the unit of analysis. Therefore, only summary counts of individuals are available.
- o One-day-counts provide limited data on characteristics of juveniles admitted over the course of a year.

Contacts

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(202) 724-6100

Codebook and public use tapes:

Inter-University Consortium for Political and Social Research

P.O. Box 1248

Ann Arbor, MI 48106

(313) 763-5010

Prices: Janet Vavara

Coding: Victoria Schneider

Publications

Published analyses include The 1983 Jail Census, November, 1984, NCJ-95536; and Census of Jails, 1978, volumes I-IV, Northeast, North Central, South, West; December, 1981, NCJ-72279-72282. The 1988 Census results will be available for inclusion in the Second Annual Report to the President and Congress on JIC.

**National Jail Census
Data Elements**

Number and Type
of Facility:

facilities for those

Approximately 3,350 locally
operated secure detention

awaiting hearing or those sentences
to less than one year.

Number of Juveniles
Taken into Custody
(admissions):

Annually: n/a
One-Day-Count: 1,800

Unit of
Count:

Institution

Juvenile
Characteristics:
(aggregate)

Age: yes
Race: yes
Gender: yes
Offense: no

SURVEY OF INMATES OF LOCAL JAILS

Purpose

In response to the growth of the prison and jail populations in the 1970s, the Department of Justice developed a series of data-gathering efforts. The Survey of Inmates of Local Jails is one such project which helps policy-makers assess and overcome deficiencies in the nation's correctional institutions.

The Survey of Inmates, collected every five years, complements the National Jail Census, which is also conducted every five years. The surveys provide baseline and trend data describing the jail population in terms of sociodemographic characteristics, criminal history, and adjudication experience.

Sponsorship

The survey is sponsored by the Bureau of Justice Statistics of the U.S. Department of Justice, and data are collected by the U.S. Bureau of the Census.

Design

The data are collected through personal interviews with a probability sample of inmates of local jails. Temporary holding facilities designed to keep persons less than 48 hours are excluded.

Trend Potential

Surveys of jail inmates were conducted in 1972, 1978, and 1983. Surveys use the National Jail census in their design. The next survey is planned for 1989.

Content

Included in the survey are: social and demographic characteristics; the current period of incarceration, including reason for incarceration (if not convicted), type of pretrial release, type of offenses, sentences, and conviction status; prior criminal and adjudication history; medical services received in jail; military service; and history of drug and alcohol use. The current and prior criminal history sections identify whether the inmate was incarcerated as a juvenile or as an adult.

Limitations for JIC Purposes

- o The number of juveniles (persons under age 18) was less than 1% of the jail population on the day of the survey in 1983. Consequently, the numbers sampled in the surveys are also small. Still, they should be useful for estimating the numbers of children in jails nationally. Describing their basic characteristics with more detailed multivariate analyses would be inappropriate given the small sample of juveniles.

- o The sampling design precludes the possibility of using the survey for state or regional estimates.

Contact

Substantive questions:

James Stephan
Bureau of Justice Statistics
(202) 724-6100

Public use tapes:

Inter-university Consortium for Political and Social Research
P.O. Box 1248
Ann Arbor, MI 48106
(313) 763-5010
prices: Janet Vavara
coding questions: Victoria Schneider

Publications:

Several Bureau of Justice Statistics bulletins and special reports based on this series of surveys are available. Among these are the following:

Jail Inmates, 1983, November, 1985 (BJS order # NCJ-99175)

Profile of Jail Inmates, 1978, February, 1981 (#NCJ-65412)

Census of Jails and Survey of Jail Inmates, 1978, May, 1979 (#NCJ-55172). This publication combines data from the census and survey.

National Criminal Justice Reference Service
Box 6000
Rockville, MD 20850
(800) 851-3420

Survey of Inmates of Local Jails
Data Elements

Number and Type
of Facility:

In 1983, 407 locally-operated
detention facilities for those
awaiting hearing or those sentenced
to less than one year.

Number of Juveniles
Taken into Custody
(admissions):

Annually: n/a
One-Day-Count: 1,800

Unit of
Count:

Facility

Juvenile
Characteristics:
(aggregate)

Age: yes
Race: yes
Gender: yes
Offense: yes

CENSUS OF STATE ADULT CORRECTIONAL FACILITIES

Purpose

The Census of State Adult Correctional Facilities collects periodic information on the facilities, inmates, programs, staff and expenditures for state-operated confinement and community-based correctional facilities.

Funding

The census is funded by the Bureau of Justice Statistics, U.S. Department of Justice. Data are collected by the U.S. Bureau of the Census.

Design

All state-operated secure and community facilities are included. Non-respondents are sent additional questionnaires and contacted by telephone. The census is used in selecting the sample for the survey of inmates in state correctional facilities.

Trend Potential

The census is conducted about every five years. The most recent published data are for 1984, the next census is scheduled for 1991.

Content

This census collects data on both facility and inmate population characteristics. Data include the population of state correctional facilities tabulated by sex, race, ethnicity, population movement, inmates by custody level, capacity, confinement, program participation, health and safety conditions, employment, incidents, facilities under court order, inmate deaths, inmate counts, and expenditures.

Limitations

- o There are no separate counts of juveniles as defined by state laws. However, the census does report the number of persons under 18 years old by type of facilities, region and state.

Contacts

Substantive questions:

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(202) 724-7770

Tapes:

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Ann Arbor, MI 48106
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Publications

National Criminal Justice Reference Service
(800) 851-3420

**Census of State Adult Correctional Facilities
Data Elements**

Number and Type
of Facility:

903 State-operated adult imprisonment
and community-based correctional
facilities.

Number of Juveniles
Taken into Custody
(admissions):

Annually: 9,078
One-Day-Count: 3,996

Unit of
Count:

Facility

Juvenile
Characteristics:

Age: no
Race: yes (aggregate)
Gender: yes (aggregate)
Offense: no

SURVEY OF INMATES OF STATE CORRECTIONAL FACILITIES

Purpose

In response to the growth in the prison population and its impact in the 1970s, the Survey of Inmates of State Correctional Facilities was developed to help policy-makers assess conditions in the nation's correctional institutions.

The Survey of Inmates is designed to complement the Census of State Correctional Facilities, which is undertaken simultaneously. The survey describes those inmates confined to state correctional facilities in terms of socio-demographic characteristics, reason for incarceration, prior criminal and adjudication history and prison routine. It also identifies the career patterns of offenders.

Sponsorship

The survey is sponsored by the Bureau of Justice Statistics, U.S. Department of Justice, and data are collected by the U.S. Bureau of the Census.

Design

The data are collected through personal interviews with a probability sample of inmates. In 1974, 9,030 inmates from 190 facilities were interviewed in January and February. In 1979 the interviews were conducted in October and November; 9,500 with males; 2,500 with females. The actual number of interviews was 11,397; and the number of facilities, 215. In 1986, 13,711 interviews were conducted in February. For each survey, weights are developed so that tabulations of the data yield national estimates of the characteristics for all prisoners in state correctional facilities.

Trend Potential

The survey is intended to be conducted every five or six years. The next survey is scheduled for 1991.

Content

The survey covers the following topics: social and demographic characteristics; the current period of incarceration, including types of offenses, sentences, disciplinary actions, grievances (not in 1986), and parole hearings (not in 1986); prior criminal and adjudication history; communication with persons outside prison (not in 1986); prison activities; services received in prisons (not in 1986); military service; inmate's perception of the victim (1986); and history of drug and alcohol use. The current offense and prior criminal history sections identify whether the inmate was incarcerated as a juvenile or as an adult, and separately identifies juvenile offenses.

Limitations

- o The number of juveniles (persons under age 18) in state correctional facilities is very small. Therefore the number sampled in the surveys is also small. Still it should be adequate for estimating the numbers of children incarcerated nationally. Describing their basic characteristics with more detailed multivariate analyses would be inappropriate given the small samples of children.
- o Information about the prior criminal history of incarcerated adults, which includes their juvenile delinquent and criminal histories, is useful for some analyses of children as offenders. However, such data cannot be used to construct estimates of the numbers of juvenile offenders in past years, because the sample is restricted to those currently in prisons. In addition, such retrospective data are subject to the usual caveats about faulty recall (especially as to timing) and outright omissions.
- o The sampling design precludes the possibility of using the survey for state or regional estimates.

Contacts

Survey content:

Chris Innes
Bureau of Justice Statistics
(202) 724-7755

Codebooks:

Inter-university Consortium for Political and Social Research
P.O. Box 1248
Ann Arbor, MI 48106
(313) 763-5010
prices: Janet Vavara
coding questions: Victoria Schneider

Publications

Several Bureau of Justice Statistics bulletins and special reports based on this series of surveys are available. Among these are the following:

Career Patterns in Crime, June 1983 (BJS order #NCJ-88672)
Prisoners and Drugs, March, 1983 (#NCJ-87575)
Prisoners and Alcohol, January, 1983 (#NCJ-86223)
Prisons and Prisoners, January, 1982 (#NCJ-80697). This report combines information from the survey and census.
Veterans in Prisons, October, 1981 (#NCJ-79232)
Profile of State Prison Inmates, August, 1979 (based on the 1974 survey).

Survey of Inmates of State Correctional Facilities
Data Elements

Number and Type
of Facility:

Estimated 275 state correctional
facilities in 1986 (13,711 interviews
with inmates)

Number of Juveniles
Taken into Custody
(admissions):

Annually: n/a
One-Day-Count: n/a
(too few in sample)

Unit of
Count:

Individual

Juvenile
Characteristics:
(individual)

Age: yes
Race: yes
Gender: yes
Offense: yes

NATIONAL CORRECTIONS REPORTING PROGRAM

Purpose

The National Corrections Reporting Program (NCRP) incorporates prisoner admissions, prisoner release, and parole exits into a single reporting system. Its purpose is to improve and consolidate corrections reporting at the national level and to reduce the reporting burden for the states.

Funding

NCRP is sponsored by the U.S. Department of Justice, Bureau of Justice Statistics. Currently, the Bureau of Census compiles the statistical data for the NCRP.

Design

The NCRP is conducted on an annual basis. A letter and manual forms are sent to about 50 departments of corrections and 50 parole authorities at the state and federal level with user manual updates. Some jurisdictions send their information in manual data collection forms, others send it in automated computer tapes. Board of Justice Statistics then creates a variable distribution, the state rechecks the information, and the two work together to solve any coding problems. Board of Justice Statistics then critiques the agency's final report in order to assist with the data collection the following year.

Trend Potential

The National Prisoner Statistics (NPS) was established in 1926. The Uniform Parole Reports (UPR) started in 1966 as an experiment. In 1983, NPS and UPR were combined under one reporting system, NCRP. The most recent year data is available for is 1984. 1985 data is expected to be available in the near future. NCRP data were released in Board of Justice Statistics reports "Prison Admissions and Releases, 1983," and a special extraction of data "Time Served on Prison and on Parole" is also available.

Content

Thirty-five states participated in the 1984 NCRP and reporting data on about 400,000 people who entered prison and people who were on parole. Included in the reports are admission types, demographic characteristics, offense, and sentence length. Currently, 46 states are participating in the data collection.

Limitations for JIC Purposes

- o The number of juveniles (persons under age 18) in state correctional facilities is very small. Therefore the number sampled in the surveys is also small. Still they should be adequate for estimating the numbers of children

incarcerated nationally. Describing their basic characteristics with more detailed multivariate analyses would be inappropriate given the small samples of children.

- o The states have differing reporting practices.

Contacts

Substantive questions:

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Codebooks:

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(313) 763-5010
Prices: Janet Vavara
Coding questions: Victoria Schneider

Publications

There are currently two publications available regarding NCRP: "Prison Admissions and Releases 1983," and "Time Served in Prison and on Parole." Future reports will be more inclusive, with chapters on prison admissions, prison releases, parole admissions and parole releases. To order current publications, contact the National Criminal Justice Reference Service at (800) 851-3420.

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**National Corrections Reporting Program
Data Elements**

Number and Type
of Facility

State and federal adult prison
and parole authorities in 46 states

Number of Juveniles
in Custody
(admissions)

Annually: est. 6000
One-Day-Count: n/a

Unit of Count

Individual

Juvenile
Characteristics
(Individual)

Age: yes
Race: yes
Gender: yes
Offense: yes