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AN ANALYSIS OF JUVENILE DETENTION IN POLK COUNTY

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AN ANALYSIS OF JUVENILE DETENTION IN POLK COUNTY

1. Background

The Polk County Juvenile Home, composed of Meyer Hall and Juvenile Hall, has traditionally been the major facility for juvenile detention and shelter care in Polk County. Although critics of Meyer Hall, the detention facility of the Juvenile Home, have not been numerous, it has become apparent recently that juvenile detention in Iowa -- particularly in County Jails -- has been coming under increasing scrutiny, often without the existence of valid information upon which to base informed conclusions. More generally, juvenile detention as a national issue in juvenile justice has also been received increasing attention, with many critics claiming juvenile court over-reliance on secure detention and under-utilization of non-secure community-based alternatives.

With these factors in mind, the Metropolitan Criminal Justice Center undertook a project to study the utilization of Meyer Hall. The purpose of the project is to understand more fully how and why Meyer Hall is being used and to examine possible alternatives to Meyer Hall for juvenile detention. Among those alternatives explored are increased use of relatives, temporary foster homes, Juvenile Hall, and intensive supervision in lieu of detention.

2. Methodology

In order to understand the reasons for detention and the types of juveniles detained at Meyer Hall, the characteristic juvenile population in detention was studied. In an attempt to obtain a representative sample of those juveniles detained in 1973, the population of juveniles detained during March, June, September and December of 1973 was selected, yielding a total sample of 127 referrals. Twenty-three of these referrals were accounted for by 11 youths who were admitted to detention more than once during the study period. There were, thus, 116 youths in the sample population.

Pertinent information concerning each juvenile's detention was gathered from two sources -- Polk County Juvenile Court files and the juvenile's Probation Officer. The files kept at the Juvenile Court provided the major source of statistical information, with data extracted relating to age, sex, length of stay, reason for detention, and reason for release.

Extracting information from the files proved an arduous task for two reasons. First, locating files was difficult due to the lack of a central location for file storage. Files were scattered either in the vault, a file cabinet, a Probation Officer's office, or an Intake Officer's office. Secondly, once a file was located, essential information concerning the juvenile detention was registered in a haphazard and unsystematic way within the file folder. As a result, complete information was not available on all youths in the sample.

The second, more subjective, source of information was the Probation Officer responsible for a juvenile's detention in Meyer Hall. For each juvenile a Probation Officer had detained in Meyer Hall during the four-month period, the Officer was asked to recount the relevant factors in that detention and to discuss the availability of alternatives at the time of detention. Therefore, it was from the combination of background filework and personal interviews with Probation Officers that we attempted to garner a more complete understanding of Meyer Hall utilization.

3. Characteristics of the Sample

Youths in the sample ranged from under ten years old to 18 years old, with a majority of admissions being 15 or 16. Males, not unexpectedly, were slightly older than females, with the greatest number of the former being 16 years and the latter 15 years. Average age for males was 15.4 years (median = 16), for females was 15.1 years (median = 15), and for the entire sample, 15.3 years. Table I presents as a complete breakdown on the age of the sample.

TABLE I
AGE OF REFERRALS, BY SEX

| Age | MALE | | FEMALE | | TOTAL | |
|------------|------|------|--------|-------|-------|------|
| | N | % | N | % | N | % |
| 10 & under | 3 | 3.7 | - | - | 3 | 2.4 |
| 12 years | 3 | 3.7 | 1 | 2.2 | 4 | 3.1 |
| 13 years | 6 | 7.4 | 3 | 6.5 | 9 | 7.1 |
| 14 years | 10 | 12.3 | 11 | 23.9 | 21 | 16.5 |
| 15 years | 14 | 17.3 | 16 | 34.8 | 30 | 23.6 |
| 16 years | 21 | 25.9 | 7 | 15.2 | 28 | 22.0 |
| 17 years | 17 | 21.0 | 8 | 17.4 | 25 | 19.7 |
| 18 years | 7 | 8.6 | - | - | 7 | 5.5 |
| Total | 81 | 99.9 | 46 | 100.0 | 127 | 99.9 |

Most of the youths in the sample were, at the time of their referral to Meyer Hall, residing with one or both of their natural parents. There appeared to be little difference between the living situations of male and female referrals save that the latter more frequently lived with relatives other than parents at the time of referral.

TABLE II
LIVING SITUATION AT ENTRY, BY SEX

| Living Situation at Entry | MALE | | FEMALE | | TOTAL | |
|----------------------------|------|------|--------|------|-------|------|
| | N | % | N | % | N | % |
| Other | 1 | 1.2 | 3 | 6.5 | 4 | 3.1 |
| Natural Parents | 29 | 35.8 | 14 | 30.4 | 43 | 33.9 |
| Natural Mother, Stepfather | 11 | 13.6 | 3 | 6.5 | 14 | 11.0 |
| Natural Father, Stepmother | 2 | 2.5 | 3 | 6.5 | 5 | 3.9 |
| Natural Mother Only | 29 | 35.8 | 14 | 30.4 | 43 | 33.9 |
| Other Relatives | - | - | 6 | 13.0 | 6 | 4.7 |
| Foster Parents | 4 | 4.9 | 1 | 2.2 | 5 | 3.9 |
| Alone | 1 | 1.2 | - | - | 1 | 0.8 |
| Unknown | 4 | 4.9 | 2 | 4.3 | 6 | 4.7 |
| Total | 81 | 99.9 | 46 | 99.8 | 127 | 99.9 |

TABLE IV

PREVIOUS REFERRAL OFFENSES, BY SEX

| | MALE | | FEMALE | | TOTAL | |
|--------------------------------------|------|-------|--------|-------|-------|-------|
| | N | % | N | % | N | % |
| Crimes Against Persons ¹ | 7 | 6.5 | 0 | 0.0 | 7 | 4.5 |
| Crimes Against Property ² | 46 | 42.6 | 9 | 19.6 | 55 | 35.7 |
| Public Order Crimes ³ | 6 | 5.8 | 0 | | 6 | 3.9 |
| Status Offenses ⁴ | 42 | 38.9 | 32 | 69.6 | 74 | 48.1 |
| Unknown | 7 | 6.5 | 5 | 10.9 | 12 | 7.8 |
| Total | 108* | 100.3 | 46* | 100.1 | 154* | 100.0 |

*Includes multiple offenses

TABLE V

PREVIOUS MEYER HALL REFERRALS, BY SEX

| | MALES | | FEMALES | | TOTAL | |
|---------|-------|------|---------|------|-------|-------|
| | N | % | N | % | N | % |
| None | 47 | 58.0 | 26 | 56.5 | 73 | 57.5 |
| One | 13 | 16.0 | 11 | 23.9 | 24 | 18.9 |
| Two | 10 | 12.3 | 3 | 6.5 | 13 | 10.2 |
| Three | 2 | 2.5 | 2 | 4.3 | 4 | 3.1 |
| Four | - | - | - | - | - | - |
| Five | - | - | 1 | 2.2 | 1 | 0.8 |
| Six | - | - | - | - | - | - |
| Seven | 1 | 1.2 | - | - | 1 | 0.8 |
| Eight | 1 | 1.2 | - | - | 1 | 0.8 |
| Unknown | 7 | 8.6 | 3 | 6.5 | 10 | 7.9 |
| Total | 81 | 99.8 | 46 | 99.9 | 127 | 100.0 |

¹Crimes Against Persons; robbery - purse snatching; robbery - other; assault - aggravated; assault - other; child molesting.

²Crimes Against Property; burglary - breaking and entering; auto theft - unauthorized use; auto theft - other; larceny - shoplifting, larceny - other; vandalism.

³Public Order Crimes; sex offenses - not rape; drugs - non-narcotic drugs - marijuana; other.

4. Characteristics of the Instant Referral.

Law enforcement agencies, operating through probation officers, were the most frequent referral source of youths in the sample, with a majority of youths entering detention via this route. As noted in Table VI, little difference exists between males and females in this regard, which may be surprising in light

TABLE VI
SOURCE OF REFERRALS, BY SEX

| | MALE | | FEMALE | | TOTAL | |
|-------------------|------|-------|--------|-------|-------|-------|
| | N | % | N | % | N | % |
| Parents | 2 | 2.5 | - | - | 2 | 1.6 |
| Police | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| Social Agencies | - | - | 1 | 2.2 | 1 | 0.8 |
| Other Court | - | - | 1 | 2.2 | 1 | 0.8 |
| Probation Officer | 30 | 37.0 | 17 | 37.0 | 47 | 37.0 |
| Police thru P.O. | 43 | 53.1 | 23 | 50.0 | 66 | 52.0 |
| Parents thru P.O. | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| Total | 81 | 100.0 | 46 | 100.0 | 127 | 100.0 |

of Table VII, which presents reason for referral. That table, like Table IV, illustrates a preponderance of males referred to the Court for offenses other than status offenses, whereas females fall overwhelmingly in the status offense category.

Perhaps because of their being referred for these status offenses -- which may frequently necessitate removal from the parental home due to a less-than-ideal family situation -- females in the sample were detained considerably longer in Meyer Hall than their male counterparts. Table VIII and Figure I both illustrate this phenomenon. Boys, it will be noted, averaged a stay of 16.3 days in detention, whereas girls averaged 25.9 days. Although more than 50% of

⁴Status Offenses; probation violation; carelessness or mischief; running away; truancy; curfew violation; incorrigibility; drinking or possession; dependency and neglect; waywardness.

TABLE VII
OFFENSE OF REFERRAL, BY SEX

| | MALE | | FEMALE | | TOTAL | |
|--------------------------------------|------|-------|--------|-------|-------|-------|
| | N | % | N | % | N | % |
| Crimes Against Persons ¹ | 7 | 7.5% | 0 | 0.0 | 7 | 5.0 |
| Crimes Against Property ² | 32 | 34.4 | 9 | 18.8 | 41 | 29.1 |
| Public Order Crimes ³ | 10 | 10.8 | 2 | 4.2 | 12 | 8.5 |
| Status Offenses ⁴ | 39 | 41.9 | 35 | 72.9 | 74 | 57.5 |
| Unknown | 5 | 5.4 | 2 | 4.2 | 7 | 5.0 |
| Total | 93 | 100.0 | 48 | 100.0 | 141 | 100.0 |

¹Crimes Against Persons: robbery - purse snatching; robbery - other; assault - aggravated, assault - other; child molesting.

²Crimes Against Property: burglary - breaking and entering; auto theft - unauthorized use; auto theft - other; larceny - shoplifting; larceny - other; vandalism.

³Public Order Crimes; sex offenders - not rape; drugs - non-narcotic drugs - marijuana; disorderly conduct; other.

⁴Status Offenses; probation violation; carelessness or mischief; running away; truancy; curfew violation; incorrigibility; drinking or possession; dependency and neglect; waywardness.

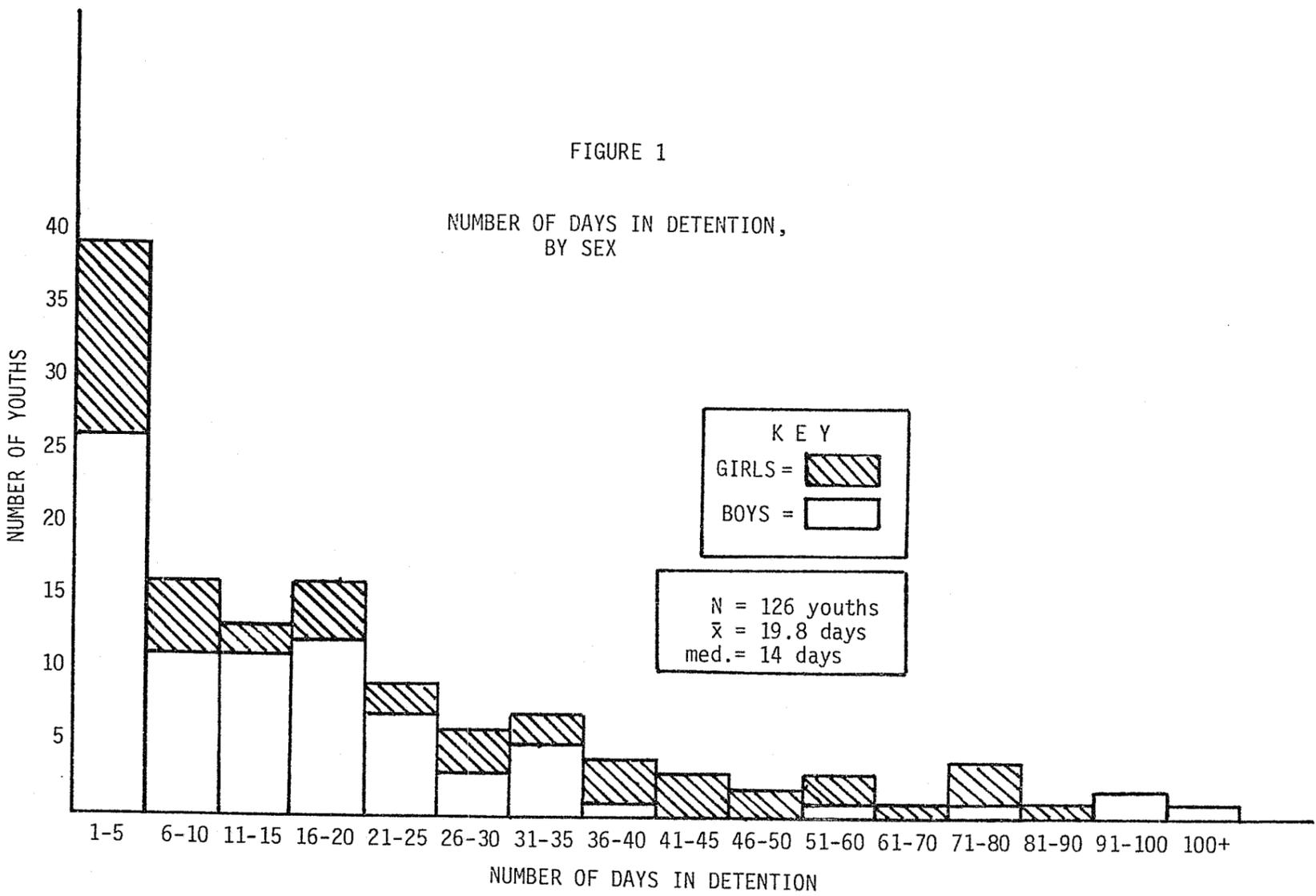


TABLE VIII
LENGTH OF STAY, IN DAYS, BY SEX

| | Boys | | Girls | | Total | |
|----------|-----------|--------|-----------|-------|-----------|--------|
| | N | % | N | % | N | % |
| 1-5 Days | 26 | 32.1 | 13 | 28.3 | 39 | 30.7 |
| 6-10 | 11 | 13.6 | 5 | 10.9 | 16 | 12.6 |
| 11-15 | 11 | 13.6 | 2 | 4.3 | 13 | 10.2 |
| 16-20 | 12 | 14.8 | 4 | 8.7 | 16 | 12.6 |
| 21-25 | 7 | 8.6 | 2 | 4.3 | 9 | 7.1 |
| 26-30 | 3 | 3.7 | 3 | 6.5 | 6 | 4.7 |
| 31-35 | 5 | 6.2 | 2 | 4.3 | 7 | 5.5 |
| 36-40 | 1 | 1.2 | 3 | 6.5 | 4 | 3.1 |
| 41-45 | 0 | - | 3 | 6.5 | 3 | 2.4 |
| 46-50 | 0 | - | 2 | 4.3 | 2 | 1.6 |
| 51-60 | 1 | 1.2 | 2 | 4.3 | 3 | 2.4 |
| 61-70 | 0 | - | 1 | 2.2 | 1 | 0.8 |
| 71-80 | 1 | 1.2 | 3 | 6.5 | 4 | 3.1 |
| Over 80 | 3 | 3.7 | 1 | 2.2 | 4 | 3.1 |
| Unk. | 1 | 1.2 | 0 | - | 1 | 0.8 |
| Total | 81 | 101.1% | 46 | 99.8% | 127 | 100.7% |
| Median | 12 Days | | 19.5 Days | | 14 Days | |
| Mean | 16.3 Days | | 25.9 Days | | 19.8 Days | |

Of those held less than 36 days (N=106), 70.8% (N=75) were male

Of those held more than 35 days (N=20), 80.0% (N=16) were female

the sample youths were released within two weeks, lengths of stay up to 127 days were encountered. Females were also significantly over-represented during those detained more than 35 days.

This finding may carry more weight in light of Table IX, which indicates the time period in which youths were detained. As noted in the table, a plurality of youths were detained at initial intake, prior to any action to formally weigh the validity of alleged charges.

TABLE IX
TIME OF DETENTION, BY SEX

| Time of Detention | MALE | | FEMALE | | TOTAL | |
|-----------------------|------|-------|--------|-------|-------|------|
| | N | % | N | % | N | % |
| At Intake | 41 | 50.6 | 22 | 47.8 | 63 | 49.6 |
| On Formal Probation | 31 | 38.3 | 21 | 45.7 | 52 | 40.9 |
| On Informal Probation | 5 | 6.2 | 0 | - | 5 | 3.9 |
| Unknown | 4 | 4.9 | 3 | 6.5 | 7 | 5.5 |
| Total | 81 | 100.0 | 46 | 100.0 | 127 | 99.9 |

The disposition of alleged charges is found in Table X, and indicates again a discrepancy between the method of handling males and females. Males' cases were more frequently dismissed with warning or adjustment (22.2%, vs. 2.2% for girls); they were also more frequently committed to a public institution for juvenile delinquents (23.5%, vs. 10.9% for girls). Females' cases, on the other hand, were more likely to be resolved through supervision by Probation Officers. (65.2%, vs. 32.1% for boys).

These findings may suggest several things. First, it is apparent that boy's cases are more prevalent at either end of the dispositional spectrum: more cases are dismissed, but more cases also involve long-term incarceration. Girls' cases appear more likely to fall in the middle of the spectrum, with less frequent dismissal or incarceration.

TABLE X
DISPOSITION OF CASES, BY SEX

| | MALE | | FEMALE | | TOTAL | |
|----------------------------------|------|-------|--------|------|-------|-------|
| | N | % | N | % | N | % |
| P.O. to Supervise | 26 | 32.1 | 30 | 65.2 | 56 | 44.1 |
| Public Instit. for JD | 19 | 23.5 | 5 | 10.9 | 24 | 18.9 |
| Other Public Instit. | 5 | 6.2 | 1 | 2.2 | 6 | 4.7 |
| Public Agency or Dept. | 4 | 4.9 | 2 | 4.3 | 6 | 4.7 |
| Private Agency or Institution | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| Dismissed/Warning or Adjustment | 18 | 22.2 | 1 | 2.2 | 19 | 15.0 |
| Held Open Without Further Action | 1 | 1.2 | - | - | 1 | 0.8 |
| Other Court | - | - | 2 | 4.3 | 2 | 1.6 |
| Other | 2 | 2.5 | - | - | 2 | 1.6 |
| Unknown | 3 | 3.7 | 3 | 6.5 | 6 | 4.7 |
| Total | 81 | 100.0 | 46 | 99.9 | 127 | 100.0 |

Second, most cases appear not to involve any long-term custodial care, as 55.5% of the boys' cases involve probation supervision, dismissal, or no further action, and 67.4% of the girls' cases fall into this category. It is possible to question the necessity of detention in these cases, particularly in light of the following findings in Table XI.

Table XI presents the living situation to which youths were released following detention in Meyer Hall. It will be noted that a similarity exists between this table and Table II (P.# 3), although several notable differences exist. First, both for boys and girls there is a decrease in youths living with the natural mother only (boys 35.8% before detention and 25.9% after; girls 30.4% before detention and 19.6% after). There has also been a large decrease in the percentage of females residing with their natural parents (30.4% before, 19.6% after).

Utilization of foster parents and "other" situations, however, is much more frequent following detention ("other" situations account for 13.6% of the boys

after detention, vs. 1.2% before, and 17.4% of the girls following release, vs. 6.5% before). Foster parents were used more following detention, but the increase was greater for females.

TABLE XI
LIVING SITUATION AT RELEASE, BY SEX

| | MALE | | FEMALE | | TOTAL | |
|-------------------------------|------|------|--------|-------|-------|------|
| | N | % | N | % | N | % |
| Other | 11 | 13.6 | 8 | 17.4 | 19 | 15.0 |
| Natural Parents | 26 | 32.1 | 9 | 19.6 | 35 | 27.6 |
| Natural Mother, Stepfather | 9 | 11.1 | 4 | 8.7 | 13 | 10.2 |
| Natural Father, Stepmother | 2 | 2.5 | 2 | 4.3 | 4 | 3.1 |
| Natural Mother Only | 21 | 25.9 | 9 | 19.6 | 30 | 23.6 |
| Other Relatives | 1 | 1.2 | 7 | 15.2 | 8 | 6.3 |
| Foster Parents | 7 | 8.6 | 5 | 10.9 | 12 | 9.4 |
| Alone | 1 | 1.2 | - | - | 1 | 0.8 |
| Unknown | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| Total | 81 | 99.9 | 46 | 100.0 | 127 | 99.9 |

It is of note that 61 of the 81 boys (75.3%) and 31 of the 41 girls (67.4%) were, according to our data, released to the same situation that had been their residence prior to detention. This finding must be tempered, however, by the fact that some youths were released to their parents pending transfer to the state training schools. Nonetheless, even taking these cases into account, a substantial percentage of the sample returned after detention to the same living situation they had occupied before.

These cases raise the question of the need for secure detention, as opposed to some less secure alternatives (i.e., thus less debilitating and stigmatizing), during removal from the home. While we do not question the need for temporary removal of a child from the home pending resolution of the Juvenile Court action case in many situations, we wonder why the temporary housing so frequently has to

be secure.¹

5. Interview Responses

Responses received in the interviewing portion of this research indicated that probation officers viewed the major function of Meyer Hall as containing youths likely to run away. Probation Officers saw Meyer Hall as providing the security and restraint necessary to contain a child prone to run away. Thus, the assurance of twenty-four hour containment and proved to be a major consideration in a Probation Officer's utilization of Meyer Hall. One Probation Officer stated that he saw Meyer Hall functioning to ensure that a child, usually afraid of the pending court hearing, will be present at the hearing and will not abscond. Furthermore, he viewed alternative agencies and institutions as not providing the guarantee of twenty-four hour supervision provided by Meyer Hall. Generally, with children who had not previously been runaways, the only information tending to support the belief that absconding was a possibility was subjective, i.e., the Probation Officer's assessment that the psychological stress of the pending court hearing might impel some youths to run.

¹Some resolution of this problem has apparently occurred since these data were collected. At the time of our research, there appeared to be confusion among probation officers regarding the criteria for admission to Meyer Hall and Juvenile Hall (the latter being the non-secure portion of the Juvenile Home). Some officers indicated that a youth's age, rather than his or her need for security, was the primary criterion dictating detention at Meyer Hall. Since that time, the new director of the Juvenile Home has made it more explicit that the need for security, rather than age, should be the variable upon which Meyer Hall detention or Juvenile Hall shelter care depend.

TABLE XII
REASON FOR DETENTION²

| | N | % |
|-------------------------------------|-----|-------|
| Reason for detention in Meyer Hall: | | |
| Threat to run away | 32 | 26.0 |
| Threat to community | 26 | 21.1 |
| Parent's initiative | 20 | 16.3 |
| Police's initiative | 13 | 10.6 |
| Child's personal safety | 7 | 7.3 |
| Neglect | 8 | 6.5 |
| Discussion period | 2 | 1.6 |
| Could not locate relatives | 2 | 1.6 |
| Scare the child | 2 | 1.6 |
| Courtesy hold | 3 | 2.4 |
| Let the child cool off | 2 | 1.6 |
| Psychiatrist's initiative | 1 | 0.8 |
| Child's initiative | 1 | 0.8 |
| To curb drug use | 4 | 3.3 |
| Total | 123 | 101.5 |

The second-most frequently offered reason for detention in Meyer Hall was protection of the community from the juvenile. When, due to a youth's delinquent acts or threats, Probation Officers find it necessary to separate a juvenile from the community, Meyer Hall offers "protective isolation", during which time the officer can determine the optimal course of action. The value of Meyer Hall, in the eyes of Probation Officers, thus is derived from its capacity to function as a holding facility. Detention of a juvenile assures Probation Officer of the security of a child while the decision-making process continues. Frequently, this decision-making process involves not only the Probation Officer but also parents, relatives, the police, psychiatrists, and various institutions. One Probation Officer stated that Meyer Hall permits him to place a child in "suspended animation", during which time relevant information can be gathered

²In this section, due to changes in the interview schedule, incomplete questioning, and multiple responses, total N ranges from 96 to 137. Although this is less than ideal, we haven't located any consistent bias in the presentation of these results.

concerning the child's case. Detention, besides allowing time to decide upon a course of action, also ensures the availability of a child for preplacement "visits" to institutions once the choice of an institution has been narrowed. Preplacement visits to public institutions located in Iowa are much more frequent than those to out-of-state private institutions, with the latter visits being rather rare.

Though official approval of a Probation Officer is requisite for the placement of a child in Meyer Hall, frequently a juveniles's placement is initiated by sources other than the Juvenile Court. These other sources requesting the child's detention in Meyer Hall may be the police, relatives, psychiatrists, parents, or occasionally, the child himself.

Of all these outside sources, detention is most often requested by parents who feel unable to control their child. Frequently, after relocating a child following a runaway attempt, parents request detention in Meyer Hall. In these instances of family crisis in which the parents are emotionally upset, some sort of crisis resolution -- which may involve immediate removal of the child -- is imperative. In these instances, Meyer Hall supplies an "emotionally-neutral" environment, tranquility, and a forced and sometimes necessary separation of the child from his family.

Occasionally it was apparent that the availability of Meyer Hall was abused by parents. Being unable to control their child, they used Meyer Hall detention as a threat, and not infrequently was constrained to carry through with their threat. For example, in one instance a Probation Officer claimed the major reason for referral was that "the parents wanted to call the bluff of the kid." In another instance, the Probation Officer stated that he realized he had been used "as a whipping board" by the parents in the detention of their child. They had threatened the child with detention and, while not really desiring it, felt constrained to carry through with the threat. On occasion, Probation Officers

also were forced into the same situation.

Another major source of referral was local police departments. As an alternative to jail, the police consider the structure and discipline provided at Meyer Hall as sufficient to contain a juvenile. The majority of the juveniles at Meyer Hall have come into contact with a police department at various times, and eventually, the police may desire to initiate Meyer Hall placement.

In several instances the reason for referral involved a child's personal safety. This necessity to contain a child in order to prevent physical harm accounted for nine percent of all referrals (11 cases). Common examples were those in which the children were being threatened or in which their unstable emotional state constituted a threat to themselves. It appeared that the age of these youths, rather than a demonstrated need for secure detention, explained the use of Meyer Hall, rather than Juvenile Hall in these cases.

Surprisingly, six percent of the youths in the sample had been referred to the Juvenile Court for dependency/neglect. It is usual practice to employ Juvenile Hall -- a more open and less restraining institution -- for dependency/neglect cases, as the need for security in these cases is not necessarily apparent.

Other reasons offered to account for a child's detention in Meyer Hall included (1) inability to locate parents, (2) courtesy hold for an institution, and (3) desire to "scare" the juvenile by the "shock therapy" of placement in Meyer Hall.

Although not offered as a reason for referral, several Probation Officers indicated an attribute of Meyer Hall is that it provides treatment for those juveniles with medical complications. Juveniles undergoing drug withdrawal, in need of diet regulation, or constant medical attention have available a staff on twenty-four hour supervision. Thus the availability of medical attention for a juvenile may enter into a Probation Officer's decision for detention at Meyer Hall.

Though the officers indicated specific reasons for detention for each juvenile in Meyer Hall, several officers volunteered a generalization of the utility of Meyer Hall for all juveniles. In short, they felt it provided a "controlled environment." Detention at Meyer Hall provided an opportunity to observe the juvenile in confinement so that an institution will be selected that will supply his disciplinary and emotional needs. Specifically, these needs can be determined by observing:

- 1) how the juvenile relates to staff members
- 2) the effect of discipline on the juvenile
- 3) the effect of a group setting on the juvenile
- 4) and providing the Probation Officer with additional information concerning the juvenile (as the staff writes down observations and comments on the juveniles during the course of the day.

In some instances, it appears that Probation Officers had more than ample time to assess the youth's adjustment to Meyer Hall, as a number of youths were detained for a period in excess of 30 days (N=28, according to Table XIII). In these cases, Probation Officers offered multiple reasons for lengthy detention, as identified in Table XIII.

TABLE XIII
REASONS FOR LENGTHY DETENTION

| | N | % | % Excluding Not Applicable |
|---|-----|-------|----------------------------|
| Awaiting court hearing | 18 | 17.1 | 31.0 |
| Waiting for acceptance from institution | 16 | 15.2 | 27.6 |
| Both of the above | 5 | 4.8 | 8.6 |
| Inability to make a placement | 5 | 4.8 | 8.6 |
| Discussion underway | 10 | 9.5 | 17.2 |
| Undecided, don't remember | 4 | 3.8 | 6.9 |
| Not applicable | 47 | 44.8 | - |
| Total | 105 | 100.0 | 99.9 |

A further variable which enters into an effective understanding of Meyer Hall utilization is the reason for release of the juvenile. Table XIV indicates that approximately 50% of the cases were terminated with the juvenile being released to home or relatives, often on a probationary status. Although this

table is not unlike Table XI, it presents the ultimate release situation, in the Probation Officer's eyes, and thus more properly identifies those for whom institutional placement resulted.

TABLE XIV
RELEASE SITUATION

| | N | % |
|---------------------------|-----|------|
| Released to: | | |
| Parents | 62 | 45.9 |
| Mental Health Institution | 10 | 7.4 |
| Foster placement | 12 | 8.9 |
| Relatives | 6 | 4.4 |
| Jail | 1 | 0.7 |
| Dismissed | 5 | 3.7 |
| Boy's Training School | 12 | 8.9 |
| Girl's Training School | 6 | 4.4 |
| Boy's Town | 9 | 6.7 |
| Private In-State | 3 | 2.2 |
| Private Out-State | 2 | 1.5 |
| Other Out-State | 6 | 4.4 |
| State Juvenile Home | 1 | 0.7 |
| Total | 135 | 99.8 |

A large portion of the interview schedule addressed the consideration of alternatives to Meyer Hall. Many Probation Officers stated they viewed Meyer Hall as a response to the need for something between the Court and the Training School for juveniles. Meyer Hall, thus, was the alternative to jail. Yet, Probation Officers seemed unwilling or unable to suggest alternatives to Meyer Hall. Occasionally programs as the Fort Des Moines Residential Corrections Facility, a juvenile equivalent to Fort Des Moines, Emergency Foster Care, and the Iowa Run-away Service were mentioned as suitable replacements. Yet, in general, there was a noticeable lack of imaginative suggestions. To fully explore the existence of alternatives, the feasibility of using relatives, temporary foster homes, Juvenile Hall, and intensive supervision, was discussed.

First, it was apparent that in most cases Probation Officers were not excited

about the home environment from which a youth came to Meyer Hall. In 76.5% of the cases (N=78) Probation Officers stated that a different home environment would have helped the youth. Thus, when the officer looked for an alternative, Meyer Hall was the frequently-used choice.

Once the decision was made to remove a youth from the home, the possibility of placing the child with relatives was one of the first alternatives to detention normally explored. However, in most instances it was felt that the utility of relatives was limited, for the following reasons:

- 1) the possibility of increased antagonism between parents and relatives, as parents often harbor a suspicion that a concerned relative may desire to take their child from them;
- 2) the flagrant disrespect of visitation hours by the parents along with the inability of the relatives to control this practice;
- 3) the difficulty convincing poor relatives with large families to take on the care of an additional child;
- 4) the psychological need for an "emotionally neutral" environment for the upset juvenile.

After exploring the possibility of placing a child with relatives, Probation Officers frequently consider the possibility of placing the child in a temporary foster home. In a few instances Probation Officers admitted that they had not explored the idea and reflected that the temporary foster home would have served the same function as Meyer Hall. Yes, in 78% of the cases (N=103), Probation Officers stated that temporary foster homes would not have been appropriate, with several even indicating that there had been a previous unsuccessful attempt to use one. In one instance, nine different foster homes were tried before the child was detained in Meyer Hall.¹ Among those reasons offered against the use of temporary foster homes were:

¹This appears to be an isolated incident. Past analyses of Juvenile Court records have indicated extremely little use of temporary foster homes for delinquents.

- 1) the juveniles could not be contained and would run away;
- 2) an emotional commitment was expected of them that they were not capable of meeting;
- 3) several of the juveniles are "manipulators" and would exploit the freedom extended to them in a foster home;
- 4) the foster home would have difficulty containing the juveniles who are extremely resentful of authority, belligerent, and outspoken.

However, several Probation Officers indicated that a foster home would be an effective alternative for Meyer Hall in specific cases if the family were specially trained to deal with delinquent juveniles.

Probation Officers appeared hesitant about admitting an emotionally upset, and often violent, child into a foster home. They felt that the "wild ones" needed the restraint of Meyer Hall. However, several Probation Officers were in favor of moving the child to a temporary foster home once the child had been detained for a short time at Meyer Hall and had "cooled off". Probation Officers would occasionally mention that, at the time of intake, they did not know the needs of the juvenile but later they could have utilized a temporary foster home. One Probation Officer does follow the policy of transferring the juvenile to a foster home from Meyer Hall -- gauging the decision by the attendance record of the juvenile at school.

Juvenile Hall was the third option examined as an alternative to Meyer Hall. It appears that, except in the dependency/neglect cases, Probation Officers did not consider Juvenile Hall as a possible alternative. In part, its lack of utilization may be due to the confusion between the nature of its population and that of Meyer Hall. Four different interpretations of the differences between the two wings of Juvenile Home were related. Those interpretations were:

- 1) Juvenile Hall contains those juveniles who are babies to age ten; Meyer Hall contains those from ten to eighteen years of age.
- 2) Meyer Hall contains delinquency cases; Juvenile Hall contains dependency cases.
- 3) Meyer Hall serves to detain juveniles over thirteen years old; Juvenile Hall detains those under thirteen and the dependency/neglect cases.
- 4) Juvenile Home is synonymous with Meyer Hall. Juvenile Hall is a separate facility.

Though mere differences in interpretation, each serves to limit the utilization of Juvenile Hall for the Probation Officer. These interpretations tend to indicate confusion on the part of Probation Officers, and suggest a need for set criteria, which should relate to needs of child rather than label placed on him.

When asked to reconsider if Juvenile Hall would have been advisable alternative, approximately 75% of the Probation Officers said it would have been inappropriate. The age factor was most frequently stated as the reason why Juvenile Hall would not have been appropriate, for it was felt that the younger youths in Juvenile Hall would be susceptible to the influence of the older ones, the older ones would be too sophisticated for the younger ones, and if the older ones remained in Meyer Hall they would benefit from better peer groups situation. A possible alternative is a policy of age-segregation in Juvenile Hall.

Yet, in more than 20 cases the Probation Officer felt Juvenile Hall would have served the same purpose as Meyer Hall. Frequently, the Officer stated that he would have preferred to use Juvenile Hall as, at Meyer Hall, the child may be exposed to and learn more serious delinquent patterns. Also, at Juvenile Hall the child is treated with more trust and responsibility. An occasional Probation Officer would indicate his dislike of Meyer Hall, and claimed attempts to have the child detained in Juvenile Hall whenever possible.

The last alternative considered was the possibility of a program of intensive supervision to replace detention in Meyer Hall. In 53.5% of the cases (N=54), the Probation Officer felt that those juveniles detained had reached a stage which necessitated Meyer Hall detention and that a program of intensive supervision would be practically futile. The lack of enthusiasm was partially due to the contention by the Probation Officers that perhaps one-sixth of those juveniles detained had already received an intense form of counseling -- a "super-intense supervision" -- and the juveniles were not responsive. Their skepticism also was derived from their belief that any home-based policy was doomed to fail for, in three-quarters

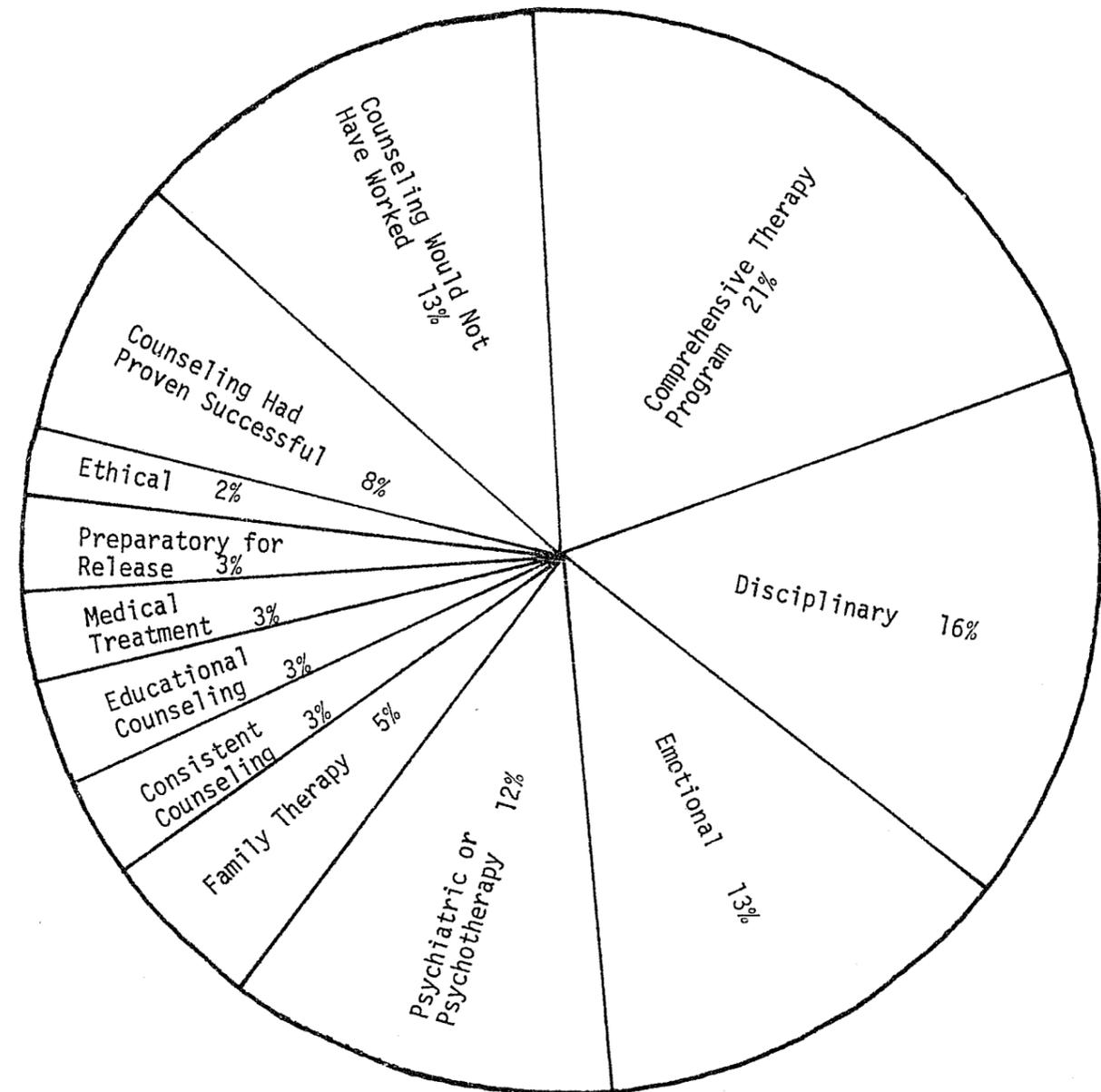
of the referrals to Meyer Hall, the Probation Officer assessed the home environment as a contributing factor in the child's delinquency. Therefore, a large percentage felt that effective work with the juvenile would necessitate either the juvenile's being entirely removed from the home environment or the intensive supervision program's incorporating the family into its therapy sessions. Thus, consensus indicated support for an intensive supervision program that operated "behind lock and key" or one which was family inclusive.

In 41.1% of those cases (N=53), the Probation Officer was willing to utilize intensive supervision and believed it would be beneficial for the client. However, most were reluctant to use it as an alternative to Meyer Hall; rather, they viewed it as a supplement. In instances where intensive supervision would be supplemental, the Probation Officer stated that his relationship with the client had suffered due to lack of time to establish a firm relationship with the juvenile and that a stronger relationship may have deterred the juvenile from further delinquent acts. For maximum impact, Probation Officers felt the juvenile should be referred to the intensive supervision program as soon as possible after contact with Juvenile Court.

If an intensive supervision program were to develop, counseling would play a major role in its format. Therefore, Probation Officers were encouraged to indicate what types of counseling should be stressed in the program. Results from this question are presented in Figure 2.

Most Probation Officers believed that the juveniles being referred to an intensive supervision program would benefit from a multi-faceted, consistent, and extensive counseling program. Rather than treating only one aspect of the juvenile's problems, the program would be geared toward the needs of the whole individual: his ability to communicate, to relate to family and peers, his morals and mental capabilities. However, disciplinary guidance, psychotherapy, and emotional counseling were frequently mentioned as specific forms of counseling that should

Figure 2
Form of Counseling Needed



be stressed. On occasions, officers suggested that educational counseling, job counseling, and other forms of preparation-for-release counseling be included to correct past deficiencies.

Although there is some support for alternatives to Meyer Hall, it appears that at the time of detention, such alternatives were not seriously pursued due to their

unavailability or non-existence. In 31 of the cases in the interview sample (N=96), officers claimed that no alternatives appropriate for the youth in question existed. Several officers have indicated that, for some of the juveniles detained, the only real alternative would have been the jail. However, when asked to suggest possible alternatives -- without limiting these to existing alternatives -- Probation Officers appeared unable to suggest new ideas. In approximately 75% of the cases no suggestions were forthcoming. Further comments such as, "he seems destined to be a criminal", "it's a hopeless case", and "there's little optimism about his future" would tend to limit the willingness to try new alternatives.

6. Discussion

In suggesting intensive supervision in lieu of detention, we were attempting to provide Probation Officers with an idea which could potentially be used as an alternative to Meyer Hall in some cases. Such a program, in conjunction with other non-secure alternatives to detention, has recently been used for juveniles with some success in New York City. Further, such a program has been in effect in Des Moines for adult "high risk" alleged offenders since 1970. That program, according to independent evaluations, has saved Polk County considerable money since its inception, and appeared to us to be a sound model upon which to base a program for juveniles. The logic, of course, is that if "high risk" adults can be safely released in the community during the pre-trial period, why can't juveniles, particularly when the latter are in most instances not accused with offenses which would be criminal if committed by an adult?

Part of the difficulty in garnering Probation Officer sentiment toward such a concept appeared to be their lack of understanding regarding (our inability to adequately describe) what we meant by "intensive supervision". What we tried to describe was a program in which a counselor would have a caseload ranging from ten to fifteen youths, with whom up to daily contacts would occur. These counselors would maintain these youths on their caseloads only until the Court took some

official (or unofficial) action, perhaps working in conjunction with the youth's regular Probation Officer. Upon court action, the youths would no longer be the responsibility of the counselor, whose primary purpose would be:

- 1) to keep the youth out of detention, and;
- 2) to work intensively to alleviate the situations resulting in referral to the Court, using community-based resources to assist the youth and family.

The primary indicator that we were unsuccessful in effectively describing what we had in mind is found in the interview responses. When we asked whether a program of intensive supervision could have overcome the factors leading to detention, 22 Probation Officers (17.1%) said that a form of intensive supervision had already been tried, and that it failed.

If a program even remotely resembling what we suggested has ever been tried within the Polk County Juvenile Court, we are unaware of it. In working with Court Officials, analyzing Court data, and the like since early 1972, we have seen no evidence of programming such as that we had in mind. Thus the fact that Officers indicated that it has been tried tends to indicate to us that either we did a poor job of explaining what we meant, or that Officers didn't interpret our explanation very well.

Incidentally, we still believe that such a program warrants inspection in Polk County, and that it could safely be tried, at least on an experimental basis, without added danger to the community or to the youths in question. Our belief tends to be supported by the Juvenile Delinquency Task Force of the 1967 President's Commission on Law Enforcement and Administration of Justice, which said:

It was found that in 1965, two-thirds of all juveniles apprehended were admitted to detention facilities and held there an average of 12 days at a total cost of more than \$53 million, an average cost of \$120 per child. Furthermore, for 93 percent of the country's juvenile court jurisdictions, serving 44.3 percent of the population, there is no place of detention other than the county jail, and many of the jails used for children are unsuitable even for adult offenders. . .

For children for whom detention is made necessary only by the unavailability of adequate parental supervision, there should be low-security community

residential centers and similar shelters. . .

Second, detention pending a detention hearing should be restricted to cases where it is clearly necessary to protect the youth or the community or to keep the youth in the jurisdiction.

Third, the law should require (and judges should compel) that a detention hearing be held within no more than 48 hours or initial detention.

Fourth, the law should require release by the judge when a detention hearing shows that the probation officer was without authority to order the initial detention.⁴

Although there is clearly no wholesale abuse of detention in Polk County -- the existence of Meyer Hall as an alternative to the County Jail being one supporting factor -- we do think that fewer youths probably require secure detention than are actually detained. This is not to deny that some alternative housing may be needed in these cases. Probation Officers are, of course, limited to using existing alternatives, which don't appear to us to run as broad a range, or be as fully developed, as they might. The large number of youths in our sample who are returned home after detention supports this view.

Further supporting this view is the existence of some dependency/neglect cases within the sample. Although we suspect that some diminution has occurred in the number of these youths being maintained in secure custody, their presence in such a setting is not necessarily compatible with resolution of the familial problems bringing them to the Court's attention. Juvenile Hall, or temporary foster care, appear to be worthwhile alternatives unless a demonstrated need for security exists (such as may be the case when a youth is referred both for delinquency and dependency/neglect).

The necessity for the intensive security measures provided at Meyer Hall for juveniles detained as runaways also cannot necessarily be assumed. Runaways

⁴The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Juvenile Delinquency, Washington, D.C., Superintendent of Documents, 1967, at 37.

do not ordinarily constitute a threat to the community (as would those juveniles making false bomb scares, threatening parents with physical violence, or molesting other youths in the community). These later instances justifiably require that a juvenile be removed from the community and contained at least temporarily in a secure setting. Yet, for runaways, alternative institutions could be appropriate in providing restraint without intensive security. The Iowa Runaway Service (IRS) is currently attempting to provide such a service, and constitutes one attempt to reduce secure detention of youths likely to abscond. The housing facilities offered by the IRS are, at this point, somewhat limited however, and more extensive use awaits the development of a broader spectrum of services.

If there is an abuse of detention in Polk County, it likely affects females more than males. As noted above, although girls were not referred to the Court as frequently for "criminal" activity, a large majority of those youths held in detention for more than one month were females. Again accepting the fact that many of these youths require removal from the parental home at least temporarily, we wonder why location of alternative housing can't be speeded up.

In these instances of extended detention in Meyer Hall, there usually was involved a delay in the Court hearing combined with difficulty or inability in placing the juvenile in an institution. Despite the occurrence of such unavoidable reasons for delay, often it is difficult to determine exactly what proportion of the delay can be accounted for by factors such as these. One officer emphasized that lengthy periods of detention are not the result of neglect by the Juvenile Court: "People are not dumped there as the public would believe. . . it is not true at all. The kids are visited by their Probation Officer three or four times a week at Meyer Hall and kept in close contact." Nonetheless, it would be hard to conclude that some very long detentions could be the result of anything else.

In our opinion, the Court could clearly benefit from added assistance, not only in handling detained youths, but in general day-to-day activity. As we

have previously written, Court officials are so caught up in moving from one crisis to another that rarely do they have time to muse over (or try to combat) the reasons for their quandary. Thus, attempting to generate programs to alleviate problems is only a "sometime" thing. Perhaps with more adequate data, combined with some future-oriented planning, resolution of some of these difficulties -- including the lack of alternatives to detention -- can progress.



APPENDICES

APPENDIX A

MEYER HALL SURVEY

| | | | | |
|--|-----------|-----------|-----------|-----------|
| 1. Name (Code) | | <u>1</u> | <u>2</u> | <u>3</u> |
| 2. Age | | | <u>4</u> | <u>5</u> |
| 3. Sex and Race | | | | <u>6</u> |
| 4. Probation Officer | | | <u>7</u> | <u>8</u> |
| 5a. Number of Previous Referrals | | | | <u>9</u> |
| b. Reason for Referrals | | | | <u>9</u> |
| 6a. Number of Previous Meyer Hall Referrals | <u>10</u> | <u>11</u> | <u>12</u> | <u>13</u> |
| b. Present Reason for Referral | | | | <u>14</u> |
| c. Source | | | <u>15</u> | <u>16</u> |
| 7a. Date of Admission | | | | <u>17</u> |
| b. Date of Release | <u>18</u> | <u>19</u> | <u>20</u> | <u>21</u> |
| c. Length of Stay | <u>22</u> | <u>23</u> | <u>24</u> | <u>25</u> |
| 8. Disposition of Case | | | <u>26</u> | <u>27</u> |
| 9a. Living Situation at Entry | | | | <u>28</u> |
| b. Living Situation Upon Release | | | | <u>29</u> |
| 10. Time of Detention | | | | <u>30</u> |
| Interview with Probation Officer | | | | <u>31</u> |
| 11. Reason for Detention (in Meyer Hall) | | | | <u>31</u> |
| 12. Reason for Release | | | <u>32</u> | <u>33</u> |
| 13. Appropriateness for Intensive Supervision | | | | <u>34</u> |
| 14. How many visits did you have with you client during his/her detention? | | | | <u>35</u> |
| 15. What types of alternatives to detention did you explore? | | | <u>36</u> | <u>37</u> |
| 16a. What are the factors usually leading to a long detention? | | | | <u>38</u> |
| b. Could they be overcome by a program of Intensive Supervision? | | | | <u>39</u> |
| c. If so, how? | | | | <u>40</u> |
| 17. What processes and methods did you use during detention? | | | | |

APPENDIX C

MEYER HALL SURVEY KEY

1. Name - Code # (keep running list)

2. Age at Referral

- 1. less than 10
- 2. 10 - 12
- 3. 13
- 4. 14
- 5. 15
- 6. 16
- 7. 17
- 8. 18

3. Sex and Race

- 1. white male
- 2. white female
- 3. black male
- 4. black female
- 5. Indian male
- 6. Indian female
- 7. Chicano male
- 8. Chicano female
- 9. Other
- Unknown (blank)

4. Probation Officer

- 11. Carolyn Blake
- 12. Janice Blane
- 13. Ann Cochran
- 14. Helen Leas
- 15. Marilyn Liddell
- 16. Nancy Stelter
- 17. Rita Weinberg
- 31. Departed Female
- 20. Jesse Hawkins
- 21. Henry Jerome
- 22. Edwin Olsen
- 23. Bill Pearce
- 24. Roger Penn
- 25. Stephen Sears
- 26. Ezra Sillas
- 27. Justin Stiffler
- 28. Allen Thomas
- 29. Lee Williams
- 41. Departed Male

5A. Number of Previous Juvenile Court Referrals

- 0. None
- 1. One
- 2. Two
- 3. Three
- 4. Four
- 5. Five
- 6. Six
- 7. Seven
- 8. Eight or more
- 9. Unknown

5B. Reason for Referrals

- 01. Murder and non-negligent manslaughter
- 02. Manslaughter by negligence
- 03. Forcible rape
- 04. Robbery: purse snatching
- 05. Robbery: all except purse snatching
- 06. Assault: aggravated
- 07. Assault: all except aggravated
- 08. Burglary: breaking or entering
- 09. Auto Theft: unauthorized use
- 10. Auto Theft: all except unauthorized use
- 11. Larceny: Shoplifting

5B. (Cont'd)

- 12. Larceny: all except shoplifting
- 13. Weapon: carrying, possession
- 14. Sex Offenses (not rape)
- 15. Drug Laws: non-narcotic
- 16. Drug Laws: narcotic
- 17. Drug Laws: marijuana
- 18. Disorderly Conduct
- 19. Vandalism
- 20. Other
- 21. Violation of probation
- 22. Carelessness or mischief
- 31. Running away
- 32. Truancy
- 33. Violation of curfew
- 34. Incurrible
- 35. Drinking or possessing liquor
- 36. Dependency/neglect
- 37. Wayward
- 38. Child Molesting

6A. Number of Previous Meyer Hall Referrals

- 0. None
- 1. One
- 2. Two
- 3. Three
- 4. Four
- 5. Five
- 6. Six
- 7. Seven
- 8. Eight or more

6B. Present Reason for Referral (same code as above)

- 01. Murder and non-negligent manslaughter
- 02. Manslaughter by negligence
- 03. Forcible rape
- 04. Robbery: purse snatching
- 05. Robbery: all except purse snatching
- 06. Assault: aggravated
- 07. Assault: all except aggravated
- 08. Burglary: breaking or entering
- 09. Auto Theft: unauthorized use
- 10. Auto Theft: all except unauthorized use
- 11. Larceny: shoplifting
- 12. Larceny: all except shoplifting
- 13. Weapon: carrying, possession
- 14. Sex Offenses (not rape)
- 15. Drug Laws: non-narcotic
- 16. Drug Laws: narcotic
- 17. Drug Laws: marijuana
- 18. Disorderly Conduct
- 19. Vandalism
- 20. Other
- 21. Violation of Probation
- 22. Carelessness or Mischief
- 31. Running Away
- 32. Truancy

6B. (Cont'd)

- 33. Violation of curfew
- 34. Incurrigible
- 35. Drinking or possessing liquor
- 36. Dependency/neglect
- 37. Wayward
- 38. Child Molesting

6C. Source of Referrals

- 1. Parents
- 2. Other Relatives
- 3. Police
- 4. School
- 5. Self
- 6. Social Agencies
- 7. Other Courts
- 8. Probation Officers
- 9. Police thru P.O.
- 10. Parent thru P.O.

7A. Date of Admission mo. ___ ___ / ___ ___ day

7B. Date of Release (same code as above) mo. ___ ___ / ___ ___ day

7C. Length of Stay (number of days) ___ ___

8. Disposition of Case

- 1. Probation Officer to Supervise
- 2. Public Institution for Delinquent
- 3. Other Public Institution
- 4. Public Agency/or Department
- 5. Private Agency or Institution
- 6. Dismissed/Warning or Adjustment
- 7. Held Open Without Further Action
- 8. Other Court
- 9. Other _____ (specify)

9A. Living Situation at Entry

- 1. Both natural parents
- 2. Natural mother, stepfather
- 3. Natural father, stepmother
- 4. Natural mother only
- 5. Natural father only
- 6. Older sibling
- 7. Other relatives
- 8. Foster parents
- 9. Alone
- 0. Other Unknown (blank)

9B. Living Situation at Release

- 1. Both natural parents
- 2. Natural mother, stepfather
- 3. Natural father, stepmother
- 4. Natural mother only
- 5. Natural father only
- 6. Older sibling
- 7. Other relatives
- 8. Foster parents
- 9. Alone
- 0. Other Unknown (blank)

10. Time of Detention - Current Status

1. At intake
2. On informal probation
3. On formal probation

Interview with Probation Officer

11. Reason for detention:

01. Awaiting decision by court
02. Awaiting placement to Eldora or Mitchellville
03. Awaiting placement to Iowa social agency
04. Awaiting placement to other than Iowa social agency
05. Temporary detention due to current delinquent activity
06. Placed by Probation Officer
07. Certain to run away
08. Request by parents
09. Constituted threat to community
10. Child's personal safety
11. Requires short-term clinical study
12. Other _____ (specify)

12. Reason for Release:

1. Transported to Training School
2. Transported to other Iowa social agency
3. Transported to other than Iowa social agency
4. Return to own home probationary status
5. To return to court
6. By request of Probation Officer
7. Other _____ (specify)

13. Appropriateness for Intensive Supervision:

1. Could be diverted after admission
2. Could be diverted after casework
3. Could be diverted with alternative housing

14. How many visits did you have with your client during his/her detention?

- | | |
|----------|------------------|
| 0. None | 5. Five |
| 1. One | 6. Six |
| 2. Two | 7. Seven |
| 3. Three | 8. Eight or more |
| 4. Four | |

15. What types of alternatives to detention did you explore?

0. None
1. Relatives
2. Move in with friend or family and/or his friends family
3. Polk County Jail
4. Parents
5. Temporary foster care
6. Other _____(specify)

16A. (If appropriate) what are the factors leading to long detention in this case?

1. Awaiting court date
2. Delay of agency to accept client
3. Inability to make a placement
4. Undecided as to where to send client
5. Other _____(specify)
Not applicable (blank)

16B. Could they have been overcome by a program of intensive supervision in this case?

1. Yes
2. No
3. Possibly
4. Other

16C. If so, how?

17. What processes and methods did you use during detention?

APPENDIX D

ARCHIVAL DATA

| Code # | Age | Male | % | Female | % | Total # | Total % |
|--------|------------|------|------|--------|-------|---------|---------|
| 01 | 10 & under | 3 | 3.7 | - | - | 3 | 2.4 |
| 02 | 12 years | 3 | 3.7 | 1 | 2.2 | 4 | 3.1 |
| 03 | 13 years | 6 | 7.4 | 3 | 6.5 | 9 | 7.1 |
| 04 | 14 years | 10 | 12.3 | 11 | 23.9 | 21 | 16.5 |
| 05 | 15 years | 14 | 17.3 | 16 | 34.8 | 30 | 23.6 |
| 06 | 16 years | 21 | 25.9 | 7 | 15.2 | 28 | 22.0 |
| 07 | 17 years | 17 | 21.0 | 8 | 17.4 | 25 | 19.7 |
| 08 | 18 years | 7 | 8.6 | - | - | 7 | 5.5 |
| | Total | 81 | 99.9 | 46 | 100.0 | 127 | 99.9 |

| Code # | Probation Officer | Male | % | Female | % | Total # | Total % |
|--------|-------------------|------|------|--------|-------|---------|---------|
| 11 | Carolyn Blake | - | - | 6 | 13.0 | 6 | 4.7 |
| 12 | Janice Blane | - | - | 3 | 6.5 | 3 | 2.4 |
| 13 | Ann Cochran | - | - | 8 | 17.4 | 8 | 6.3 |
| 14 | Helen Leas | - | - | 1 | 2.2 | 1 | 0.8 |
| 15 | Marilyn Liddell | - | - | 5 | 10.9 | 5 | 3.9 |
| 16 | Nancy Stelter | - | - | 5 | 10.9 | 5 | 3.9 |
| 17 | Rita Weinberg | 1 | 1.2 | 5 | 10.9 | 6 | 4.7 |
| 20 | Jesse Hawkins | 4 | 4.9 | - | - | 4 | 3.1 |
| 22 | Henry Jerome | 8 | 9.9 | - | - | 8 | 6.3 |
| 23 | Edwin Olson | 5 | 6.2 | 1 | 2.2 | 6 | 4.7 |
| 24 | Bill Pearce | 9 | 11.1 | - | - | 9 | 7.1 |
| 25 | Stephen Sears | 15 | 18.5 | - | - | 15 | 11.8 |
| 26 | Ezra Sillas | 6 | 7.4 | - | - | 6 | 4.7 |
| 27 | Justin Stiffler | 1 | 1.2 | 5 | 10.9 | 6 | 4.7 |
| 28 | Allen Thomas | 6 | 7.4 | - | - | 6 | 4.7 |
| 29 | Lee Williams | 7 | 8.6 | - | - | 7 | 5.5 |
| 31 | Departed Female | - | - | 1 | 2.2 | 1 | 0.8 |
| 32 | Bert Aunan | 9 | 11.1 | 5 | 10.9 | 14 | 11.0 |
| 33 | Gary Ventling | 2 | 2.5 | 1 | 2.2 | 3 | 2.4 |
| 41 | Departed Male | 8 | 9.9 | - | - | 8 | 6.3 |
| | Total | 81 | 99.9 | 46 | 100.2 | 127 | 99.8 |

| Code # | Previous Referrals | Male | % | Female | % | Total # | Total % |
|--------|--------------------|------|------|--------|------|---------|---------|
| 0 | None | 18 | 22.2 | 12 | 26.1 | 30 | 23.6 |
| 1 | One | 26 | 32.1 | 19 | 41.3 | 45 | 35.4 |
| 2 | Two | 15 | 18.5 | 6 | 13.0 | 21 | 16.5 |
| 3 | Three | 3 | 3.7 | 3 | 6.5 | 6 | 4.7 |
| 4 | Four | 4 | 4.9 | - | - | 4 | 3.1 |
| 5 | Five | 3 | 3.7 | 1 | 2.2 | 4 | 3.1 |
| 6 | Six | 5 | 6.2 | 2 | 4.3 | 7 | 5.5 |
| 7 | Seven | 3 | 3.7 | 1 | 2.2 | 4 | 3.1 |
| | Unknown | 4 | 4.9 | 2 | 4.3 | 6 | 4.7 |
| | Total | 81 | 99.9 | 46 | 99.9 | 127 | 99.7 |

| Code # | Previous Referral Offenses | Male | % | Female | % | Total # | Total % |
|--------|------------------------------|------|-------|--------|------|---------|---------|
| | Not Applicable | 18 | 14.3 | 12 | 20.7 | 30 | 16.3 |
| 4 | Robbery: purse snatching | 1 | 0.8 | - | - | 1 | 0.5 |
| 5 | Robbery: all except above | 1 | 0.8 | - | - | 1 | 0.5 |
| 6 | Assault: aggravated | 4 | 3.2 | - | - | 4 | 2.2 |
| 7 | Assault: all except above | 1 | 0.8 | - | - | 1 | 0.5 |
| 8 | Burglary: B&E | 14 | 11.1 | - | - | 14 | 7.6 |
| 9 | Auto Theft: unauth use | 3 | 2.4 | - | - | 3 | 1.6 |
| 10 | Auto Theft: all except above | 2 | 1.6 | - | - | 2 | 1.1 |
| 11 | Larceny: shoplifting | 9 | 7.1 | 8 | 13.8 | 17 | 9.2 |
| 12 | Larceny: all except above | 16 | 12.7 | 1 | 1.7 | 17 | 9.2 |
| 14 | Sex Offenses: not rape | 2 | 1.6 | - | - | 2 | 1.1 |
| 15 | Drugs: non-narcotic | 2 | 1.6 | - | - | 2 | 1.1 |
| 16 | Drugs: narcotic | - | - | - | - | - | - |
| 17 | Drugs: marijuana | 1 | 0.8 | - | - | 1 | 0.5 |
| 19 | Vandalism | 2 | 1.6 | - | - | 2 | 1.1 |
| 20 | Other | 1 | 0.8 | - | - | 1 | 0.5 |
| 22 | Carelessness/Mischief | 4 | 3.2 | - | - | 4 | 2.2 |
| 31 | Running Away | 13 | 10.3 | 9 | 15.5 | 22 | 12.0 |
| 32 | Truancy | 2 | 1.6 | 1 | 1.7 | 3 | 1.6 |
| 34 | Incorrigible | 4 | 3.2 | 13 | 22.4 | 17 | 9.2 |
| 35 | Drinking or possession | 2 | 1.6 | 2 | 3.4 | 4 | 2.2 |
| 36 | Dependent | 8 | 6.3 | 5 | 8.6 | 13 | 7.1 |
| 37 | Wayward | 9 | 7.1 | 2 | 3.4 | 11 | 6.0 |
| | Unknown | 7 | 5.6 | 5 | 8.6 | 12 | 6.5 |
| | Total | 126* | 100.1 | 58* | 99.8 | 184* | 99.8 |

*Includes multiple offenses

| Code # | Previous Meyer Hall Referrals | Male | % | Female | % | Total # | Total % |
|--------|-------------------------------|------|------|--------|------|---------|---------|
| 0 | None | 47 | 58.0 | 26 | 56.5 | 73 | 57.5 |
| 1 | One | 13 | 16.0 | 11 | 23.9 | 24 | 18.9 |
| 2 | Two | 10 | 12.3 | 3 | 6.5 | 13 | 10.2 |
| 3 | Three | 2 | 2.5 | 2 | 4.3 | 4 | 3.1 |
| 4 | Four | - | - | - | - | - | - |
| 5 | Five | - | - | 1 | 2.2 | 1 | 0.8 |
| 6 | Six | - | - | - | - | - | - |
| 7 | Seven | 1 | 1.2 | - | - | 1 | 0.8 |
| 8 | Eight | 1 | 1.2 | - | - | 1 | 0.8 |
| | Unknown | 7 | 8.6 | 3 | 6.5 | 10 | 7.9 |
| | Total | 81 | 99.8 | 46 | 99.9 | 127 | 100.0 |

| Code # | Present Offense | Male | % | Female | % | Total # | Total % |
|--------|------------------------------|------|-------|--------|-------|---------|---------|
| 4 | Robbery: purse snatching | 1 | 1.1 | - | - | 1 | 0.7 |
| 5 | Robbery: all except above | 1 | 1.1 | - | - | 1 | 0.7 |
| 6 | Assault: aggravated | 3 | 3.2 | - | - | 3 | 2.1 |
| 7 | Assault: all except above | 1 | 1.1 | - | - | 1 | 0.7 |
| 8 | Burglary: B&E | 8 | 8.6 | - | - | 8 | 5.7 |
| 9 | Auto Theft: unauth use | 5 | 5.4 | 1 | 2.1 | 6 | 4.3 |
| 10 | Auto Theft: all except above | 1 | 1.1 | - | - | 1 | 0.7 |
| 11 | Larceny: shoplifting | 11 | 11.8 | 7 | 14.6 | 18 | 12.8 |
| 12 | Larceny: all except above | 6 | 6.5 | - | - | 6 | 4.3 |
| 14 | Sex Offenses: not rape | 1 | 1.1 | - | - | 1 | 0.7 |
| 15 | Drugs: non-narcotic | 1 | 1.1 | - | - | 1 | 0.7 |
| 17 | Drugs: marijuana | 4 | 4.3 | 2 | 4.2 | 6 | 4.3 |
| 18 | Disorderly Conduct | 1 | 1.1 | - | - | 1 | 0.7 |
| 19 | Vandalism | 1 | 1.1 | 1 | 2.1 | 2 | 1.4 |
| 20 | Other | 3 | 3.2 | - | - | 3 | 2.1 |
| 21 | Violation of Probation | 2 | 2.2 | - | - | 2 | 1.4 |
| 22 | Carelessness/Mischief | 1 | 1.1 | - | - | 1 | 0.7 |
| 31 | Running Away | 9 | 9.7 | 16 | 33.3 | 25 | 17.7 |
| 32 | Truancy | 1 | 1.1 | 1 | 2.1 | 2 | 1.4 |
| 33 | Curfew Violation | - | - | 1 | 2.1 | 1 | 0.7 |
| 34 | Incorrigible | 4 | 4.3 | 9 | 18.8 | 13 | 9.2 |
| 35 | Drinking or possession | 3 | 3.2 | 1 | 2.1 | 4 | 2.8 |
| 36 | Dependent/Neglect | 7 | 7.5 | 4 | 8.3 | 11 | 7.8 |
| 37 | Wayward | 12 | 12.9 | 3 | 6.3 | 15 | 10.6 |
| 38 | Child Molesting | 1 | 1.1 | - | - | 1 | 0.7 |
| | Unknown | 5 | 5.4 | 2 | 4.2 | 7 | 5.0 |
| | Total | 93* | 100.3 | 48* | 100.2 | 141* | 99.9 |

*Includes multiple offenses

| Code # | Source | Male | % | Female | % | Total # | Total % |
|--------|-------------------|------|-------|--------|-------|---------|---------|
| 1 | Parents | 2 | 2.5 | - | - | 2 | 1.6 |
| 3 | Police | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| 6 | Social Agencies | - | - | 1 | 2.2 | 1 | 0.8 |
| 7 | Other Court | - | - | 1 | 2.2 | 1 | 0.8 |
| 8 | Probation Officer | 30 | 37.0 | 17 | 37.0 | 47 | 37.0 |
| 9 | Police thru P.O. | 43 | 53.1 | 23 | 50.0 | 66 | 52.0 |
| 10 | Parents thru P.O. | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| | Total | 81 | 100.0 | 46 | 100.0 | 127 | 100.0 |

| Code # | Disposition | Male | % | Female | % | Total # | Total % |
|--------|----------------------------------|------|-------|--------|------|---------|---------|
| 1 | P.O. to Supervise | 26 | 32.1 | 30 | 65.2 | 56 | 44.1 |
| 2 | Public Instit. for JD | 19 | 23.5 | 5 | 10.9 | 24 | 18.9 |
| 3 | Other Public Instit. | 5 | 6.2 | 1 | 2.2 | 6 | 4.7 |
| 4 | Public Agency or Dept. | 4 | 4.9 | 2 | 4.3 | 6 | 4.7 |
| 5 | Private Agency or Institution | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| 6 | Dismissed/Warning or Adjust. | 18 | 22.2 | 1 | 2.2 | 19 | 15.0 |
| 7 | Held Open Without Further Action | 1 | 1.2 | - | - | 1 | 0.8 |
| 8 | Other Court | - | - | 2 | 4.3 | 2 | 1.6 |
| 9 | Other | 2 | 2.5 | - | - | 2 | 1.6 |
| | Unknown | 3 | 3.7 | 3 | 6.5 | 6 | 4.7 |
| | Total | 81 | 100.0 | 46 | 99.9 | 127 | 100.0 |

| Code # | Living Situation at Entry | Male | % | Female | % | Total # | Total % |
|--------|----------------------------|------|------|--------|------|---------|---------|
| 0 | Other | 1 | 1.2 | 3 | 6.5 | 4 | 3.1 |
| 1 | Natural Parents | 29 | 35.8 | 14 | 30.4 | 43 | 33.9 |
| 2 | Natural Mother, Stepfather | 11 | 13.6 | 3 | 6.5 | 14 | 11.0 |
| 3 | Natural Father, Stepmother | 2 | 2.5 | 3 | 6.5 | 5 | 3.9 |
| 4 | Natural Mother Only | 29 | 35.8 | 14 | 30.4 | 43 | 33.9 |
| 7 | Other Relatives | - | - | 6 | 13.0 | 6 | 4.7 |
| 8 | Foster Parents | 4 | 4.9 | 1 | 2.2 | 5 | 3.9 |
| 9 | Alone | 1 | 1.2 | - | - | 1 | 0.8 |
| | Unknown | 4 | 4.9 | 2 | 4.3 | 6 | 4.7 |
| | Total | 81 | 99.9 | 46 | 99.8 | 127 | 99.9 |

| Code # | Living Situation at Release | Male | % | Female | % | Total # | Total % |
|--------|-----------------------------|------|------|--------|-------|---------|---------|
| 0 | Other | 11 | 13.6 | 8 | 17.4 | 19 | 15.0 |
| 1 | Natural Parents | 26 | 32.1 | 9 | 19.6 | 35 | 27.6 |
| 2 | Natural Mother, Stepfather | 9 | 11.1 | 4 | 8.7 | 13 | 10.2 |
| 3 | Natural Father, Stepmother | 2 | 2.5 | 2 | 4.3 | 4 | 3.1 |
| 4 | Natural Mother Only | 21 | 25.9 | 9 | 19.6 | 30 | 23.6 |
| 7 | Other Relatives | 1 | 1.2 | 7 | 15.2 | 8 | 6.3 |
| 8 | Foster Parents | 7 | 8.6 | 5 | 10.9 | 12 | 9.4 |
| 9 | Alone | 1 | 1.2 | - | - | 1 | 0.8 |
| | Unknown | 3 | 3.7 | 2 | 4.3 | 5 | 3.9 |
| | Total | 81 | 99.9 | 46 | 100.0 | 127 | 99.9 |

| Code # | Time of Detention | Male | % | Female | % | Total # | Total % |
|--------|-----------------------|------|-------|--------|-------|---------|---------|
| 1 | At Intake | 41 | 50.6 | 22 | 47.8 | 63 | 49.6 |
| 2 | On Formal Probation | 31 | 38.3 | 21 | 45.7 | 52 | 40.9 |
| 3 | On Informal Probation | 5 | 6.2 | 0 | - | 5 | 3.9 |
| | Unknown | 4 | 4.9 | 3 | 6.5 | 7 | 5.5 |
| | Total | 81 | 100.0 | 46 | 100.0 | 127 | 99.9 |

APPENDIX E

MEYER HALL INTERVIEW RESPONSES

| | | | |
|--|------------|--------------|--|
| 1. Reason for detention in Meyer Hall: | | | |
| Runaway | 32 | 26.0 | |
| Threat to community | 26 | 21.1 | |
| Parent's initiative | 20 | 16.3 | |
| Police's initiative | 13 | 10.6 | |
| Child's personal safety | 7 | 7.3 | |
| Neglect | 8 | 6.5 | |
| Discussion period | 2 | 1.6 | |
| Could not locate relatives | 2 | 1.6 | |
| Scare the child | 2 | 1.6 | |
| Courtesy hold | 3 | 2.4 | |
| Let the child cool off | 2 | 1.6 | |
| Psychiatrist's initiative | 1 | 0.8 | |
| Child's initiative | 1 | 0.8 | |
| To curb drug use | 4 | 3.3 | |
| | <u>123</u> | <u>101.5</u> | |

| | | | |
|---------------------------|------------|-------------|--|
| 2. Released to: | | | |
| Parents | 62 | 45.9 | |
| Mental Health Institution | 10 | 7.4 | |
| Foster placement | 12 | 8.9 | |
| Relatives | 6 | 4.4 | |
| Jail | 1 | 0.7 | |
| Dismissed | 5 | 3.7 | |
| Boy's Training School | 12 | 8.9 | |
| Girl's Training School | 6 | 4.4 | |
| Boy's Town | 9 | 6.7 | |
| Private In-State | 3 | 2.2 | |
| Private Out-State | 2 | 1.5 | |
| Other Out-State | 6 | 4.4 | |
| State Juvenile Home | 1 | 0.7 | |
| | <u>135</u> | <u>99.8</u> | |

| | | | | |
|--|------------|---------------|---------------------------------------|-------------|
| 3. Factors leading to long (over one month) detention (if applicable): | | | | |
| | | | <u>% Excluding Not Applicable</u> | |
| Awaiting court hearing | 18 | 17.1 | 18 | 31.0 |
| Waiting for acceptance from institution | 16 | 15.2 | 16 | 27.6 |
| Both of the above | 5 | 4.8 | 5 | 8.6 |
| Inability to make a placement | 5 | 4.8 | 5 | 8.6 |
| Discussion underway | 10 | 9.5 | 10 | 17.2 |
| Undecided, don't remember | 4 | 3.8 | 4 | 6.9 |
| Not applicable | 47 | 44.8 | - | - |
| | <u>105</u> | <u>100.0%</u> | <u>58</u> | <u>99.9</u> |

| | | |
|--|------------|---------------|
| 4. Could a program of intensive supervision have overcome the factors which led to his/her long detention? | | |
| Yes | 53 | 41.1 |
| No | 54 | 41.9 |
| No, he/she had a form of intensive supervision and it proved unsuccessful | 22 | 17.1 |
| | <u>129</u> | <u>100.1%</u> |
| 5. At what point would intensive supervision have been most appropriate? | | |
| Not at all | 54 | 53.5 |
| Upon first contact with Juvenile Court | 46 | 45.5 |
| At any point | 1 | 1.0 |
| | <u>101</u> | <u>100.0%</u> |
| 6. What alternatives to detention did you explore? | | |
| Officer mentioned specific alternative he explored | 59 | 61.5 |
| Officer claimed no other alternatives existed | 31 | 32.3 |
| Officer said he did not explore other alternatives | 6 | 6.3 |
| | <u>96</u> | <u>100.1</u> |
| 7. What other alternatives to Meyer Hall could you have used? (Response need not be limited to existing alternatives.) | | |
| No suggestions | 76 | 74.5 |
| Temporary foster home | 12 | 11.8 |
| Any alternative | 7 | 6.9 |
| Emergency Foster Care | 2 | 2.0 |
| Holding facility | 3 | 2.9 |
| Relatives | 2 | 2.0 |
| | <u>102</u> | <u>100.1</u> |
| 8. Would a different home environment have helped? | | |
| Yes | 78 | 76.5 |
| No | 24 | 23.5 |
| | <u>102</u> | <u>100.0%</u> |
| 9. Would a temporary foster home have served the same function as Meyer Hall? | | |
| Yes | 22 | 21.4 |
| Yes, but a special kind | 1 | 1.0 |
| No | 74 | 71.8 |
| No, was used at one point and was unsuccessful | 6 | 5.8 |
| | <u>103</u> | <u>100.0</u> |

10. What characteristics does Meyer Hall possess which are viewed as beneficial or necessary for the client?

| | | |
|---|------------|---------------|
| A holding facility | 37 | 27.0 |
| Provides 24 hour containment | 26 | 19.0 |
| Security | 12 | 8.8 |
| Structure of the institution | 8 | 5.8 |
| Offers the juvenile self protection | 7 | 5.1 |
| Offers needed medical care | 7 | 5.1 |
| Only place available | 7 | 5.1 |
| Punishment or shock | 2 | 1.5 |
| Separation from parents and family | 6 | 4.4 |
| Offers care for the emotionally disturbed | 5 | 3.6 |
| Discipline | 6 | 4.4 |
| Emotionally-neutral environment | 5 | 3.6 |
| Offers Educational facilities | 3 | 2.2 |
| Tranquility | 1 | 0.7 |
| In lieu of county jail | 2 | 1.5 |
| Other | 3 | 2.2 |
| | <u>137</u> | <u>100.0%</u> |

11. Would Juvenile Hall have been a possible alternative?

| | | |
|---|-----------|---------------|
| Yes | 20 | 20.6 |
| Yes, and the juvenile was later transferred there | 3 | 3.1 |
| No | <u>74</u> | <u>76.3</u> |
| | <u>99</u> | <u>100.0%</u> |

12. What kind of counseling would have been most appropriate?

| | | |
|--|------------|--------------|
| Multi-faceted and extensive therapy | 32 | 24.6 |
| Disciplinary | 12 | 9.2 |
| Emotional | 18 | 13.9 |
| Psychiatric or psychotherapy | 16 | 12.3 |
| Family therapy | 8 | 6.2 |
| Consistent Counseling | 3 | 2.3 |
| Educational | 4 | 3.1 |
| Medical treatment & drug | 5 | 3.8 |
| Preparatory for release | 3 | 2.3 |
| Ethical | 2 | 1.5 |
| Counseling was attempted and it was unsuccessful | 10 | 7.7 |
| No counseling would have worked | <u>17</u> | <u>13.1</u> |
| | <u>130</u> | <u>99.9%</u> |

END