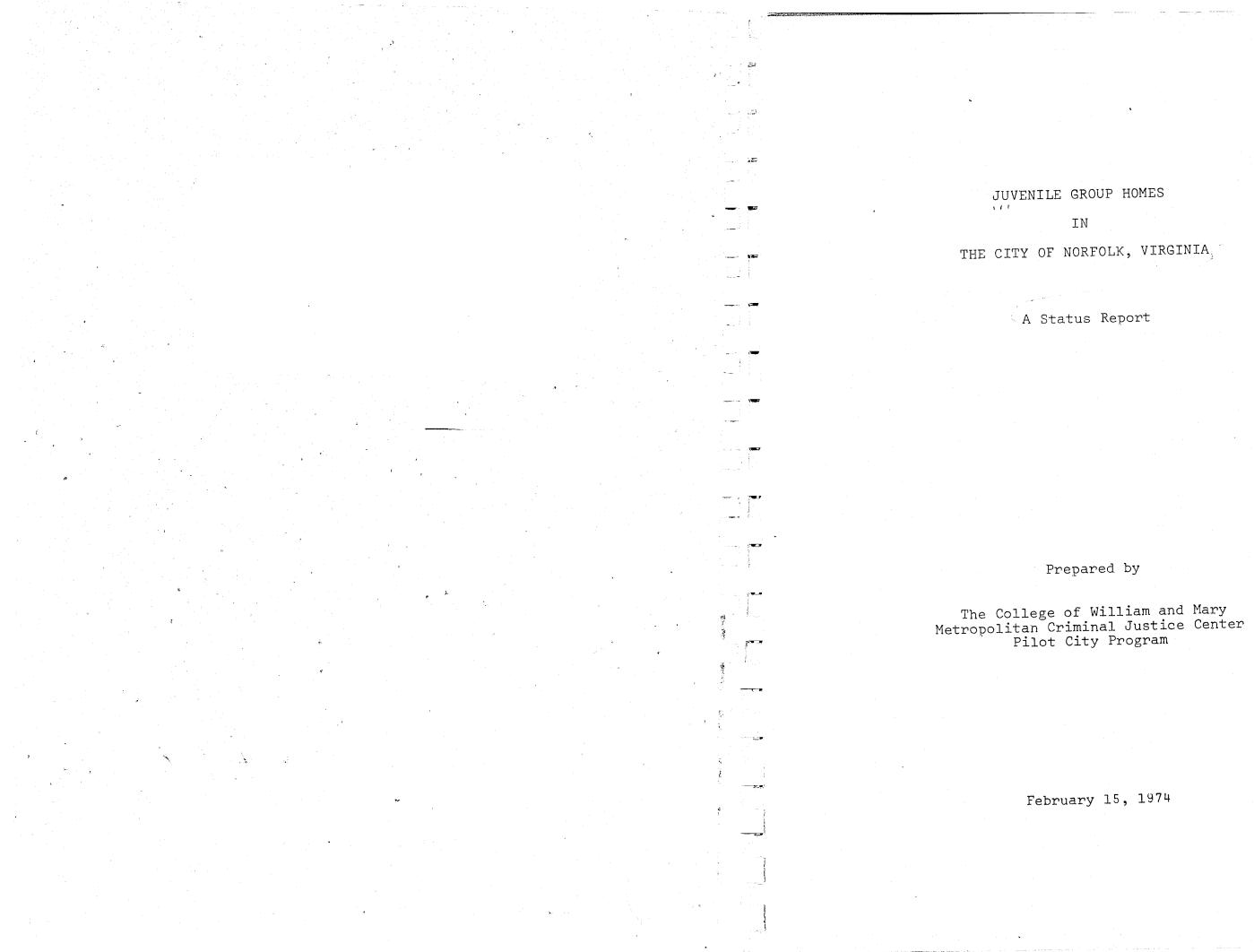


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Prepared by

February 15, 1974

The Metropolitan Criminal Justice Center operates the Pilot City program in Chesapeake, Norfolk, Portsmouth, and Virginia Beach, Virginia. Established in September, 1971, the Center is a research and program planning and development component of the College of William and Mary in Williamsburg, Virginia. The Center's Pilot City program is one of eight throughout the nation funded by the Law Enforcement Assistance Administration of the U. S. Department of Justice. The basic purpose of each Pilot City project is to assist local jurisdictions in the design and establishment of various programs, often highly innovative and experimental in nature, which will contribute over a period of years to the development of a model criminal justice system. Each Pilot City team is also responsible for assuring comprehensive evaluation of such programs, for assisting the development of improved criminal justice planning ability within the host jurisdictions, and for providing technical assistance to various local agencies when requested.

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The Pilot City Program of the Metropolitan Criminal Justice Center is funded under Grant No 73-NI-03-0002 of the National Institute on Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration. Financial support by NILE and CJ does not necessarily indicate the concurrence of the Institute in the statements or conclusions contained in this publication.

I. INTRODUCTION AND SCOPE OF STUDY

On July 31, 1973, the City of Norfolk, Virginia, requested the Pilot City Program of the College of William and Mary's Metropolitan Criminal Justice Center to evaluate the City's need for additional juvenile group homes at the present time and through 1980. This report is submitted in response to that request.

The preparation of this report included the following steps: 1. A review of the available literature on the planning, operation, and evaluation of group homes

throughout the nation;

- occasions;
- 3. Structured interviews with City, regional, and or operation of juvenile group probation homes;
- 4. Analysis of statistical data provided by the Norfolk Juvenile and Domestic Relations Court tutions; and,
- 5. Distribution of a preliminary draft of this referred to in paragraph three, supra, and other concerned officials.

This procedure was adopted in order to provide a range of viewpoints -- City, regional, State, national, judicial, social services, planning, administrative, statistical -- which the City might want to consider, to synthesize data which the City might want to utilize, and to identify issues which the City may want to address in its planning, policy development, and decisionmaking regarding group homes between the present and 1980.

2. Inspection of the one juvenile group probation home currently operating in the City on a number of

S.

State personnel connected with the development

and the State Department of Welfare and Insti-

report for review and comment by the personnel

Effecting this purpose has been complicated by two factors. First, relevant and currently available data is not as complete as desirable. Data on the same topics provided by the Juvenile Court and by the Department of Welfare and Institutions do not always correspond exactly; these discrepancies, however, do not appear to affect any of the basic findings or trends identified in this report. More seriously, data on rates of recidivism of juvenile offenders either in general terms or by type of child, type of offense, previous record, home situation, or juvenile court disposition is not yet available.*

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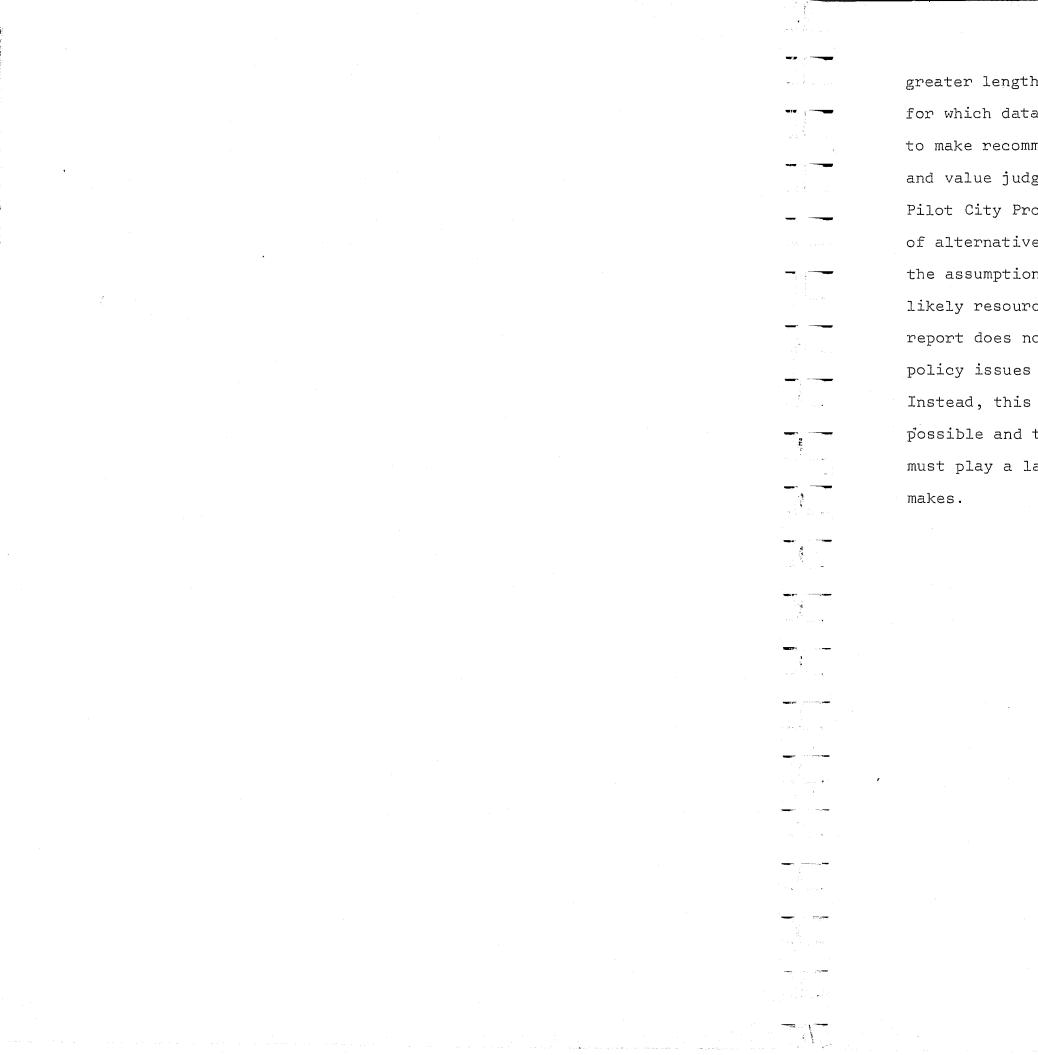
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The second and even more fundamental factor complicating the preparation of this report is the lack of any definite consensus or precise policy which the authors of this report could identify among various officials regarding what purpose or what types of children group homes in this City are intended to serve.

These two factors, together with the policy of the Pilot City Program--a research, planning, and technical assistance organization--not to affect the decision-making of City officials by recommending one policy over another, have determined the form and the content of the "Conclusions and Policy Issues" section of this report. That section briefly states the factual conclusions which can be reliably drawn from the data presented at

* The Pilot City Program has collected and is currently analyzing recidivism data covering the past eight years. This report will be completed in the Spring of 1974.

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greater length in the body of the report and identifies areas for which data is not available. Then, instead of proceeding to make recommendations (which inevitably entail assumptions and value judgements which are not properly the province of Pilot City Program staff members), the report sets out a range of alternatives from which the City might choose, together with the assumptions underlying each of those alternatives and the likely resource requirements of each alternative. Thus, this report does not attempt to resolve or suggest the resolution of policy issues which are properly the province of City officials. Instead, this report attempts to provide as complete data as possible and to identify underlying assumptions and issues which must play a large role in the ultimate decisions which the City

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II. CONCLUSIONS AND POLICY ISSUES

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1. Experience with group homes in other jurisdictions which has been reported in the professional literature tentatively indicates that these facilities are much less disruptive of family and community ties, no less effective, and no more and often less expensive than commitment of children to large institutions. Unfortunately, evaluation of the effectiveness or the cost-effectiveness of residential group home programs for juvenile offenders has not been methodologically adequate. The City Council may want to consider, therefore, whether the City's group homes for juvenile offenders should be subjected to comprehensive, independent, long-term, reliable, and valid evaluation. This kind of comprehensive evaluation would be greatly facilitated by the new automated information management system but would nevertheless be demanding in terms of control groups, cost monitoring and specification, follow-up studies, etc. Such evaluation, if properly conducted, would be of national importance; thus, it should be possible to interest professional evaluators from Norfolk State University, Old Dominion University, or the College of William and Mary to conduct such an evaluation at little or no expense. (The Pilot City Program would be happy, of course, as part of its responsibilities to the City, to provide such an evaluation or to work with others on such an undertaking.)

2. Stanhope House, the current group home for boys, is located in a building constructed especially for use as a group home. The group home for girls will be located in a purchased facility. The City Council may wish to consider adopting a policy of only renting locations for any additional group home until such time as the relative capital and operating expense of renting, purchasing, or constructing group home facilities is determined and/or until evaluations, if conducted, indicate the degree of effectiveness and cost-effectiveness of various group home sizes, organization, clientel, programs, and facilities.

3. If the City Council decides that group homes should house some or all children who would otherwise be committed to the State Department of Welfare and Institutions, it and the Juvenile Court may want to decide which of this group of children should be served in City residential group homes. For example, (assuming a six month average period of residence and based on projected fiscal 1973 figures):

-4-

time will be required.

(a) If the City and the Court wish to totally avoid commitment to SDWI, facilities to serve at least 56 children at any one

- at any one time.

4. If the City Council decides that group homes should house some children who would otherwise be sentenced to the City Jail, it and the Juvenile Court may want to decide which of this group of children should be served in City residential group homes. For example (assuming a six-month average period of residence and based on fiscal 1973 figures):

5. If the City Council decides that group homes should serve as an alternative or supplement to probation and, therefore, serve some of the children who are now being placed on probation, it and the Juvenile Court may want to decide:

rence).

(b) If the City and the Court wish to provide City residential care for children who would be committed to SDWI for their involvement in offenses against decency, morality, and good order (primarily the status offenses of incorrigibility and running away) it would need to provide facilities to serve at least 28 children

(c) If either of the preceding two policies were adopted, the City and the Court would need to determine how many required beds can be eliminated by the diversion of children from adjudication by the Court's Family Crisis Intervention Unit.

(a) If the City and the Court wish to totally avoid the placement of juveniles in the City Jail as a dispositional alternative, group home facilities to serve 48 children at any one time would be required.

(b) If the City and the Court wish to avoid the commitment of certain types of children to the City Jail, planning efforts for alternative group home facilities would seem to have to await the development of more specific data regarding the number of various types of children (age, sex, offense) now being sentenced to the Jail.

(a) Whether it is appropriate to increase the restrictions on the liberty of individuals solely for reasons of rehabilitative treatment (as opposed to punishment or deter-

-5-

(b) Which of this large group of children should be served in City residential group homes. Again, planning for this alternative would seem to require more specific data regarding the types of children being placed on probation than is now available and consideration of the impact of the Court's Family Crisis Intervention Unit on the number of adjudicated status offenders and the size and, therefore, effectiveness of probation officer caseloads.

6. If the City Council decides that policy questions such as those raised in paragraphs 3,4, and 5, should not be finally resolved until actual operating experience with group homes is obtained, it would seem to need to decide whether the requisite experience and evaluation can be gained from the two homes for which funds have been appropriated or from three or four agespecific homes. This would seem to be a determination on which recommendations should be solicited from the responsible Juvenile Court officials.

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7. If the City wishes, the Pilot City Program will be happy to provide more detailed analysis and other planning assistance as additional data becomes available and on the basis of whatever policy decisions the City may reach.

III. GROUP HOMES: A BRIEF SUMMARY

The term "group home" has been applied to a variety of pretrial and post-trial, community-based, treatment-and nontreatment-oriented facilities and methods, including group foster homes, residential or non-residential pre-release guidance centers, half-way houses, non-residential community centers, residential facilities utilized as alternatives to incarceration in much larger, usually non-local institutions, and residential facilities utilized as an alternative to or supplement to placement on probation. The various types of group homes have also varied tremendously in their intake criteria, clientel, treatment methods, treatment goals, physical features, and financial arrangements.

The broad variety of approaches included under the "group home" rubric is attributable to four interrelated developments to which it appears the group home concept is intended to respond. First, the past decade has seen overwhelming criticism of the debilitating--and, it is claimed, the inherently debilitating-effects of large institutions on their inhabitants, whether those residents are children, adult offenders, or mental patients. The result of these criticisms, usually based on more or less well documented exposés of institutional conditions and abuses, has been, quite naturally, a strong call for a movement to much smaller, locally controlled facilities for residential care and treatment.

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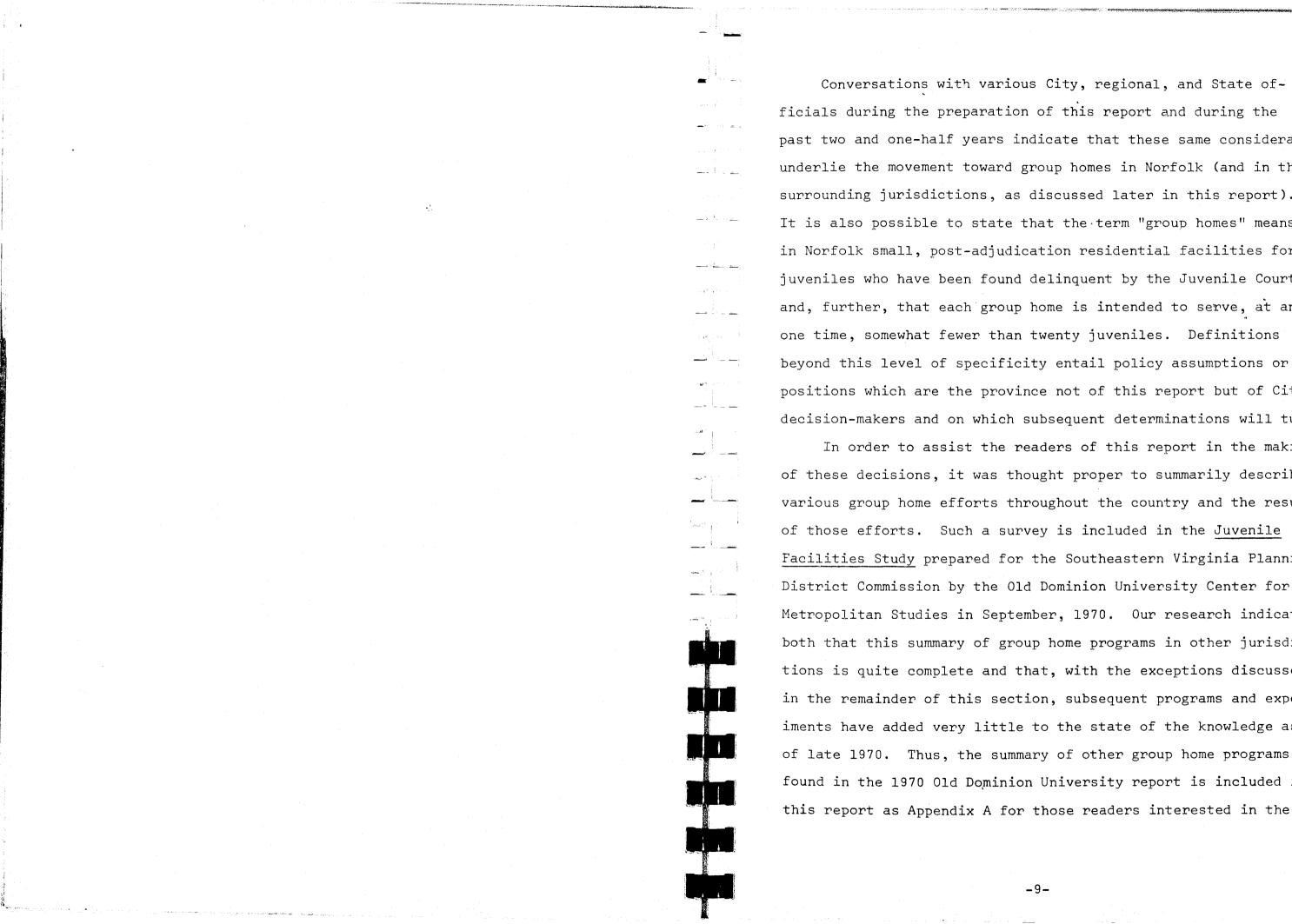
A second trend, closely related to the concern with allegedly inhumane conditions in large institutions, has been a documented realization that large institutions are not successfully rehabilitating their inmates. The stubbornly and consistently high recidivism rates have also contributed to the demand for and movement toward small facilities in urban areas serving citizens from the given locality.

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In all institutions, large and small, there has been substantial emphasis on what has been called "milieu therapy," under which, in theory, all staff members and all institutional rules and procedures contribute positively to the improvement of the resident population. In large institutions, with their heavy overlay of security and administrative personnel, this theory has proven illusory at best. A genuine "total treatment milieu" seems more easily achievable in very small facilities.

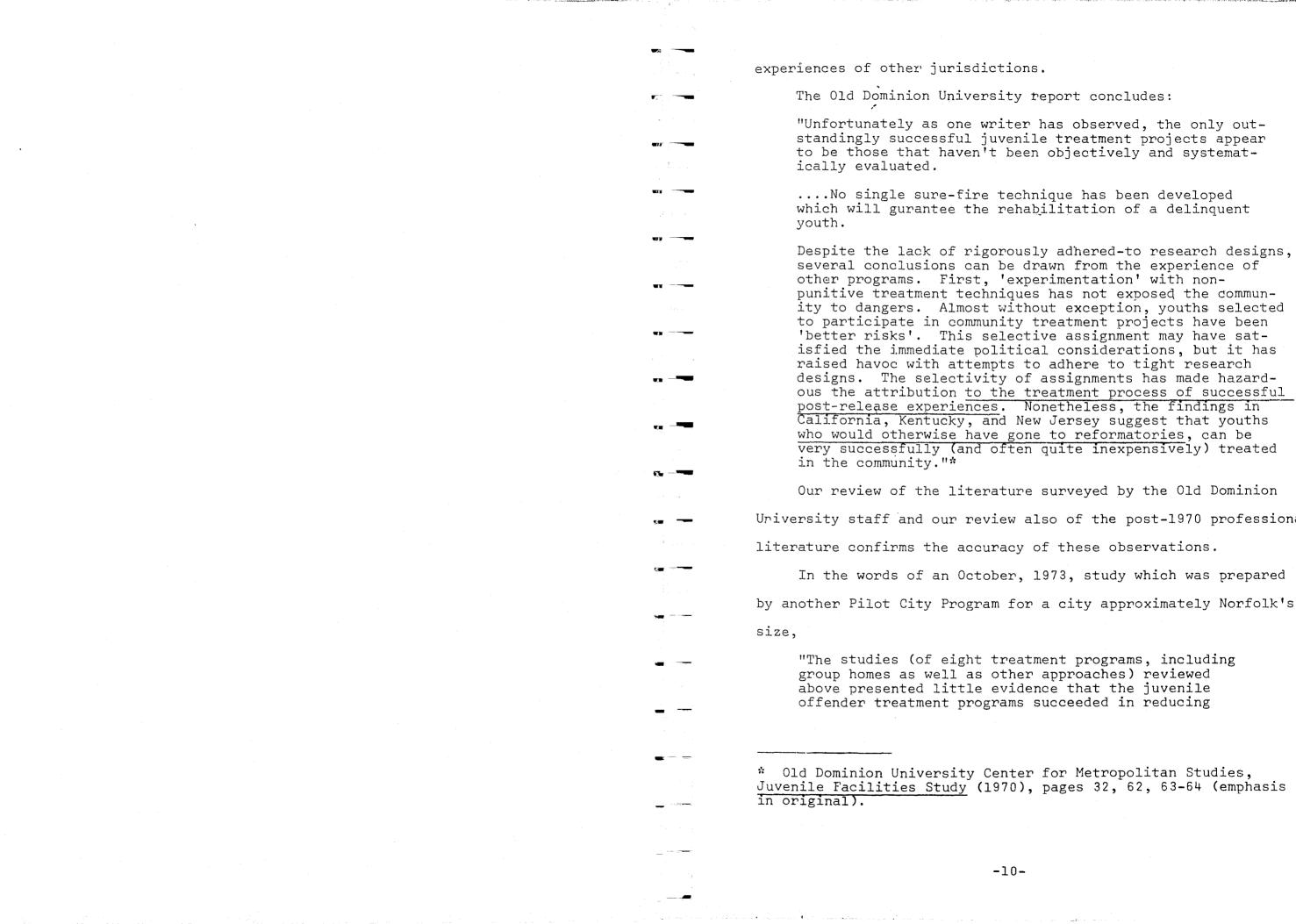
Fourth, the expense of large institutional care has skyrocketed. It is not uncommon for annual expenditures to average \$5,000 to \$15,000 per inmate. Even more troubling to many observers has been the fact that it has proven impossible to assure that every resident does indeed have allocated to him the average amount of resources, whatever that average may be. Thus, many persons in institutions consume a much higher amount of these scarce treatment resources while others will be virtually ignored. Much smaller facilities, it is felt, offer potential cost savings per patient; even if the savings do not materialize fully or at all, there should, it is felt, be almost no likelihood of residents simply being ignored.

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Conversations with various City, regional, and State officials during the preparation of this report and during the past two and one-half years indicate that these same considerations underlie the movement toward group homes in Norfolk (and in the surrounding jurisdictions, as discussed later in this report). It is also possible to state that the term "group homes" means in Norfolk small, post-adjudication residential facilities for juveniles who have been found delinguent by the Juvenile Court and, further, that each group home is intended to serve, at any one time, somewhat fewer than twenty juveniles. Definitions beyond this level of specificity entail policy assumptions or positions which are the province not of this report but of City decision-makers and on which subsequent determinations will turn. In order to assist the readers of this report in the making of these decisions, it was thought proper to summarily describe various group home efforts throughout the country and the results of those efforts. Such a survey is included in the Juvenile Facilities Study prepared for the Southeastern Virginia Planning District Commission by the Old Dominion University Center for Metropolitan Studies in September, 1970. Our research indicates both that this summary of group home programs in other jurisdictions is quite complete and that, with the exceptions discussed in the remainder of this section, subsequent programs and experiments have added very little to the state of the knowledge as of late 1970. Thus, the summary of other group home programs found in the 1970 Old Dominion University report is included in

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standingly successful juvenile treatment projects appear to be those that haven't been objectively and systemat-

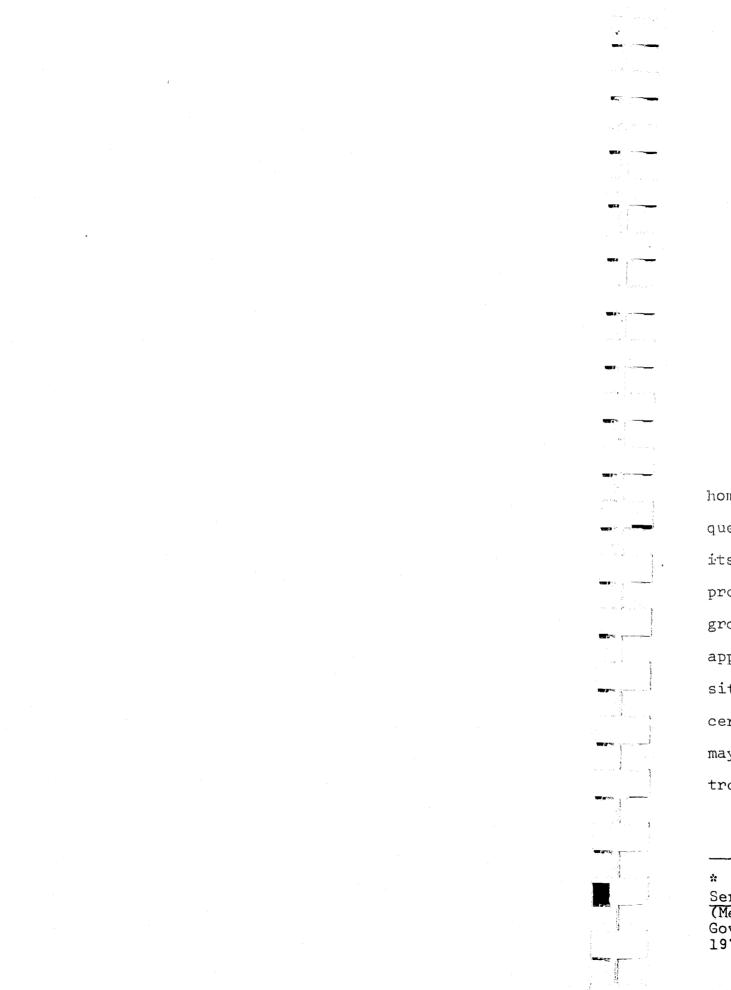
which will gurantee the rehabilitation of a delinquent

Despite the lack of rigorously adhered-to research designs, several conclusions can be drawn from the experience of punitive treatment techniques has not exposed the community to dangers. Almost without exception, youths selected to participate in community treatment projects have been 'better risks'. This selective assignment may have satisfied the immediate political considerations, but it has raised havoc with attempts to adhere to tight research designs. The selectivity of assignments has made hazardous the attribution to the treatment process of successful post-release experiences. Nonetheless, the findings in California, Kentucky, and New Jersey suggest that youths who would otherwise have gone to reformatories, can be very successfully (and often quite inexpensively) treated

Our review of the literature surveyed by the Old Dominion University staff and our review also of the post-1970 professional In the words of an October, 1973, study which was prepared

"The studies (of eight treatment programs, including

Juvenile Facilities Study (1970), pages 32, 62, 63-64 (emphasis



delinquency, and much evidence that they failed. Only three of eight programs (Youth Center Research Project, Street Corner Research Project, and Achievement Place, a group home) showed evidence of success, and there is a very real possibility that the apparent success is an artifact of the three evaluations, which are the three weakest, methodologically, of the eight.

.....We do know that the three successful programs served boys all of whom had quite extensive delinquency histories, whereas the unsuccessful programs (with the exception of the Silver Lake Program) had target groups that included many non-offenders and youths with only minor records, or target groups from which juveniles with certain serious prior offenses had been excluded (e.g., the Community Delinquency Control Project excluded boys committed to training school for any violent crime). This suggests the very tentative conclusion that it is easier to achieve a reduction in delinquent behavior with serious juvenile offenders than with non-serious juvenile offenders.*

Neither the difficulty of defining precisely what a "group home" is nor the mixed results of group home and other delinquency treatment programs reported in the literature (which itself is of very mixed quality) necessarily consitute, in the professional opinion of the staff members preparing this report, grounds in and of themselves for dismissing the group home approach to problems of juvenile delinquency. Rather, both situations -- the variety of "group home" modalities and the uncertain results of this and all other treatment programs -may merely caution that any jurisdiction concerned for its troubled children and interested in exploring the group home

^{*} Clarke, The Contribution of Juvenile Offender Treatment and Service Programs to the Reduction of Juvenile Delinquency (Mecklenburg Criminal Justice Pilot Project, Institute of Government, University of N. Carolina at Chapel Hill, Oct., 1973, pages 20-21.

approach must define its goals, chart its course, and monitor its efforts more carefully than others have in the past. The remainder of this report attempts to provide data which will be of at least some assistance in answering questions which the City's decision-makers may consider relevant to their deliberations.

IV. DELINQUENCY CASELOADS IN THE NORFOLK JUVENILE AND DOMESTIC RELATIONS COURT

The Norfolk Juvenile and Domestic Relations Court heard 7,886 delinquency cases between July 1, 1970, and March 31, 1973.* Of that total, 2,673 of the delinquency cases were adjudicated in fiscal 1971, 2,966 of these cases were heard in fiscal 1972, and 2,207 were heard during the first nine months of fiscal 1973, (yielding a twelve-month projection for fiscal 1973 of 2,944 cases).** Thus, the delinquency case load of the Court, which increased by 11% in fiscal 1972, apparently will have stabilized in fiscal 1973.

Status Offenses

During fiscal 1971, 649 cases involving status offenses were adjudicated by the Juvenile Court. This total consisted of 272 cases of incorrigibility, 325 runaway cases, and 52 cases of truancy. (Of the 325 runaway cases, 195 of these juveniles were local residents, while 130 were residents of some other jurisdiction. In regard to out-of-town runaway juveniles, the Norfolk Juvenile Court usually serves only as custodian until proper custody and transportation arrangements can be made by

* This figure excludes traffic cases and custody adjudications. ** At the present time, data for the last three months of fiscal 1973, is not available. To provide a comparison of the three fiscal year periods, twelve-month figures are projected for fiscal 1973 at points during this discussion where they are nec-

essary.

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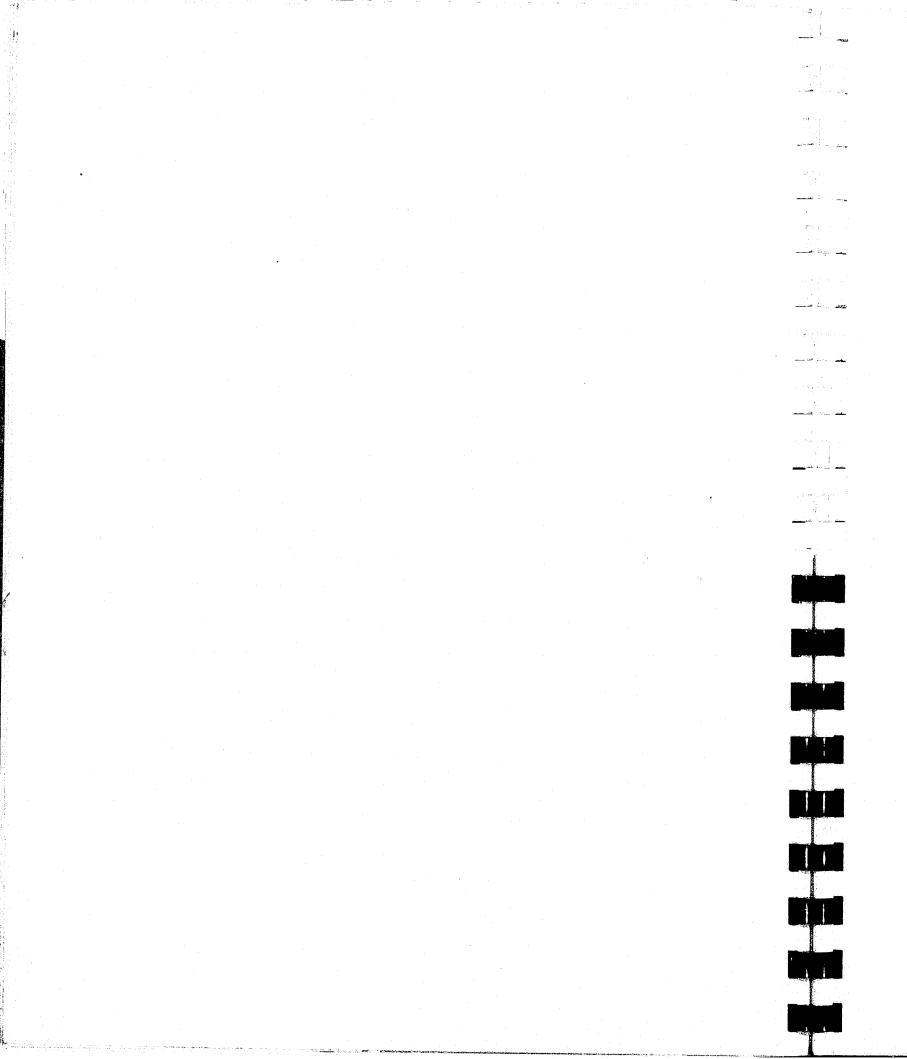
parents, guardians or authorities of that particular area.) Status offenses accounted for 24% of the delinquency cases heard in fiscal 1971.

TABLE 1 - FISCAL YEAR

				· · · · · · · · · · · · · · · · · · ·	
	Boys	Girls	Total	% of category	% of delinquency cases
Incorrigibility	153	119	272	42	10
Truancy	30	22	52	8 '	• 2
Runaway L/O	87/69	108/61	325	50	12
Totals	339	310	649	100	24
*L-Local					
0-Out of town					

Of the 3,045 cases adjudicated in fiscal 1972, 752 (or 25%) involved status offenses. This was an increase of 103 cases in comparison to the previous fiscal year, an increase of 15.9%. Seventy-one (71) cases of truancy were heard during fiscal year 1972, an increase of 36.5% over the number of truancy cases heard in fiscal 1971. Four hundred twenty (420) runaway cases were adjudicated in fiscal 1972, an increase of 29%. Incorrigibility cases totaled 261 in fiscal year 1972, a decrease of about 4% in comparison with the previous year. The following table summarizes fiscal 1972 status offenses.

1971 -	STATUS	OFFENSES
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	Boys	Girls	Total	% of category	% of delinquency cases
Incorrigibility	160	101	261	35	9
Truancy	45	26	- 71.	9	2
Runaways L/O	96/65	169/90	420	56	14
Totals	366	386	752	100	25
*L-Local	-				
0-Out of town					. 4 7

Four hundred, eight-six cases involving status offenses were heard by the Juvenile Court during the first nine months of fiscal 1973. This translates into a twelve-month projection of 648 cases, 22% of the Court's total delinquency caseload. Thus, total status offenses during fiscal 1973 will have dropped off by approximately 100 from fiscal 1972, returning to approximately the fiscal 1971 level.

One hundred, ninety-two cases of incorrigibility were heard during the first nine months of fiscal 1973. A projected twelvemonth figure would be 256 cases. This compares to 272 in fiscal 1971 and 261 cases in fiscal 1972. Thus, cases involving alleged incorrigibility appear to be stabilizing.

Forty-three truancy cases were heard during first nine months of fiscal 1973; the twelve-month projection indicates a total of 57 such cases in fiscal 1973. This projection shows an increase of only five cases over fiscal 1971, and a decrease of 14 cases from fiscal 1972.

TABLE 2 - FISCAL YEAR 1972 - STATUS OFFENSES

	Boys	Girls	lotal	Projected total for 12 months	% of category	% of delin- quency cases
Incorrigibility	111	81	192	256	39	9
Truancy	28	15	43	57	9	2
Runaways L/O	47/34	128/42	251	335	`52	11
Totals	220	266	486	648	100	22
*L-Local						
0-Out of Town						

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Thus, status offenses account for almost 1/4 (23.6%) of all delinquency cases heard in the Juvenile Court. The number of such offense cases increased significantly in fiscal 1972 and apparently decreased significantly in fiscal 1973, suggesting that these cases are at least stabilizing in number. There is also no indication that the relative proportions of the various types of status offenses -- incorrigibility, runaway, truancy -- have appreciably changed in recent years, (although runaways have fluctuated).

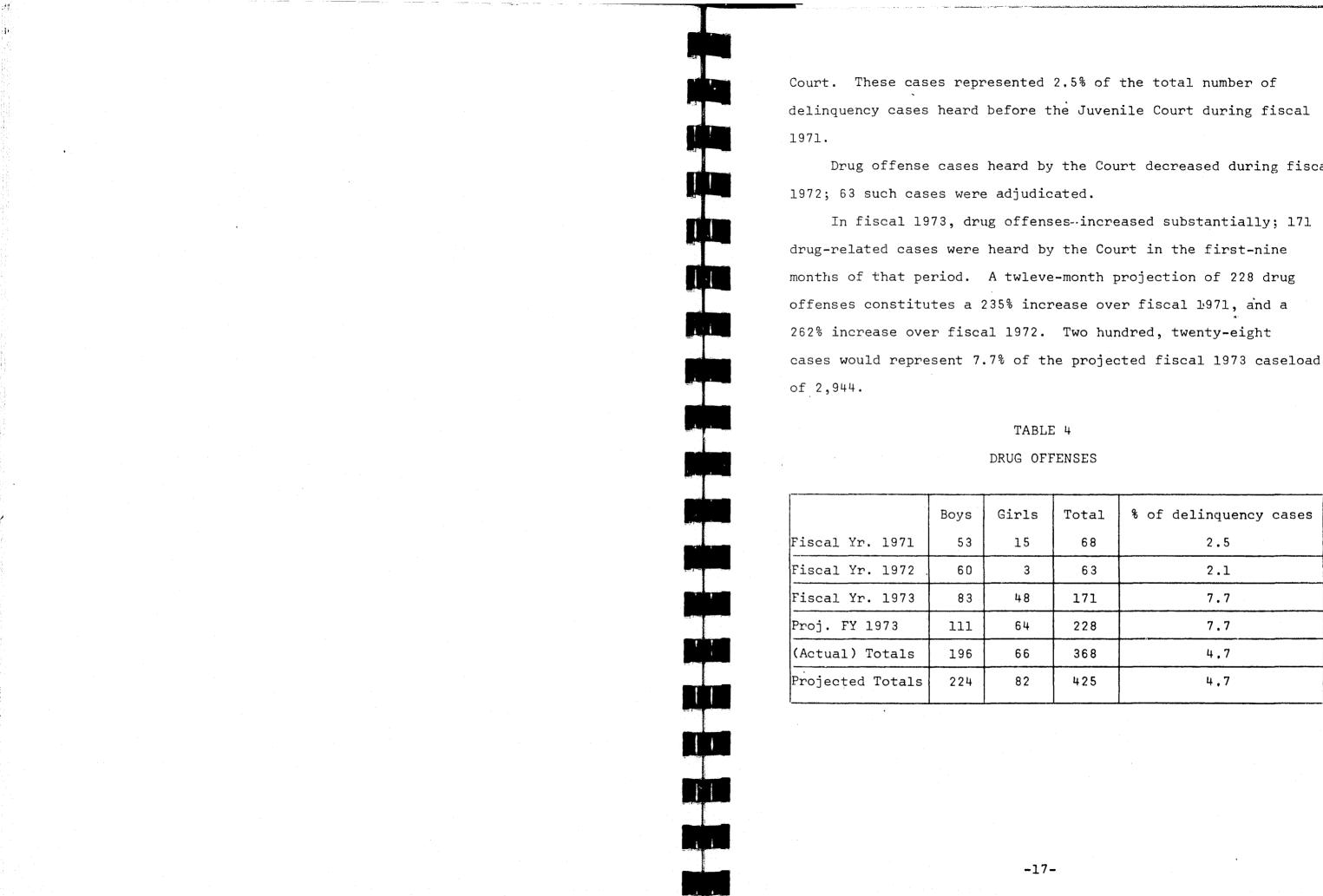
Drugs

Court records indicate that during fiscal 1971, 68 cases of drug offenses -- the use or sale of various drugs (hallucinogenics, barbituates, and inhalation of toxic vapors) -- were heard by the

TABLE 3

FISCAL YEAR - 1973 (JULY, 1972 - MARCH, 1973) STATUS OFFENSES

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delinquency cases heard before the Juvenile Court during fiscal

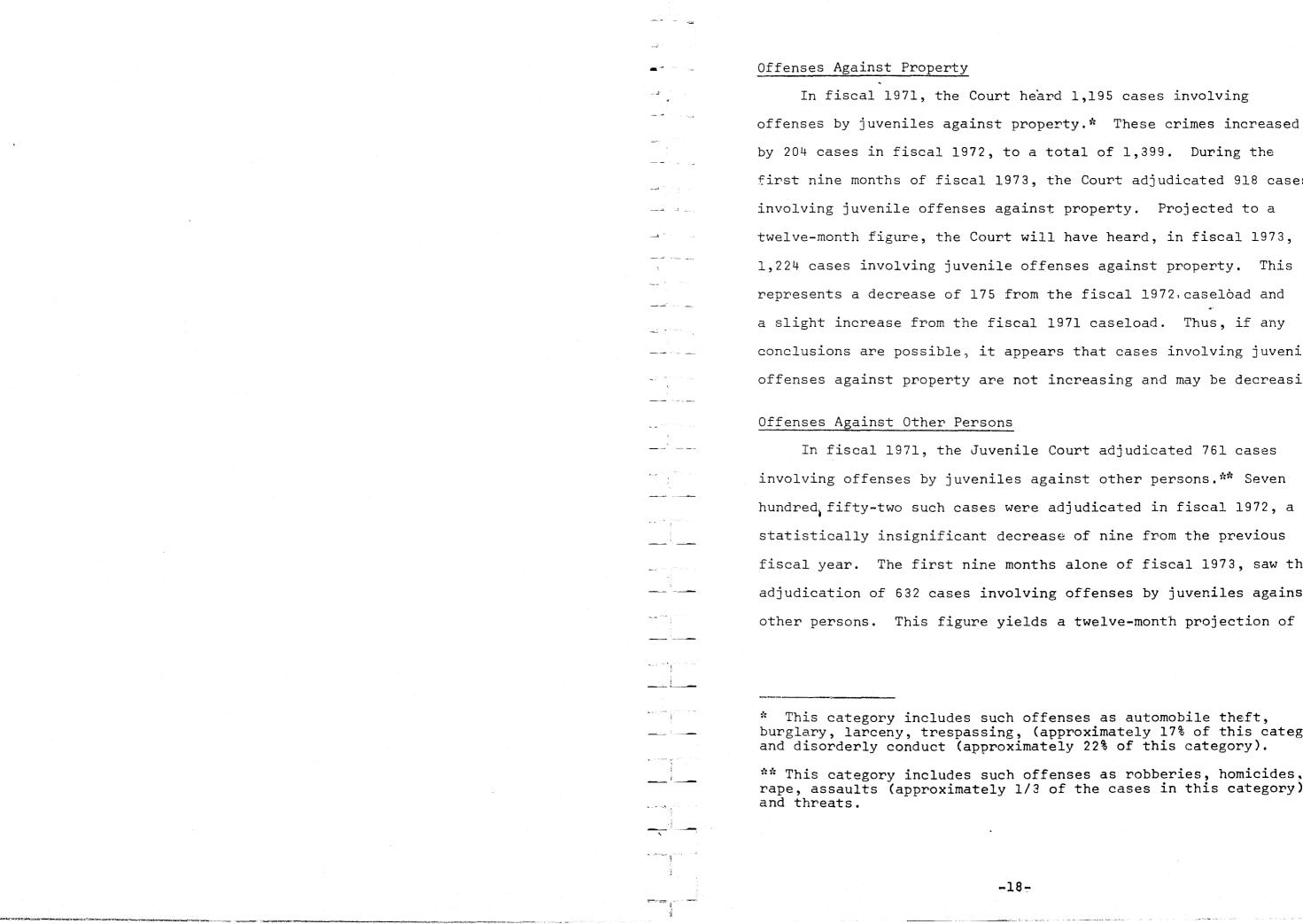
Drug offense cases heard by the Court decreased during fiscal

drug-related cases were heard by the Court in the first-nine months of that period. A twleve-month projection of 228 drug offenses constitutes a 235% increase over fiscal 1971, and a

TABLE 4

DRUG OFFENSES

5	Total	% of delinquency cases
	68	2.5
	63	2.1
	171	7.7
	228	7.7
	368	4,7
	425	4.7



offenses by juveniles against property.* These crimes increased first nine months of fiscal 1973, the Court adjudicated 918 cases twelve-month figure, the Court will have heard, in fiscal 1973, 1,224 cases involving juvenile offenses against property. This conclusions are possible, it appears that cases involving juvenile offenses against property are not increasing and may be decreasing.

In fiscal 1971, the Juvenile Court adjudicated 761 cases hundred, fifty-two such cases were adjudicated in fiscal 1972, a fiscal year. The first nine months alone of fiscal 1973, saw the adjudication of 632 cases involving offenses by juveniles against other persons. This figure yields a twelve-month projection of

burglary, larceny, trespassing, (approximately 17% of this category)

rape, assaults (approximately 1/3 of the cases in this category),

844 juvenile cases involving offenses against other persons, an increase of 10% over fiscal 1971, and 12% over fiscal 1972. Thus, along with drug offenses, this category, if projected 1973 figures are accurate, will show a substantial increase over previous years.

Table 5 summarizes the findings regarding juvenile offenses against other persons and against property for the three-year period under consideration.

Year	Persons	% of cases delinquent	Property	% of cases delinquent	Total
F.Y. 1971	761	28.1	1,195	40.9	1,956
F.Y. 1972	752	24.7	1,399	45.9	2,230
F.Y. 1973	632	29.2	918	42.3	1,550

Dispositions: Probation

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Seven hundred, fifty-four children were placed on probation during fiscal 1971. In fiscal 1972, the number of juveniles placed on probation increased by 6% to 803 cases. A twelvemonth projection for fiscal 1973 indicates that 784 children will have been placed on probation, a decrease of 2.3% from fiscal 1972. Table six summarizes these findings. (Data breaking down the probation caseload by type of case are not available.)

TABLE 5

OFFENSES AGAINST PERSONS AND PROPERTY

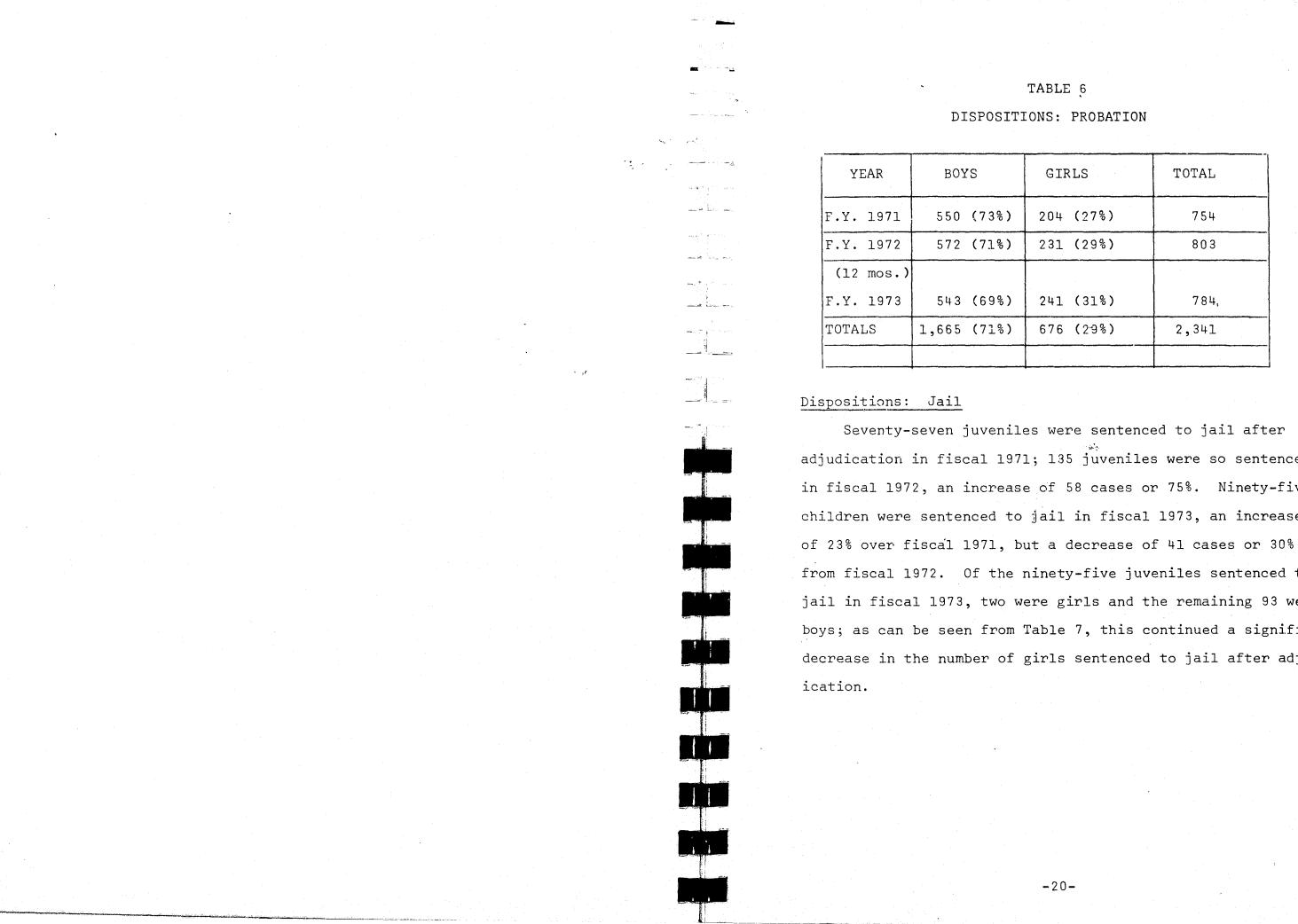
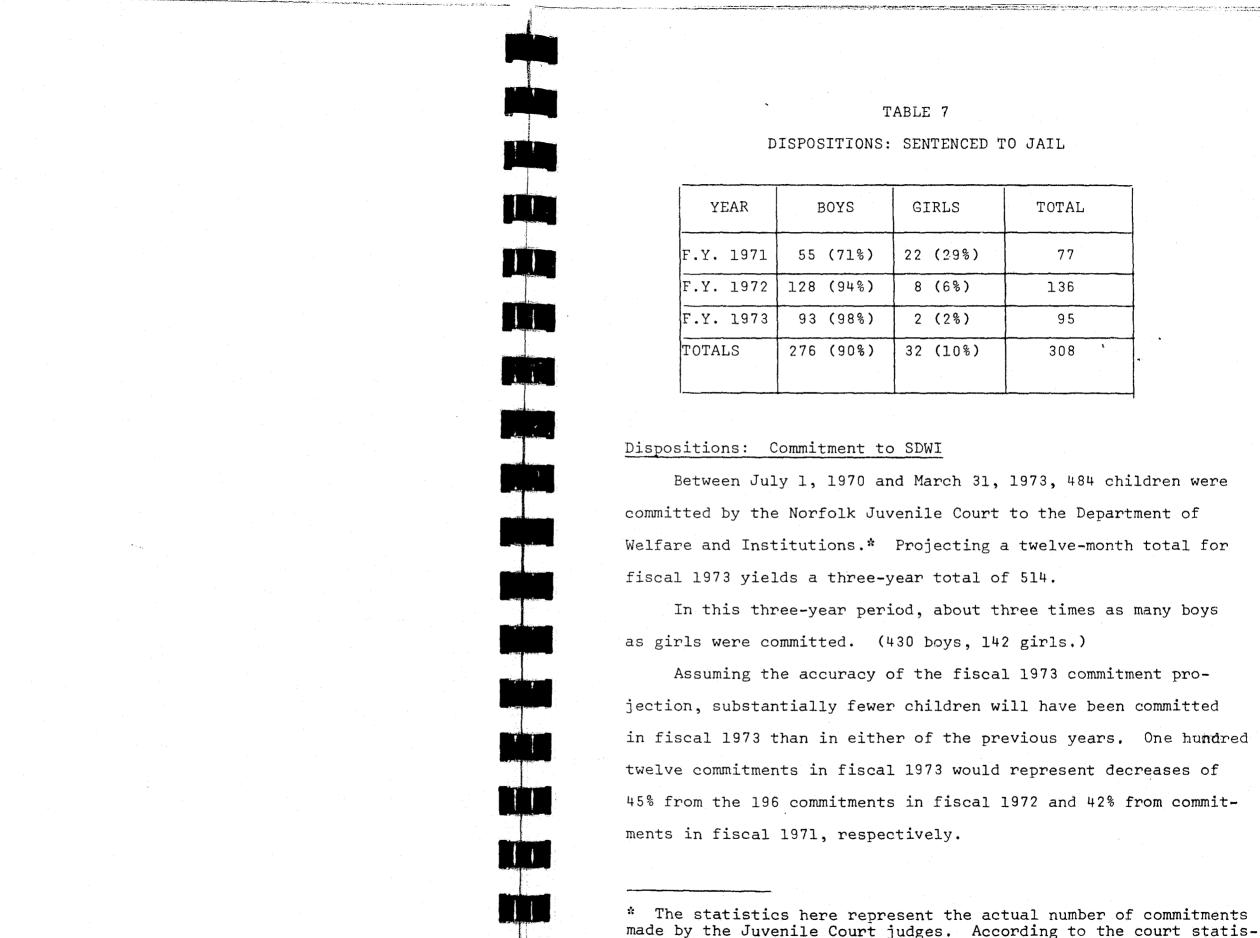


TABLE 6

GIRLS	TOTAL
04 (27%)	754
31 (29%)	803
241 (31%)	784,
76 (29%)	2,341

Seventy-seven juveniles were sentenced to jail after adjudication in fiscal 1971; 135 juveniles were so sentenced in fiscal 1972, an increase of 58 cases or 75%. Ninety-five children were sentenced to jail in fiscal 1973, an increase from fiscal 1972. Of the ninety-five juveniles sentenced to jail in fiscal 1973, two were girls and the remaining 93 were boys; as can be seen from Table 7, this continued a significant decrease in the number of girls sentenced to jail after adjud-

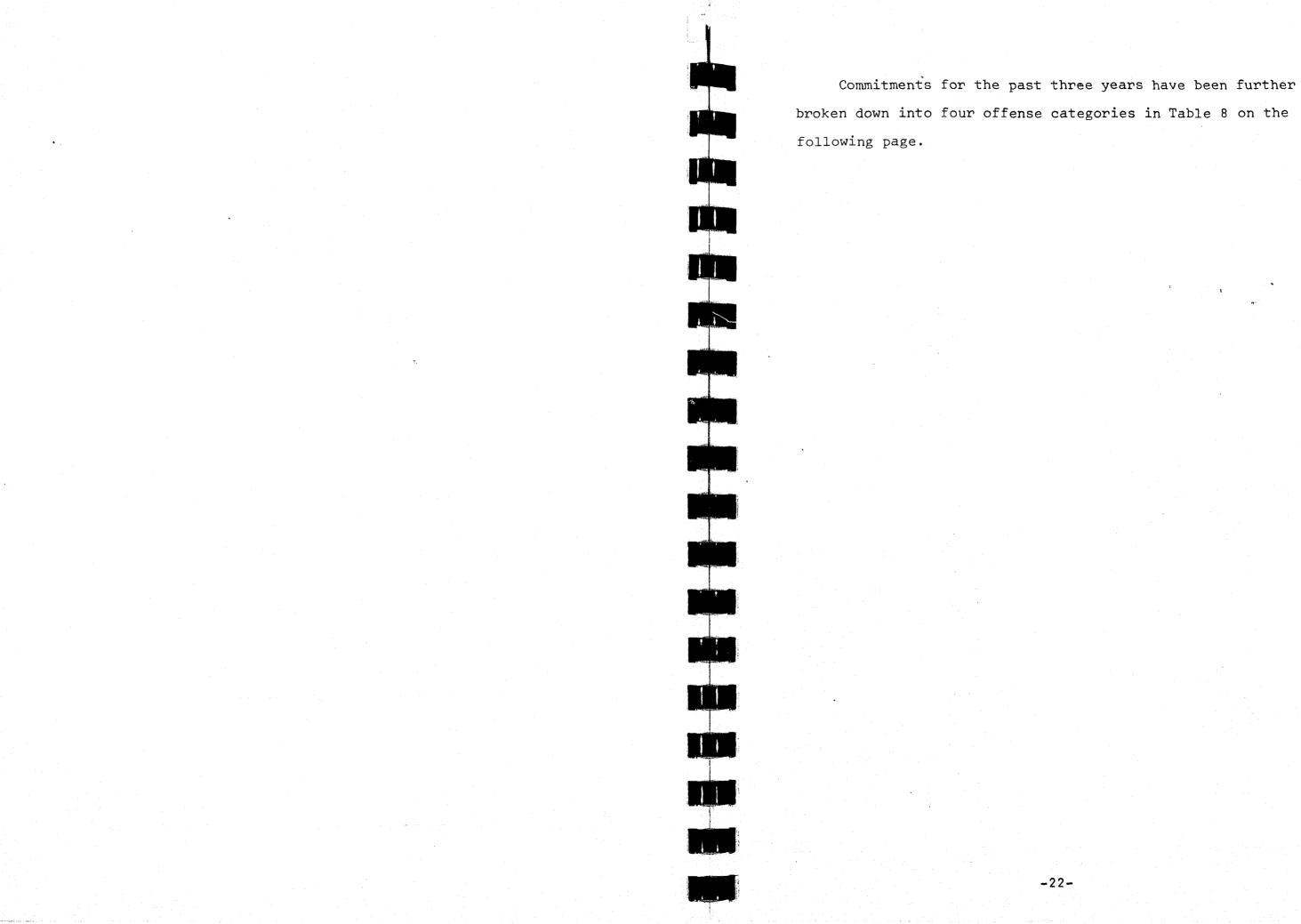
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Court.

GIRLS	TOTAL	
22 (29%)	77	
8 (6%)	136	
2 (2%)	95	
32 (10%)	308 '	-
	L	

tician, this data is prior to appeal or any other action by the



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	TABLE 8			
	COMMITMENTS TO SDV	JI		
		· · · · ·		
	1971	1972	1973-9	
	19/1	1372	mos.	<u> 1973-P</u> rojs
PERSONS				
1. Assault simple	11	11 2	6	
2. Assault with weapon 3. Offenses as persons	n s-all other l	ų	3	
4. Murder	1.			
5. Manslaughter 6. Rape (by force)				
6. Rape (by force) 7. Threatening bodily 8. Robbery attempted	harm	4		
8. Robbery attempted a		-	1	
Subtotal	14 (7.1%)	21(10.2%)	9 (10.7%)	12
PROPERTY				
1. Auto tampering	8	3	5	
2. Auto theft	$\frac{5}{14}$	24	3 8	
3. Burglary (break & 4. Concealment: MDSE		7 4	3	
5. Destroy or damage	property 14	10	Ţ	
6. Grand larceny 7. Petit larceny	14	22	5 3	
8. Trespassing 9. All others	92	16 11	5	
J. AII Others			2	
Subtotal	67 (34.2%)	97(47.1%)	28(33.3%)	37
DECENCY, MORALITY, GO	OD ORDER			
1. Alcohol abuse/viol				
2. Curse & above	3	7	3	
3. Disorderly conduct 4. Drug abuse	4	1	3	
5. Incorrigibles 6. Runaways	49 44	34 41	22 11	
7. Truancy	4	1	1	
8. Gambling 9. Immoral conduct	3		1	
	· · · · · · · · · · · · · · · · · · ·			
Subtotal	113(57.6%)	85(41.3%)	41(48.8%)	55
PUBLIC JUSTICE & ADM	1IN.		i	
1. Escape from custod	ly 2	3	6	
2. Failure to appear 3. Failure to comply				
	· · · · · · · · · · · · · · · · · · ·	· · · · · · · · · · · · · ·		
Subtotal	2 (1%)	3 (1.4%)	6 (7.1%)	8
TOTAL COMMITMENTS	196	206	84	112
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Offenses Against Persons

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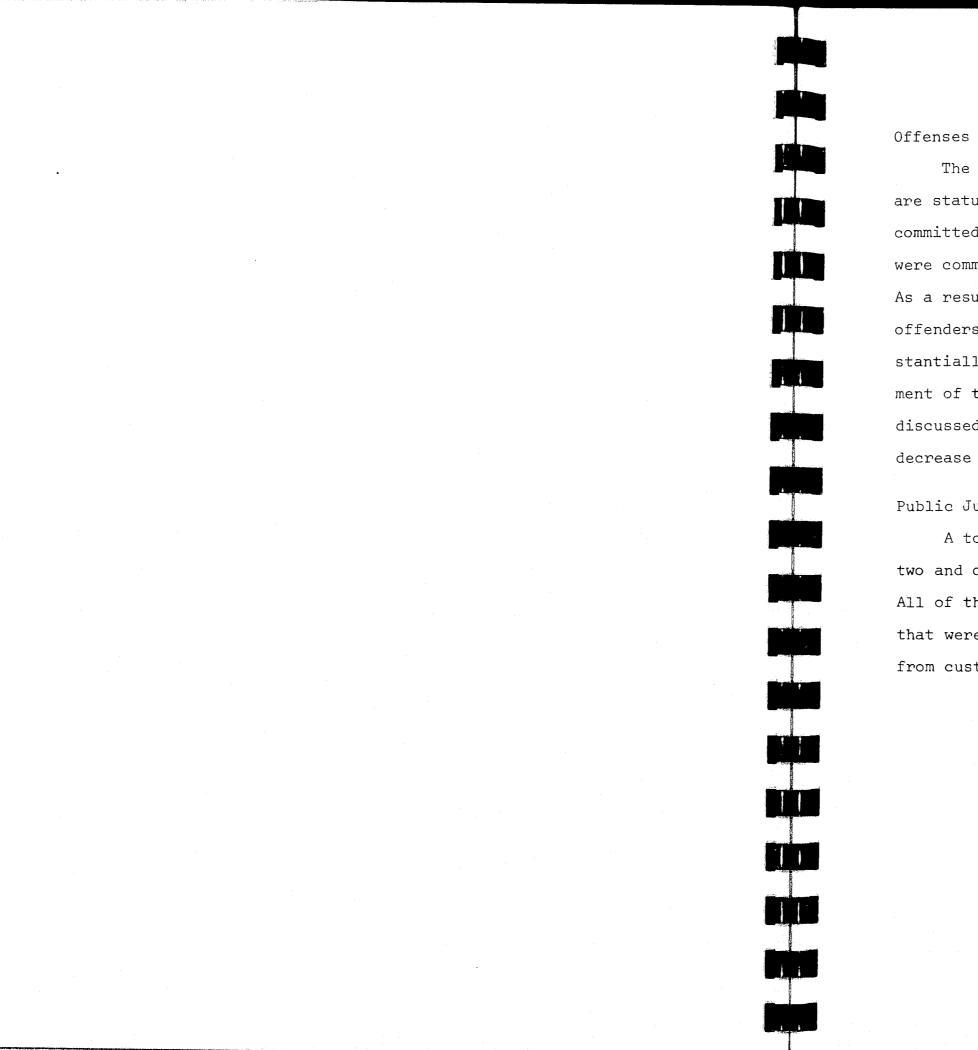
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A total of 44 children were committed to SDWI as a result of offenses against persons during the 2 1/2 fiscal years. Nine of the commitments were during the nine-month reporting period of fiscal 1973. A projection from nine months to a year would mean 12 commitments in this category during fiscal 1973. There were 21 such commitments in fiscal 1972 and 14 in fiscal 1971. Thus, the number of children involved in offenses against other persons who are committed appears to fluctuate, but the total number remains quite small. Within this category simple assault resulted in the greatest number of cases being committed during the three-year period (28 or 44 cases). (Children allegedly involved in more serious crimes against other persons were probably tried as adults.)

Offenses Against Property

During fiscal year 1972, nearly 50% of all committed children were involved in crimes against property. Such crimes accounted for only one-third of total commitments in fiscal 1971. and the first half of fiscal 1973. Within this category, larceny and burglary offenses account for approximately half of all commitments each year. Like offenses against other persons, this category of commitments will apparently have decreased significantly in fiscal 1973.

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Offenses Against Decency, Morality and Good Order The cases primarily resulting in commitment in this category are status offenses. There were 45 (projected) status cases

committed during fiscal 1973. Seventy-six status offenders were committed during fiscal 1972 and 97 during fiscal 1971. As a result of the yearly decline in commitment of status offenders, this entire category has decreased steadily and substantially over the two and one-half year period. The commencement of the Juvenile Court Family Crisis Intervention Program discussed elsewhere in this report should further substantially decrease or even eliminate these children from commitment.

Public Justice and Administration

A total of 11 persons were committed to SDWI during the two and one-half year period for offenses in this category. All of the commitments in this category are a result of cases that were finally heard before the Court on charges of escape from custody.

V. THE CURRENT STATUS OF THE RESIDENTIAL GROUP HOME PROGRAM IN NORFOLK A. Stanhope House Physical Structure Stanhope House is a new building constructed as a residential group home for boys. Parking space is available on one side of the building, and the other two sides can be used for recreational activities. The house is located in a residential area where it is the last house on the left side of a dead-end street. It is close to a bus line, thus increasing its accessibility to schools, churches, and other resources. Admission Criteria Stanhope House serves as a residence for and provides services to boys between the ages of 14 and 16. Only those boys who have been adjudicated delinquent by the Norfolk Juvenile and Domestic Relations Court may be admitted. Boys are usually committed to the house either in accordance with Section 16.1-178 (5) of the Virginia Code for an indefinite period of not less than three nor more than six months, or as a condition of the suspension of their commitment to the State Department of Welfare and Institutions. (Under this latter procedure, the applicant is also placed on twelve months probation by the Juvenile Court.) Every boy who enters Stanhope House does so voluntarily and, together with his family, enters into a written contract in -26-

which he and his family agree to abide by the rules and regulations of Stanhope House and to participate fully in the facility's programs.

To qualify for admission to residence in Stanhope House,

a boy must meet certain other criteria:

- program.
- 2. The applicant must not have any history of active homosexual activity.
- from the program.)
- the home.
- rounding community.

- diagnosis.

1. He must have the potential to benefit from participation in a short term (3-6 months) program, as contrasted to a long-term, residential counseling

3. The boy must be in good physical health. (A physically handicapped applicant is not automatically barred from the program; in such cases, an evaluation is made to determine whether the applicant is capable of taking care of himself and of benefiting

4. The applicant may not be emotionally disturbed, retarded, impulsive, or aggressive, or lacking in sufficient mental or intellectual ability to participate in community educational, vocational, or employment programs and in programs operated within

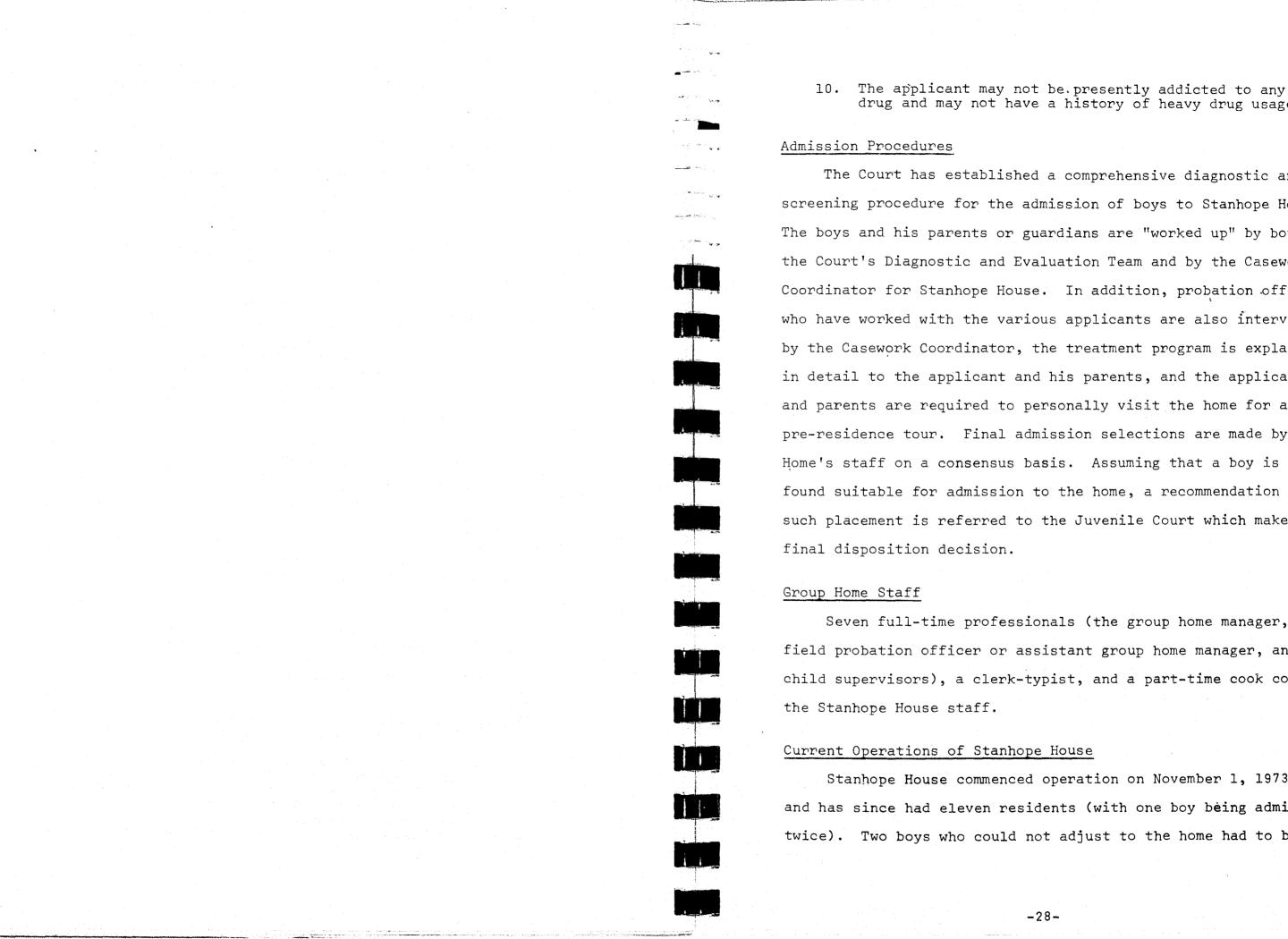
5. The applicant must be enrolled in school or in some other educational or vocational training program, or employed on a full-time basis during daylight hours.

6. The applicant's police record or court record may not be such as to indicate that he will pose a criminal threat to the citizens residing in the sur-

7. Priority is given to applicants with a history of primarily status or misdemeanor offenses.

8. The applicant may not have any court cases pending against him at the time of his admission to the home.

9. The applicant may not have been previously committed to the State Department of Welfare and Institutions, to an Adult Correctional Facility (unless incarcerated in the City Jail awaiting trial due solely to lack of space in a juvenile detention home), or to a State Mental Institution for purposes other than testing and



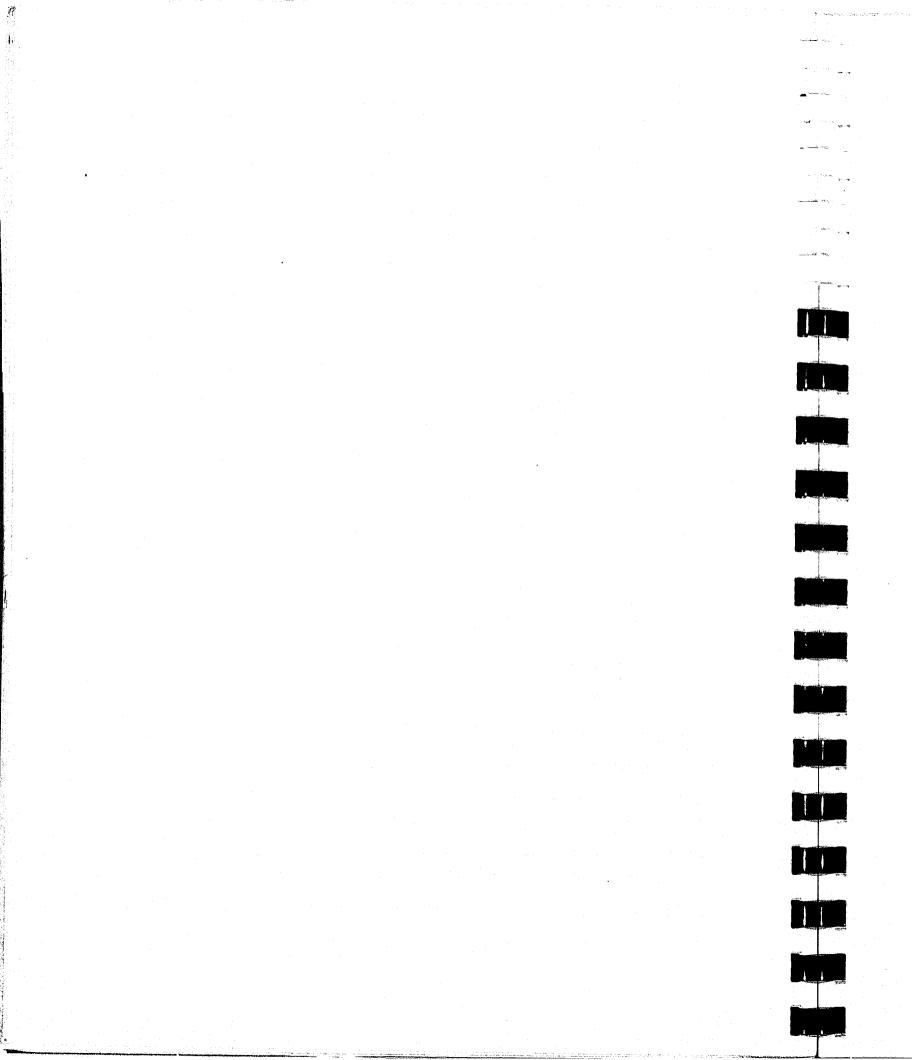
drug and may not have a history of heavy drug usage.

The Court has established a comprehensive diagnostic and screening procedure for the admission of boys to Stanhope House. The boys and his parents or guardians are "worked up" by both the Court's Diagnostic and Evaluation Team and by the Casework Coordinator for Stanhope House. In addition, probation officers who have worked with the various applicants are also interviewed by the Casework Coordinator, the treatment program is explained in detail to the applicant and his parents, and the applicant and parents are required to personally visit the home for a pre-residence tour. Final admission selections are made by the found suitable for admission to the home, a recommendation for such placement is referred to the Juvenile Court which makes the

Seven full-time professionals (the group home manager, the field probation officer or assistant group home manager, and five child supervisors), a clerk-typist, and a part-time cook comprise

Stanhope House commenced operation on November 1, 1973, and has since had eleven residents (with one boy being admitted twice). Two boys who could not adjust to the home had to be

-28-



referred to Juvenile and Domestic Relations Court and were subsequently committed to the State Department of Welfare and Institutions. As of mid-January, there were six residents in the home: one fourteen-year-old, four fifteen-year-olds, and one sixteen-year-old boy. Four of the boys had been found by the Juvenile Court to be incorrigible, one had been found involved in breaking and entering, and one had been found involved in burglary. All of the boys have appeared before the Juvenile Court at least once before and one boy has been before the Court more than half a dozen times. The boys' previous records included involvement in petty larceny, assault, truancy, and tampering. On February 15, 1974, nine boys were in residence at the house.

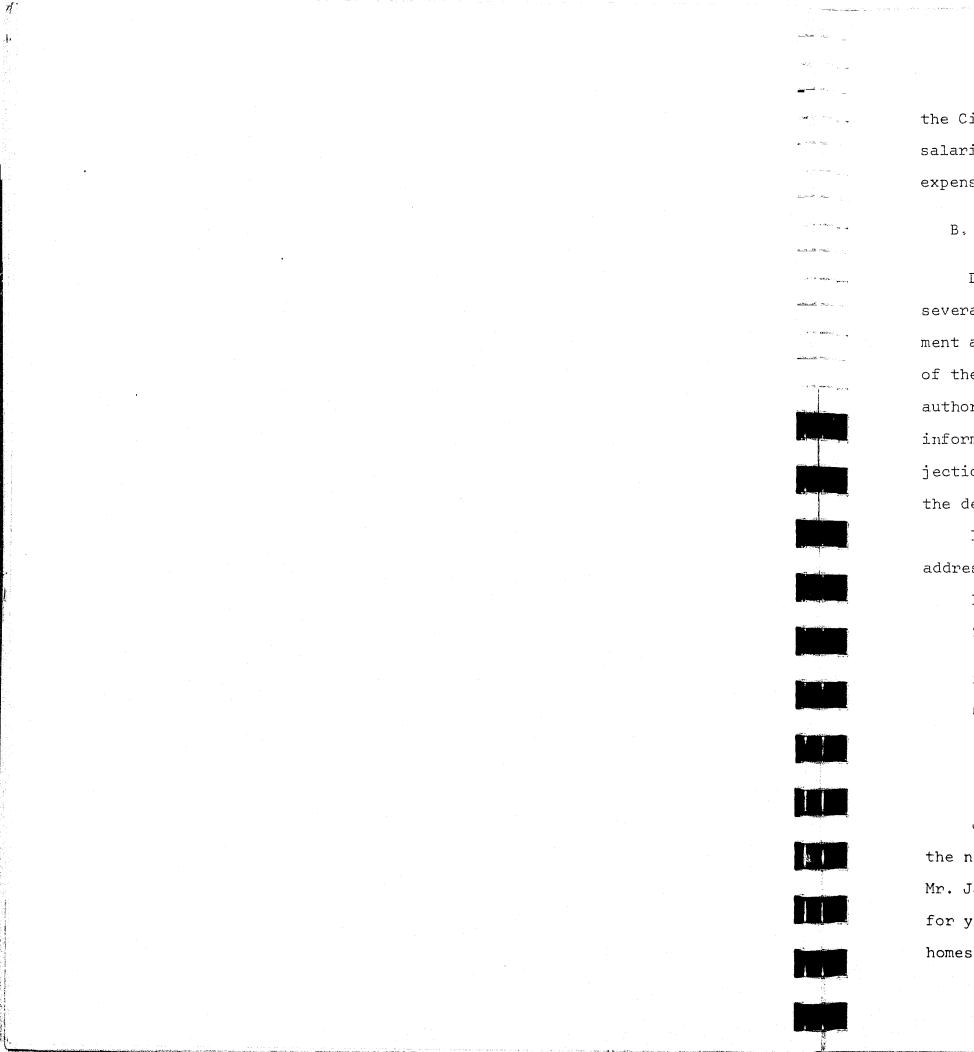
Evaluation

Stanhope House's short, four-month period of operation has not provide sufficient time for an evaluation of its impact.

Operating Budget

The operating budget for the full fiscal year between July 1, 1973 and June 30, 1974 was estimated at \$116,000. Approximately \$70,000 was allocated for personnel; \$23,000 for materials, supplies and repairs; and approximately \$5,000 for general operations and fixed charges. In addition, \$17,000 was allocated in the first-year budget for equipment. Construction cost of the home was in excess of \$200,000, a higher figure than encountered in reports on the establishment of group homes in other jurisdictions. Pursuant to statutory requirements, the State reimburses

-29-



the City for part of the construction costs, two-thirds of salaries and wages, and one hundred percent of many other expenses.

B, Current Plans and Projections of Concerned Officials

During the preparation of this report, interviews with several local officials closely concerned with the establishment and utilization of group homes were conducted. The views of these officials were solicited in order to provide the authors of this report and City officials with as complete information as possible on the current views, plans, and projections of the officials most expert and most experienced in the development of group homes.

In the course of these interviews, five basic topics were addressed. These were:

- group homes;
- The appropriate size of a group home; З.
- 4. and,
- 5. liomes.

Judge Henry, Judge Martin and Mr. Jablonski all emphasized the need in Norfolk for local residential treatment facilities. Mr. Jablonski pointed out that this need in Norfolk has existed for years and that the concepts underlying local residential group homes can be found in the professional literature as long as 35

1. The need for and the effectiveness of group homes; 2. The reaction of the public to the establishment of

The appropriate structure of a system of group homes;

The purpose of group homes, or, expressed another way, the type of child which should be served by group

-30-

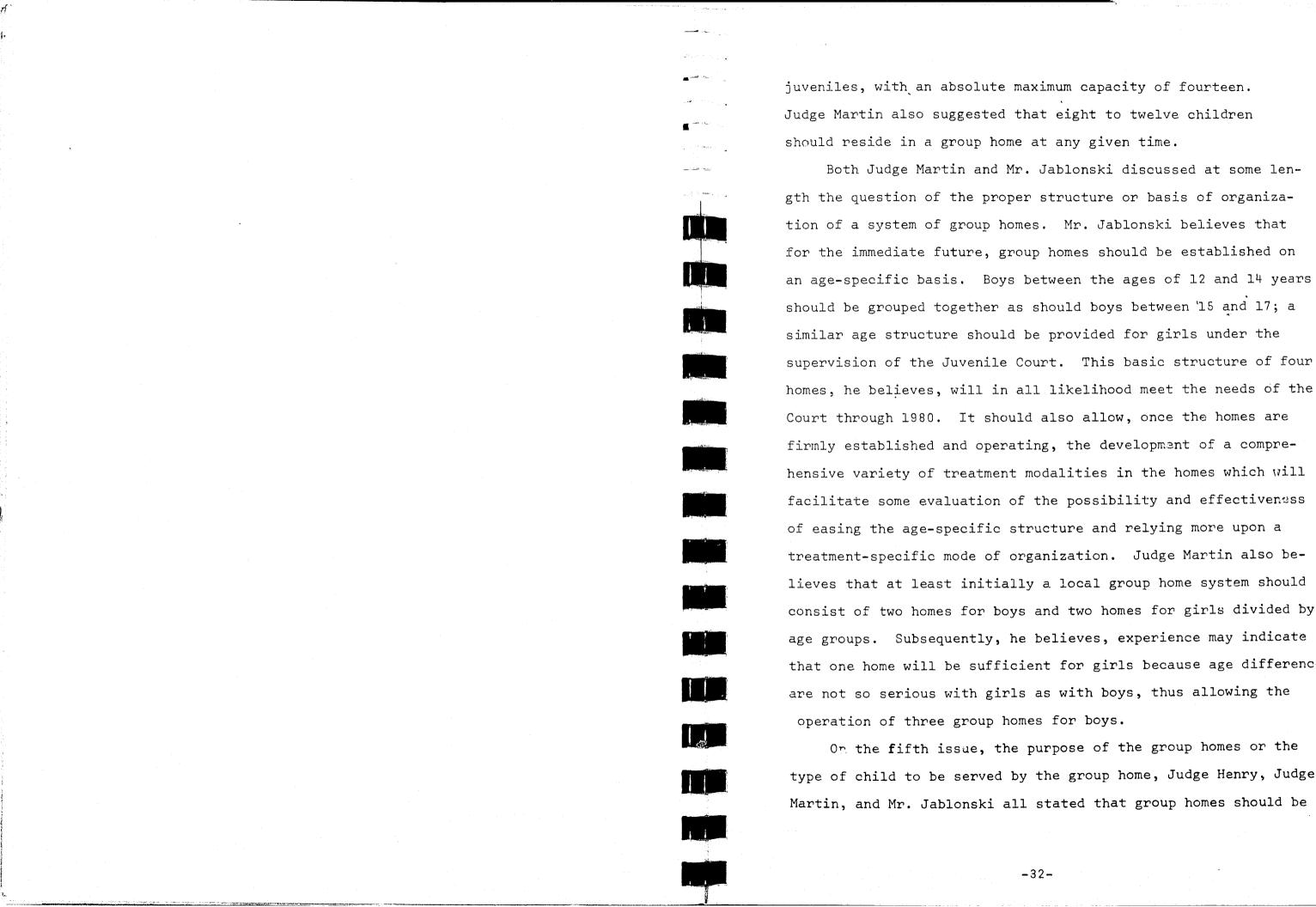


or 40 years ago. Similarly, Judge Martin stressed that small group probation homes are a successful rehabilitative measure in programs dealing with juvenile delinquency. Judge Henry pointed out the need, which group homes serve, of working with children who can effectively utilize and respond to community resources and opportunities but cannot, for various reasons, remain in their own home. Judge Martin added that local residential alternatives provide much safer and much less debasing and criminogenic environments than the SDWI facilities.

Mr. Jablonski addressed the second basic issue encountered in these interviews, the question of the public's reaction to the establishment of group homes. He observed that, overall, winning public acceptance of group homes has been difficult. He attributes this to the fact that most people do not, apparently for reasons of security, want group homes in their neighborhood, but feels that this problem will lessen as the need for and concept of residential treatment facilities becomes better understood by the public.

Mr. Jablonski also expressed misgivings about the population capacity of the Stanhope House, an eighteen-bed facility. It is his professional opinion that an overall resident staff ratio of two to one in necessary if a residential treatment facility or group home is to provide effective services to and supervision over the residents of the house. Operating the Stanhope House at its maximum capacity would prevent the maintenance of this two to one resident-staff ratio. Thus, he hopes that any future group homes which the Court is able to establish will be smaller facilities designed to house ten to twelve

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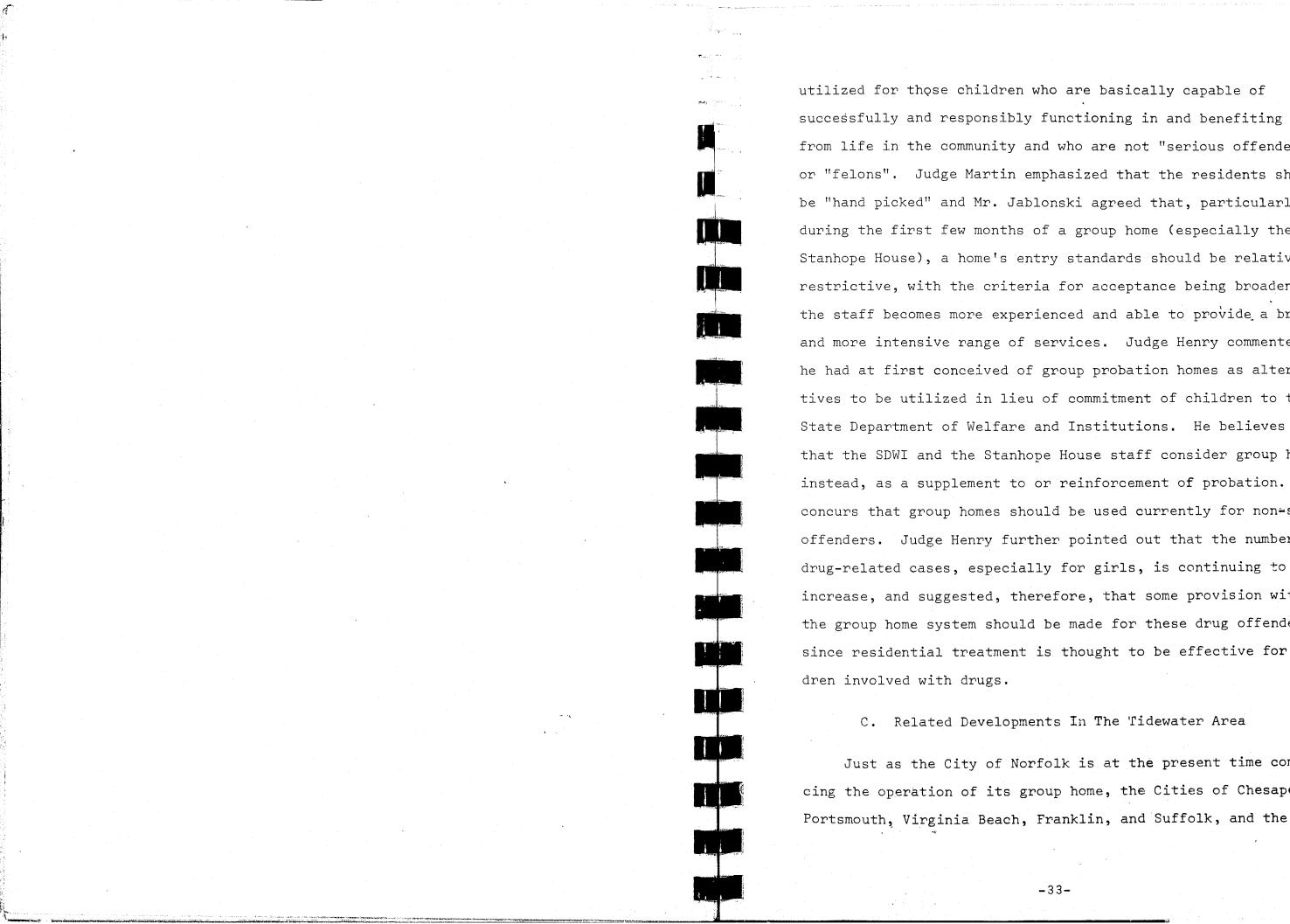


Both Judge Martin and Mr. Jablonski discussed at some length the question of the proper structure or basis of organization of a system of group homes. Mr. Jablonski believes that for the immediate future, group homes should be established on an age-specific basis. Boys between the ages of 12 and 14 years should be grouped together as should boys between '15 and 17; a similar age structure should be provided for girls under the supervision of the Juvenile Court. This basic structure of four homes, he believes, will in all likelihood meet the needs of the Court through 1980. It should also allow, once the homes are firmly established and operating, the development of a comprehensive variety of treatment modalities in the homes which will facilitate some evaluation of the possibility and effectiveness of easing the age-specific structure and relying more upon a treatment-specific mode of organization. Judge Martin also believes that at least initially a local group home system should

age groups. Subsequently, he believes, experience may indicate that one home will be sufficient for girls because age differences are not so serious with girls as with boys, thus allowing the

On the fifth issue, the purpose of the group homes or the type of child to be served by the group home, Judge Henry, Judge Martin, and Mr. Jablonski all stated that group homes should be

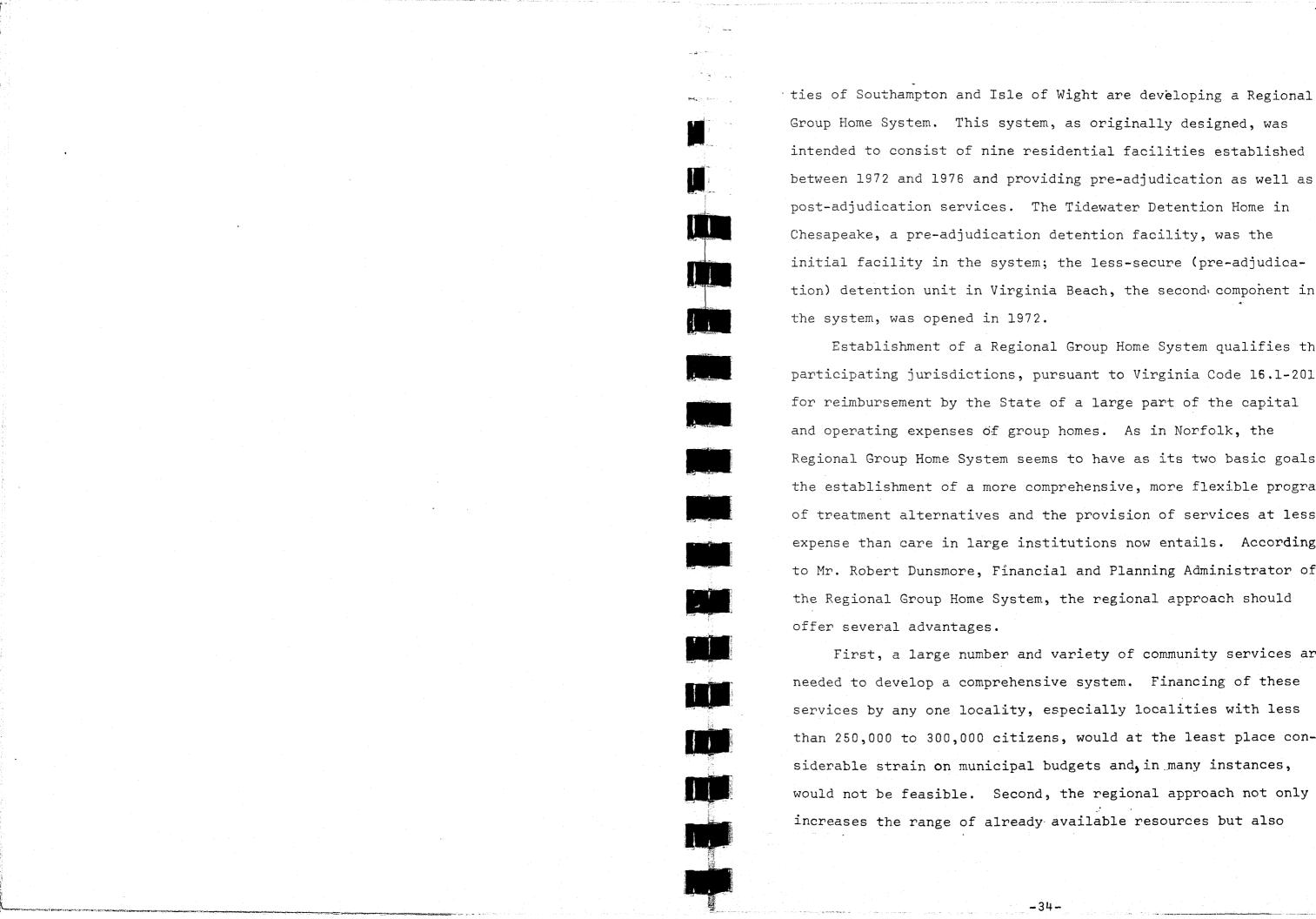
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from life in the community and who are not "serious offenders" or "felons". Judge Martin emphasized that the residents should be "hand picked" and Mr. Jablonski agreed that, particularly during the first few months of a group home (especially the first Stanhope House), a home's entry standards should be relatively restrictive, with the criteria for acceptance being broadened as the staff becomes more experienced and able to provide a broader and more intensive range of services. Judge Henry commented that he had at first conceived of group probation homes as alternatives to be utilized in lieu of commitment of children to the State Department of Welfare and Institutions. He believes now that the SDWI and the Stanhope House staff consider group homes, instead, as a supplement to or reinforcement of probation. He concurs that group homes should be used currently for non-serious offenders. Judge Henry further pointed out that the number of increase, and suggested, therefore, that some provision with the group home system should be made for these drug offenders, since residential treatment is thought to be effective for chil-

Just as the City of Norfolk is at the present time commencing the operation of its group home, the Cities of Chesapeake, Portsmouth, Virginia Beach, Franklin, and Suffolk, and the coun-

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Group Home System. This system, as originally designed, was intended to consist of nine residential facilities established between 1972 and 1976 and providing pre-adjudication as well as post-adjudication services. The Tidewater Detention Home in initial facility in the system; the less-secure (pre-adjudication) detention unit in Virginia Beach, the second component in

Establishment of a Regional Group Home System qualifies the participating jurisdictions, pursuant to Virginia Code 16.1-201, for reimbursement by the State of a large part of the capital Regional Group Home System seems to have as its two basic goals the establishment of a more comprehensive, more flexible program of treatment alternatives and the provision of services at less expense than care in large institutions now entails. According to Mr. Robert Dunsmore, Financial and Planning Administrator of the Regional Group Home System, the regional approach should

First, a large number and variety of community services are needed to develop a comprehensive system. Financing of these services by any one locality, especially localities with less than 250,000 to 300,000 citizens, would at the least place con-

would not be feasible. Second, the regional approach not only increases the range of already available resources but also

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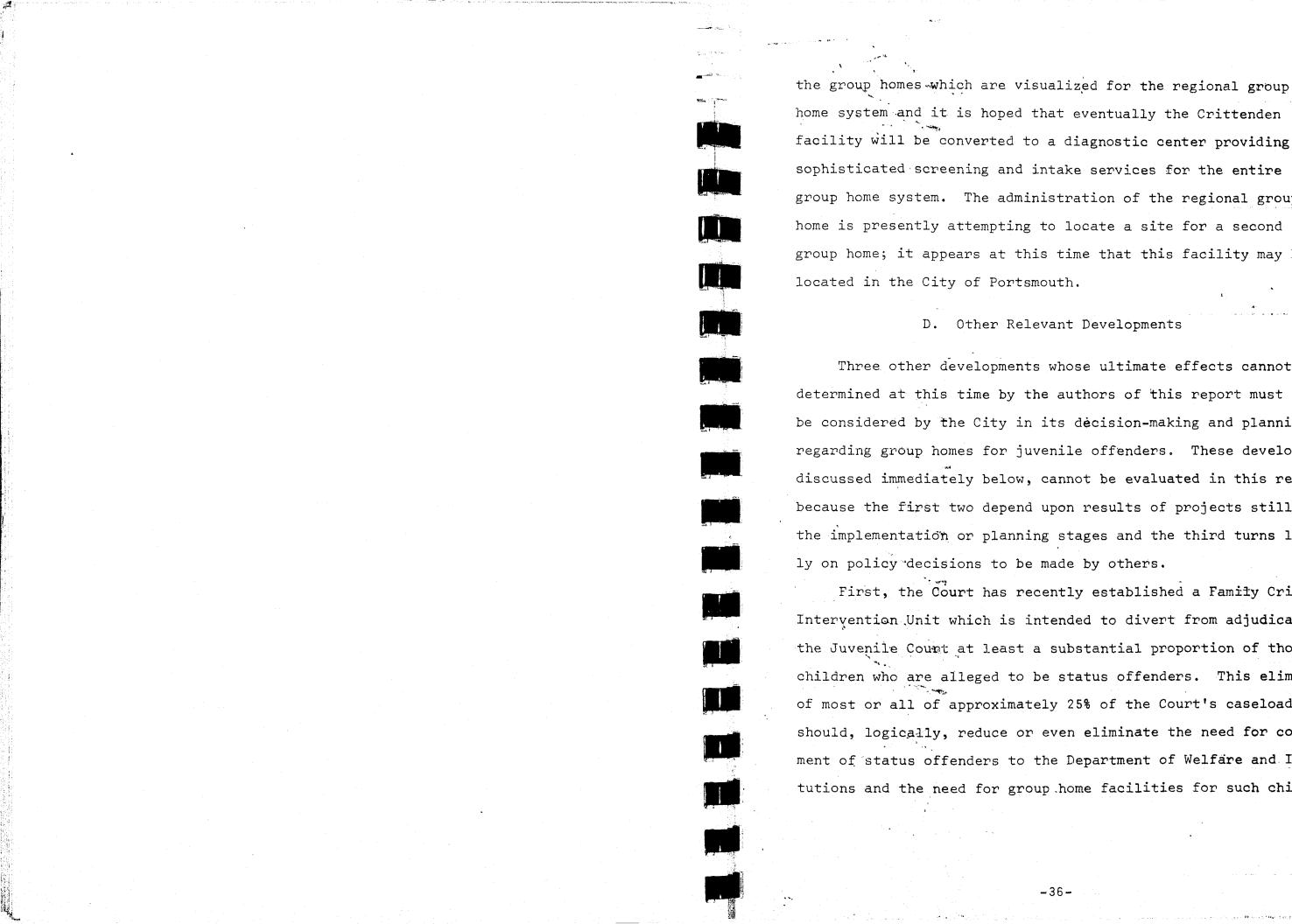


should result in the more rapid development of additional resources than any one jurisdiction could manage by itself. Third, the regional approach, with its advantages of a greater number and variety of resources and more rapid development of new resources, should result in adequate evaluations of a fully operating group home system being conducted much sooner than would otherwise be possible, thereby reducing the period of experimentation before hard evaluative data is available for consideration by City or County policy-makers. Fourth, it is expected that experience and evaluations will demonstrate that a regional approach reduces duplication of services, lowers administrative costs, and increases opportunities for financial support from state and federal sources.

Representation on the policy-making Board of the group home system is determined by the number of facilities sponsored by and located in each jurisdiction. Similarly, at the operational level an intake committee is responsible for the screening of applicants for residence at the various facilities; among the responsibilities of the intake committee is the maintenance of an equitable distribution of area children receiving services from the system. Participating jurisdictions are assessed operating costs in proporation to the degree of their utilization of the system.

At the present time, the regional group home system is about to open its first group home for girls. This facility will be located in one part of the former Florence Crittenden Home in Norfolk. The Crittenden facility is much larger than

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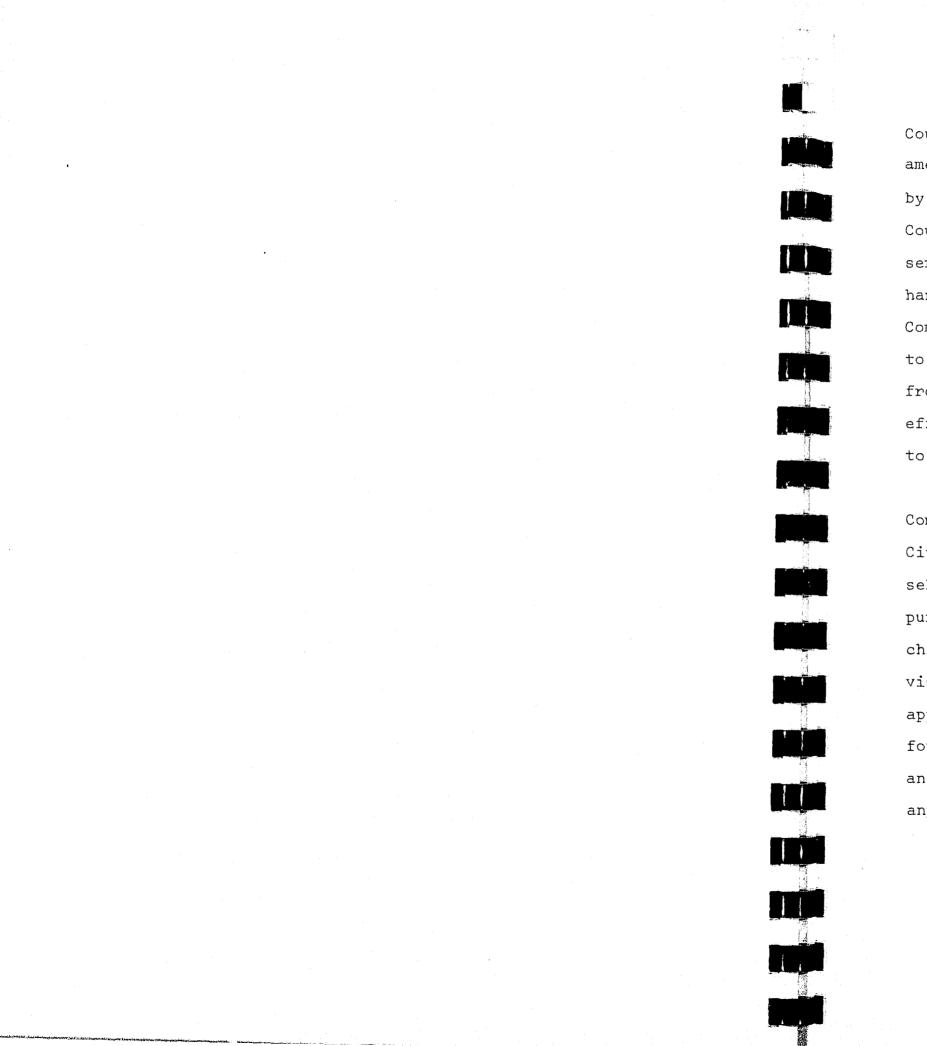
home system and it is hoped that eventually the Crittenden facility will be converted to a diagnostic center providing sophisticated screening and intake services for the entire group home system. The administration of the regional group home is presently attempting to locate a site for a second group home; it appears at this time that this facility may be

D. Other Relevant Developments

Three other developments whose ultimate effects cannot be determined at this time by the authors of this report must also be considered by the City in its decision-making and planning regarding group homes for juvenile offenders. These developments, discussed immediately below, cannot be evaluated in this report because the first two depend upon results of projects still in the implementation or planning stages and the third turns large-

First, the Court has recently established a Family Crisis Intervention Unit which is intended to divert from adjudication in the Juvenile Count at least a substantial proportion of those children who are alleged to be status offenders. This elimination of most or all of approximately 25% of the Court's caseload should, logically, reduce or even eliminate the need for commitment of status offenders to the Department of Welfare and Institutions and the need for group home facilities for such children.

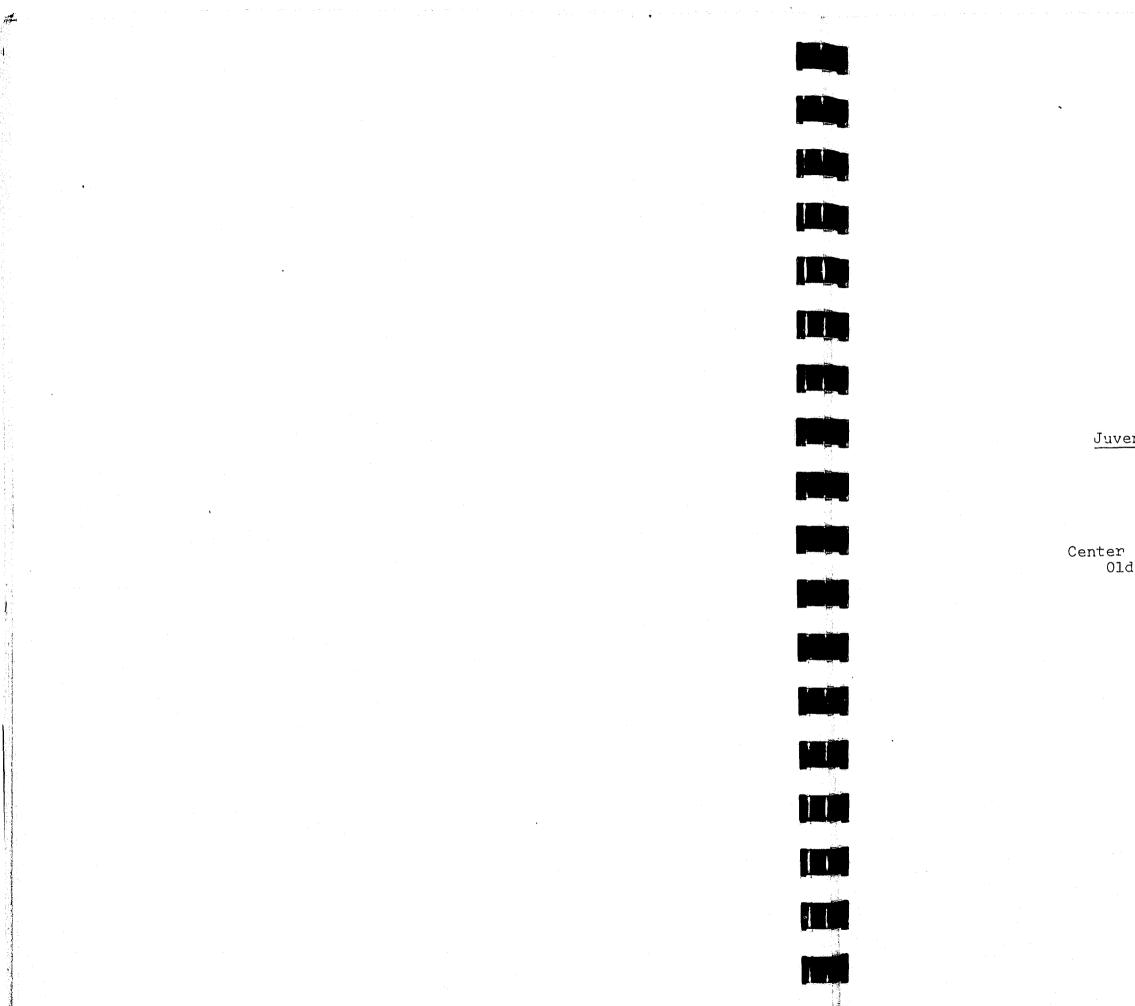
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Second, the number of children transferred to the Circuit Court for trial as adults may be affected in two ways. The amendment of the statute authorizing such transfers is thought by several officials to make such transfers from the Juvenile Court more difficult; if this proves to be the case. more serious offenders will be tried in Juvenile Court. On the other hand, the commencement of full-time service by the office of the Commonwealth Attorney is likely, in the opinion of some observers, to result in an increase in the number of children transferred from the Juvenile Court. It may not be unreasonable in planning efforts in the immediate future, until pertinent data is available, to assume that these two trends will have no net effect. Finally, the Juvenile Court is currently operating the Community Adjustment Services and Treatment Program in the Model Cities Areas of the City. This program provides informal counseling services for children who might otherwise come within the purview of the Juvenile Court, thereby diverting a number of such children from formal adjudication and subsequent probation supervision or SDWI commitment. Staffing levels in this unit will apparently be maintained after the assumption of responsibility for Juvenile Court Services by the State Department of Welfare and Institutions. It is unclear at this time what changes, if

any, will be made in the scope of CAST's diversion activities.

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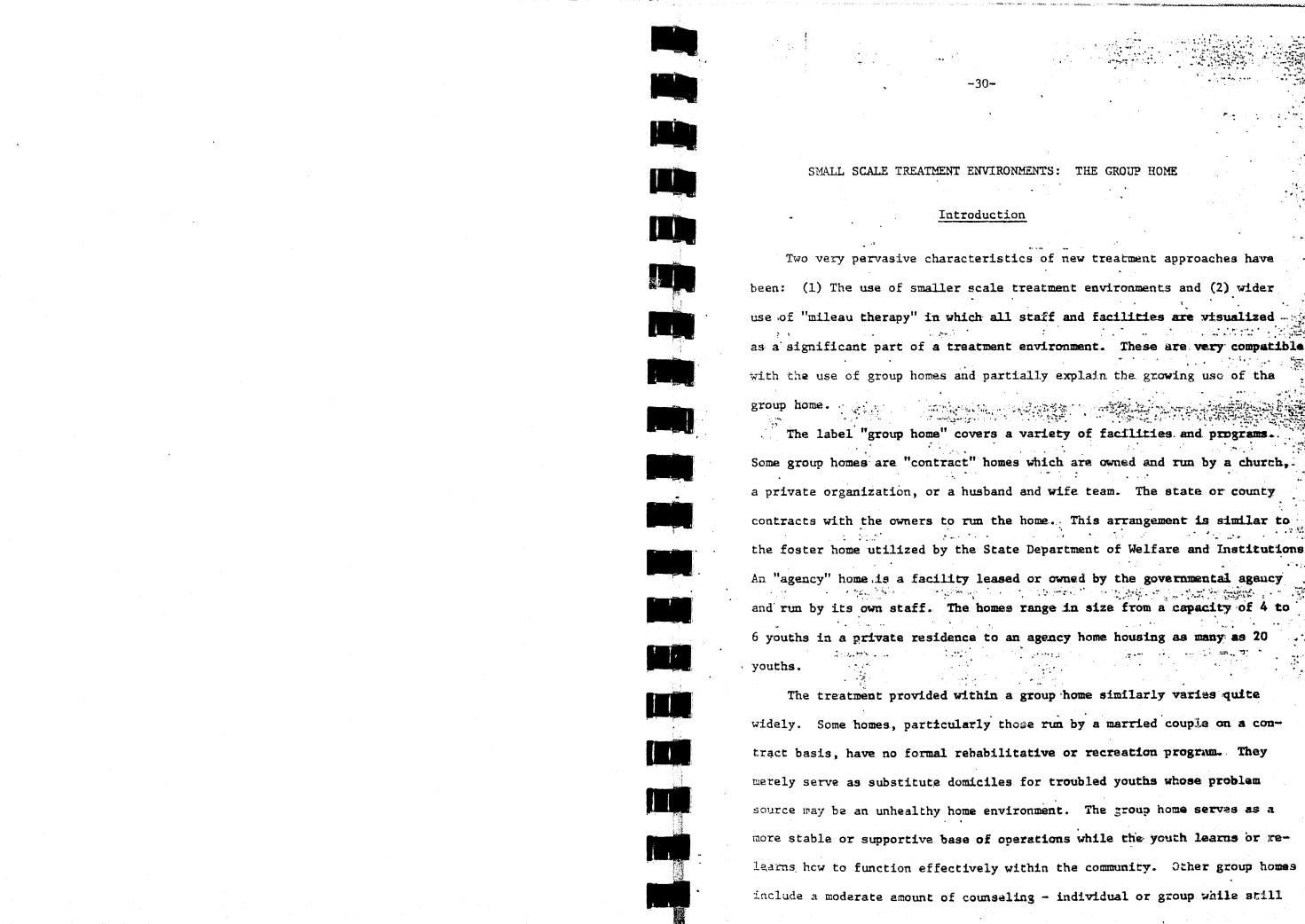
APPENDIX A

Excerpt from

Juvenile Facilities Study

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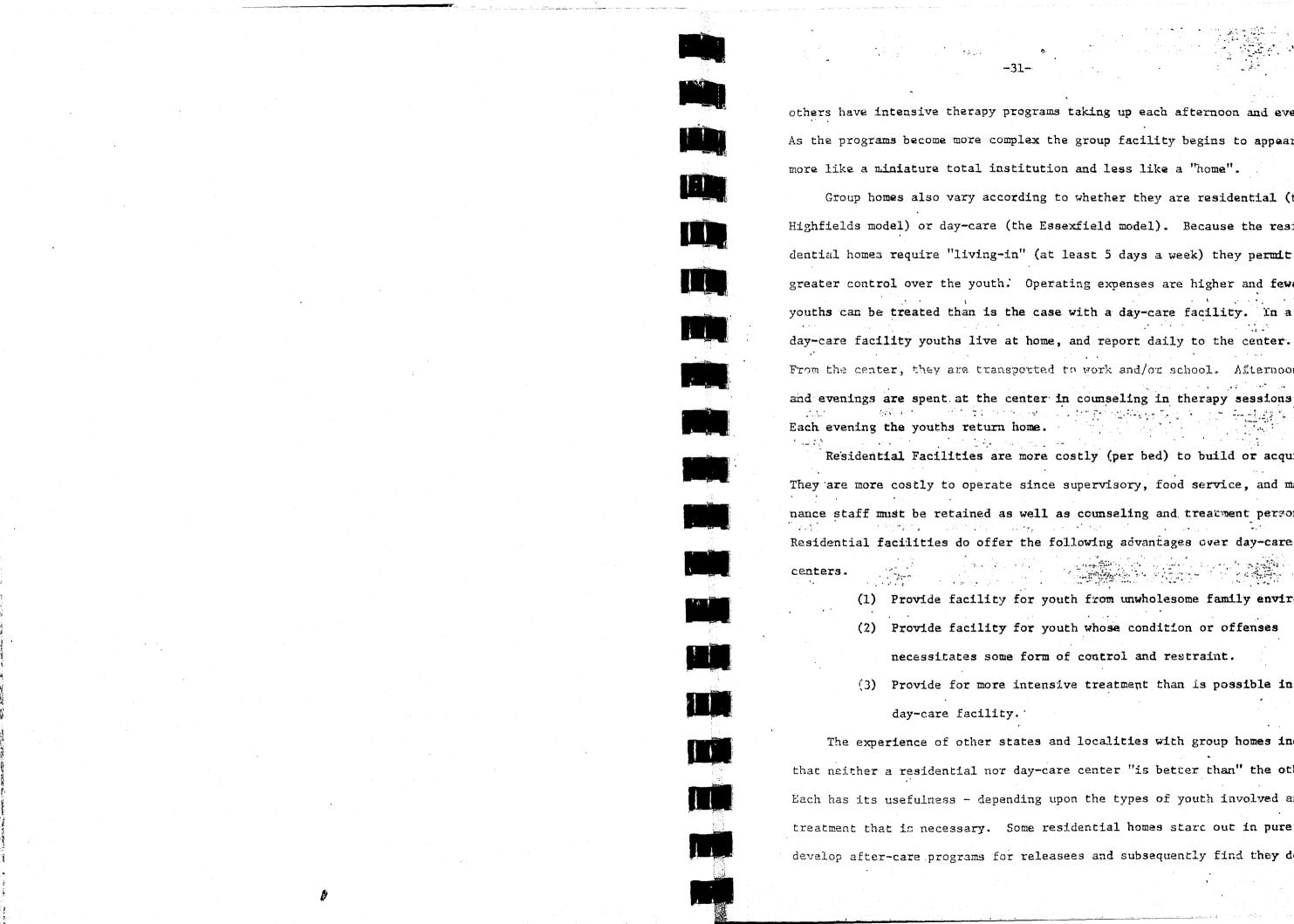
Center for Metropolitan Studies Old Dominion University September, 1970



Two very pervasive characteristics of new treatment approaches have

Some group homes are "contract" homes which are owned and run by a church, contracts with the owners to run the home. This arrangement is similar to the foster home utilized by the State Department of Welfare and Institutions. an the second and run by its own staff. The homes range in size from a capacity of 4 to

The treatment provided within a group home similarly varies quite more stable or supportive base of operations while the youth learns or relearns how to function effectively within the community. Other group homes



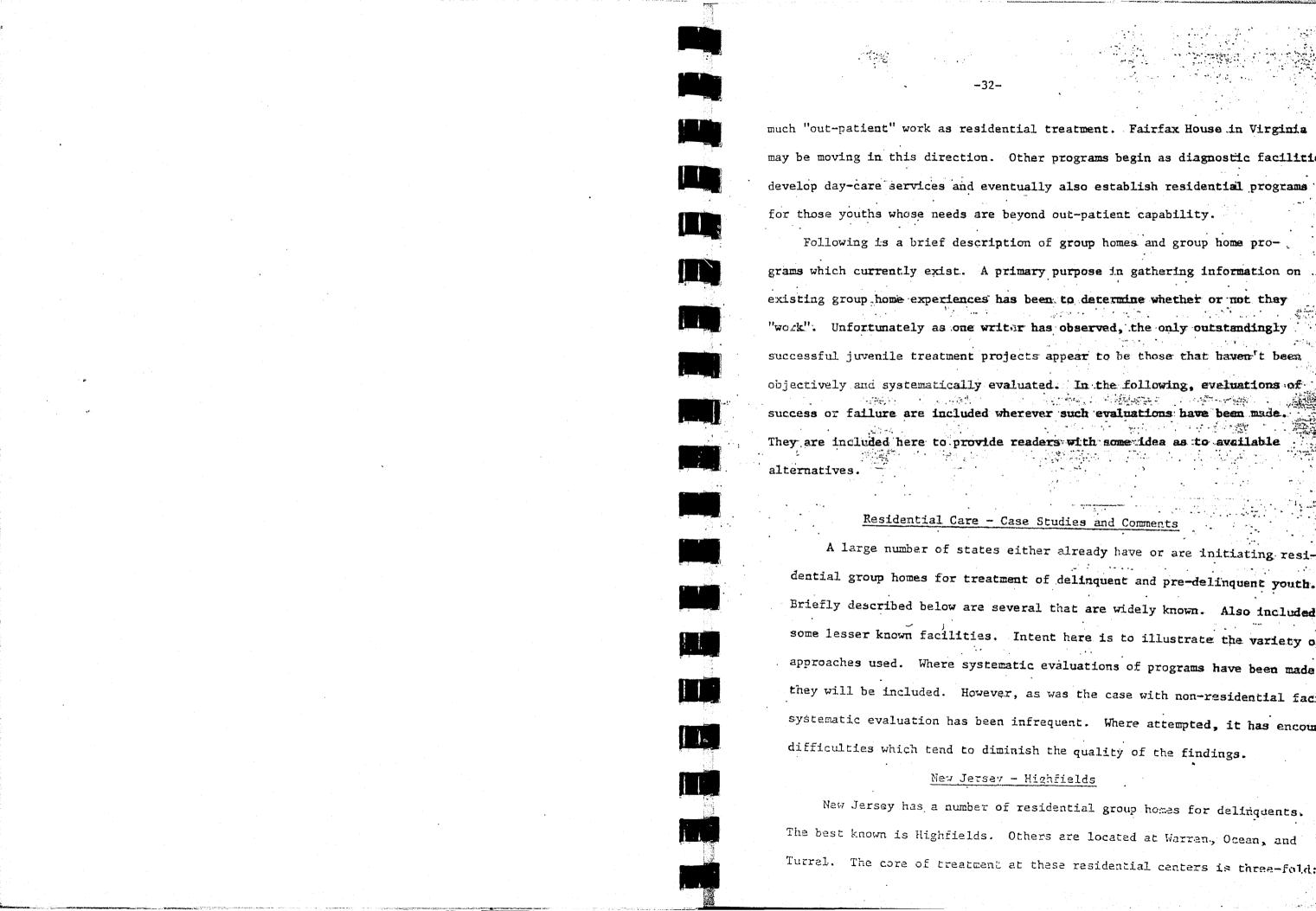
others have intensive therapy programs taking up each afternoon and evening. As the programs become more complex the group facility begins to appear Group homes also vary according to whether they are residential (the Highfields model) or day-care (the Essexfield model). Because the residential homes require "living-in" (at least 5 days a week) they permit greater control over the youth. Operating expenses are higher and fewer

day-care facility youths live at home, and report daily to the center. From the center, they are transported to work and/or school. Afternoons and evenings are spent at the center in counseling in therapy sessions. le terre a sector de la composition de Residential Facilities are more costly (per bed) to build or acquire. They are more costly to operate since supervisory, food service, and mainte-

nance staff must be retained as well as counseling and treatment personnel. Residential facilities do offer the following advantages over day-care

> (1) Provide facility for youth from unwholesome family environment. (2) Provide facility for youth whose condition or offenses necessitates some form of control and restraint. (3) Provide for more intensive treatment than is possible in a

The experience of other states and localities with group homes indicates that neither a residential nor day-care center "is better than" the other. Each has its usefulness - depending upon the types of youth involved and the treatment that is necessary. Some residential homes starc out in pure form, develop after-care programs for releasees and subsequently find they do as

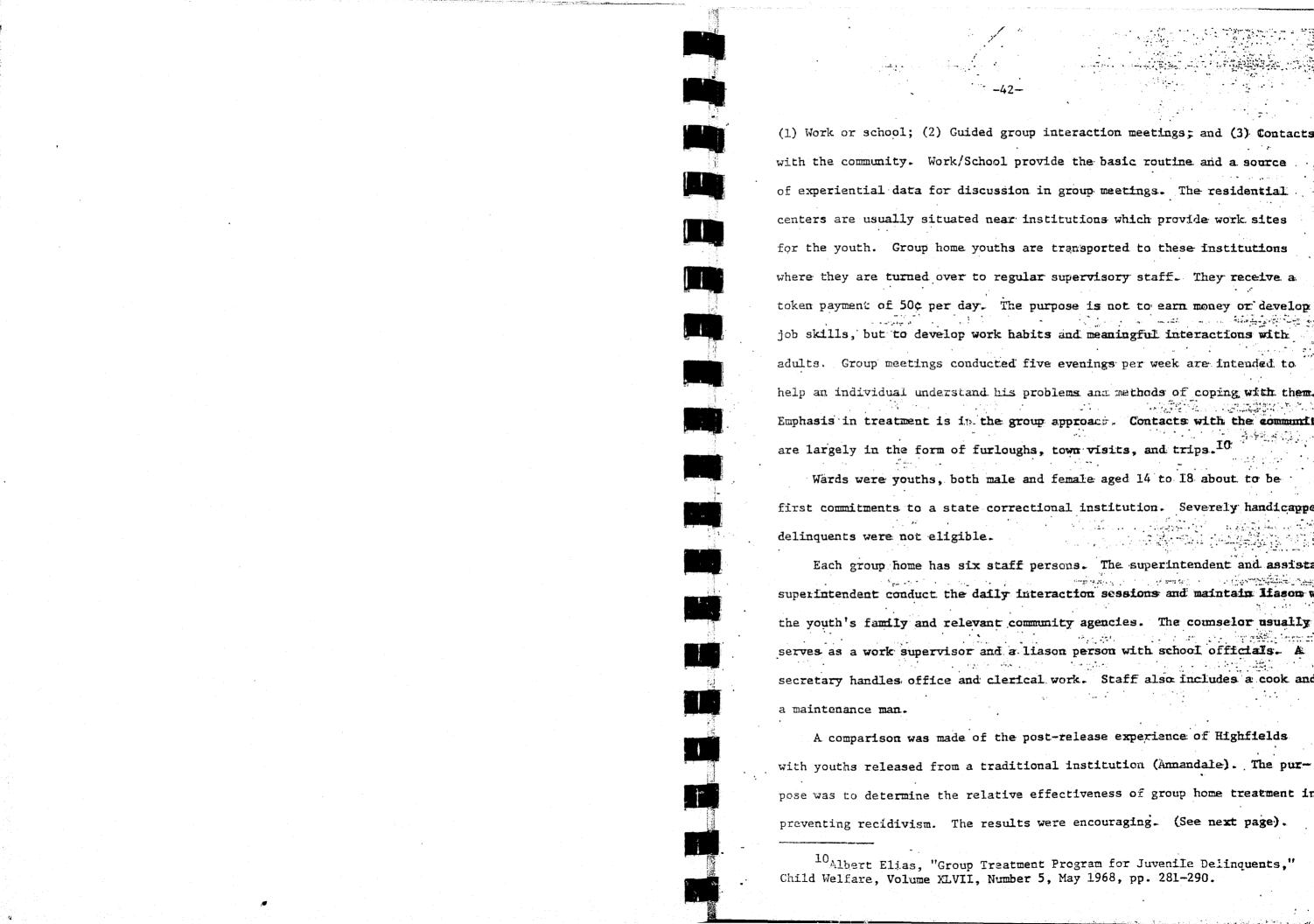


may be moving in this direction. Other programs begin as diagnostic facilities develop day-care services and eventually also establish residential programs

Following is a brief description of group homes and group home programs which currently exist. A primary purpose in gathering information on successful juvenile treatment projects appear to be those that haven't been

dential group homes for treatment of delinquent and pre-delinquent youth. Briefly described below are several that are widely known. Also included are some lesser known facilities. Intent here is to illustrate the variety of approaches used. Where systematic evaluations of programs have been made, they will be included. However, as was the case with non-residential facilities systematic evaluation has been infrequent. Where attempted, it has encountered

The best known is Highfields. Others are located at Warran, Ocean, and

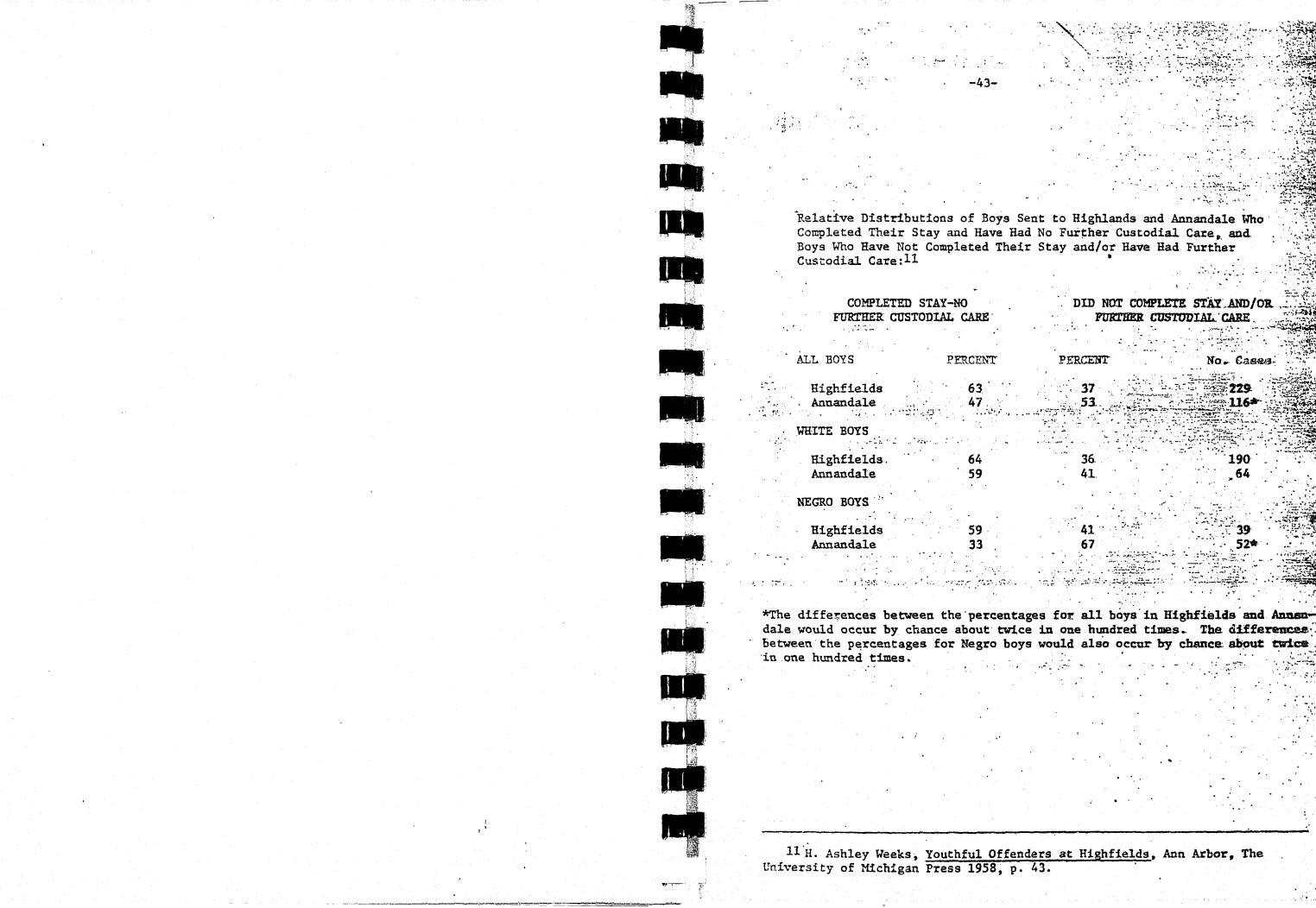


token payment of 50¢ per day. The purpose is not to earn money or develop help an individual understand his problems and methods of coping with them Emphasis in treatment is in the group approach. Contacts with the community Wards were youths, both male and female aged 14 to 18 about to be

first commitments to a state correctional institution. Severely handicapped

Each group home has six staff persons. The superintendent and assistant ····· superintendent conduct the daily interaction sessions and maintain liason with the youth's family and relevant community agencies. The counselor usually •. • • • • • • •

A comparison was made of the post-release experience of Highfields with youths released from a traditional institution (Annandale). The purpose was to determine the relative effectiveness of group home treatment in



Completed Their Stay and Have Had No Further Custodial Care, and Boys Who Have Not Completed Their Stay and/or Have Had Further

> DID NOT COMPLETE STAY AND/OF FURTHER CUSTODIAL CARE

PERCENT

37

53

36

41

41 67

No. Cases

229

116*

190

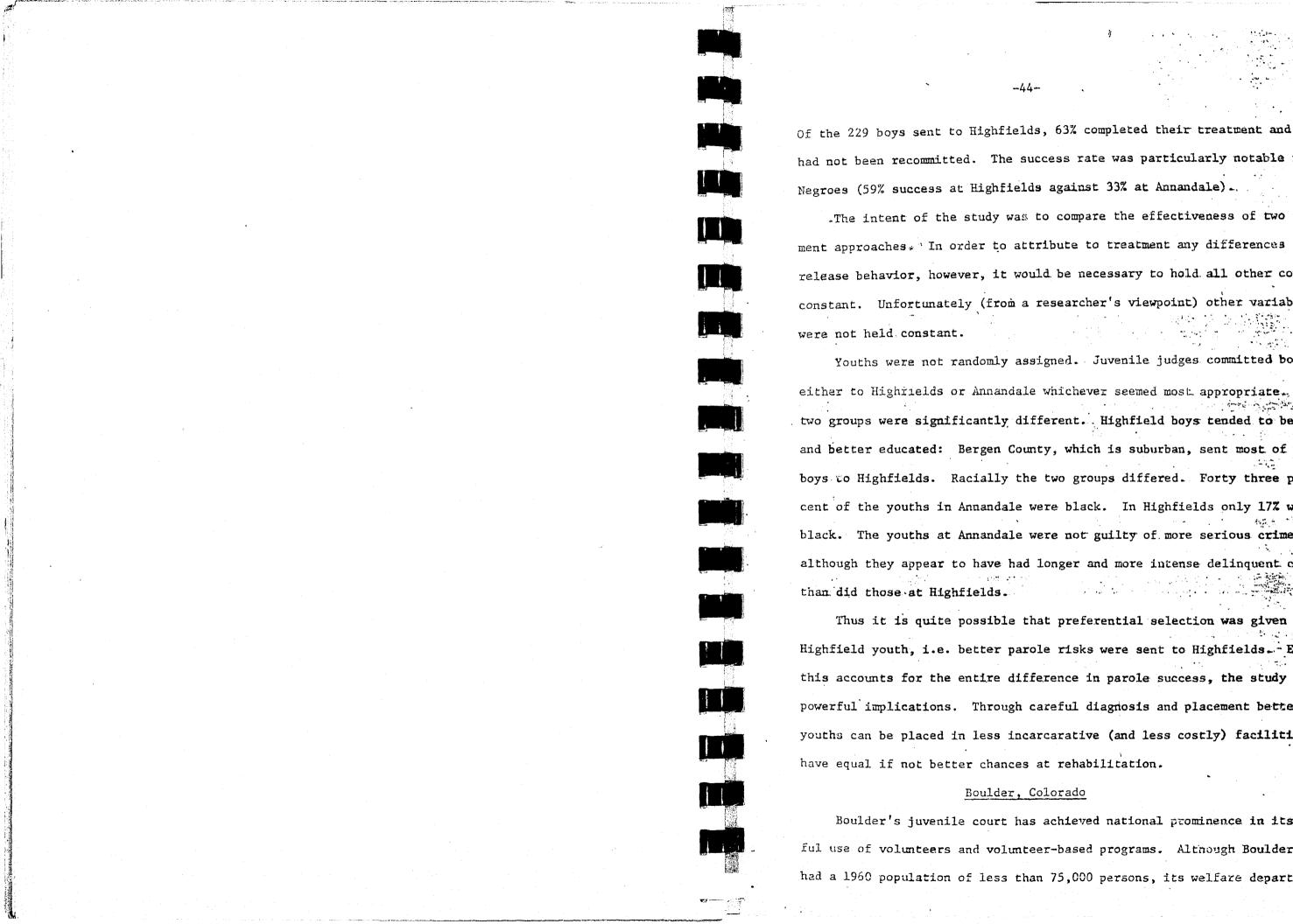
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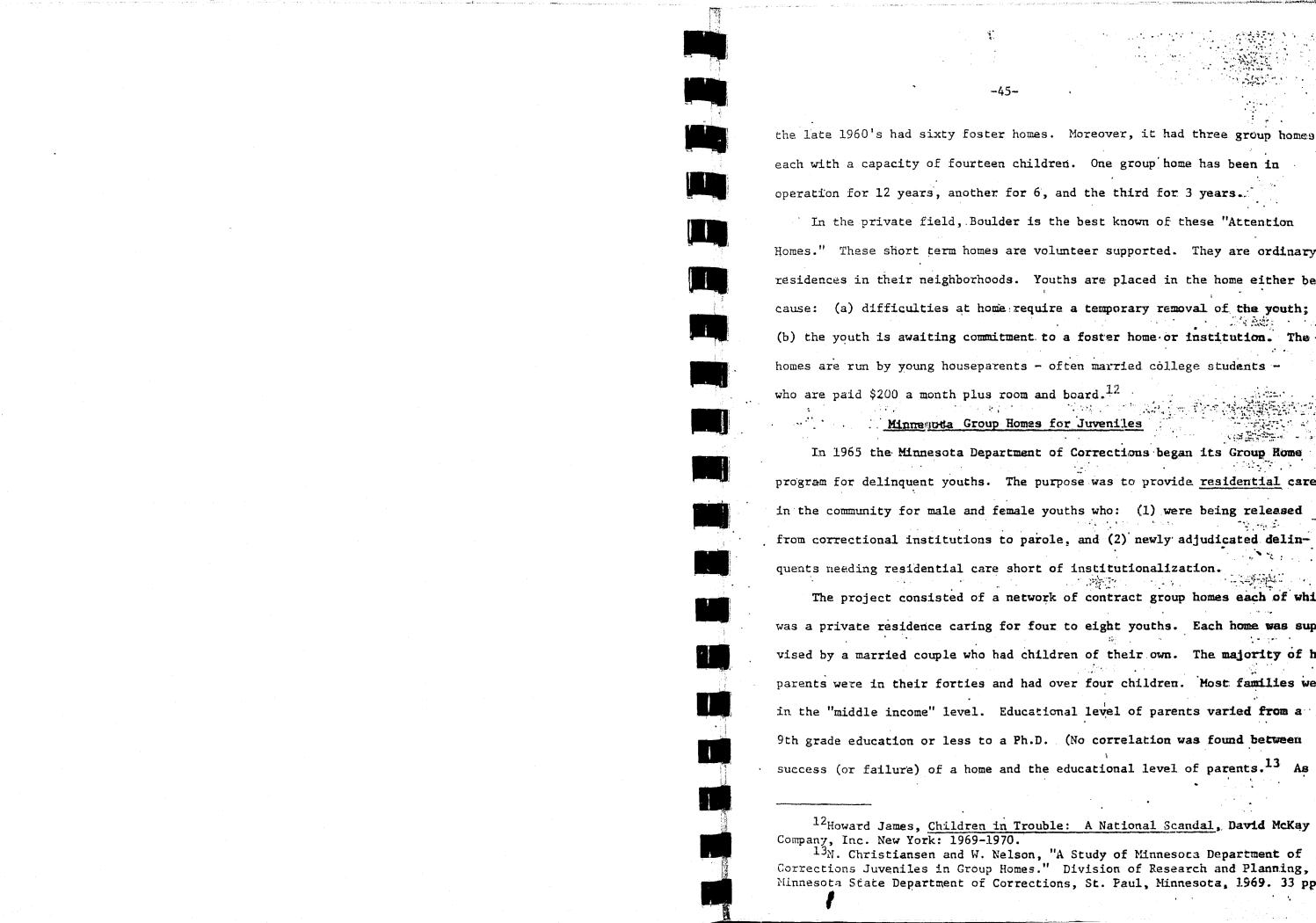
had not been recommitted. The success rate was particularly notable for

.The intent of the study was to compare the effectiveness of two treatment approaches. In order to attribute to treatment any differences in postrelease behavior, however, it would be necessary to hold all other conditions constant. Unfortunately (from a researcher's viewpoint) other variables

Youths were not randomly assigned. Juvenile judges committed boys either to Highrields or Annandale whichever seemed most appropriate. The two groups were significantly different. Highfield boys tended to be younger and better educated: Bergen County, which is suburban, sent most of its boys to Highfields. Racially the two groups differed. Forty three percent of the youths in Annandale were black. In Highfields only 17% were black. The youths at Annandale were not guilty of more serious crimes although they appear to have had longer and more intense delinquent careers

Thus it is quite possible that preferential selection was given the Highfield youth, i.e. better parole risks were sent to Highfields. - Even this accounts for the entire difference in parole success, the study has powerful implications. Through careful diagnosis and placement better risk youths can be placed in less incarcarative (and less costly) facilities and

Boulder's juvenile court has achieved national prominence in its successful use of volunteers and volunteer-based programs. Although Boulder County had a 1960 population of less than 75,000 persons, its welfare department in

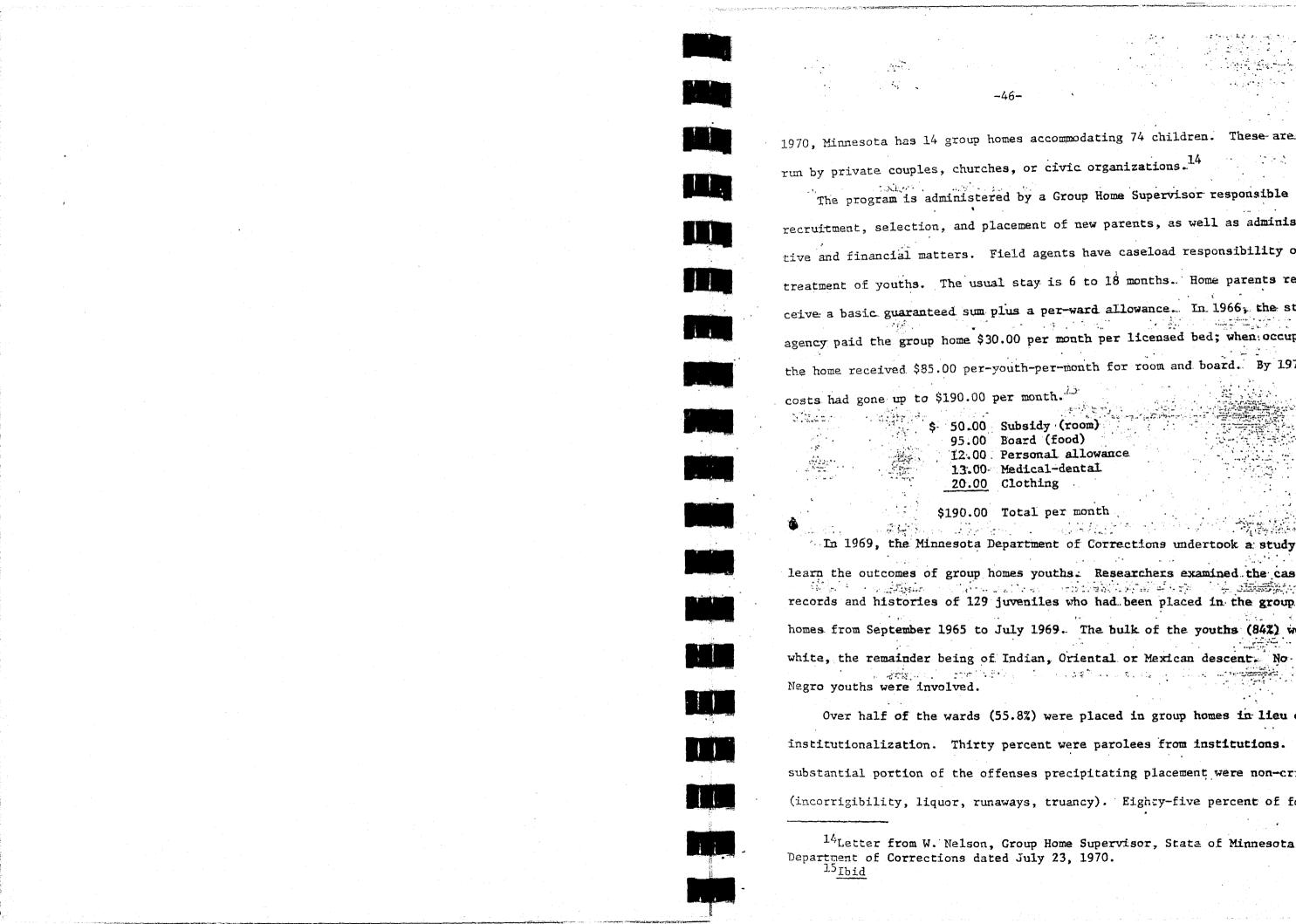


In the private field, Boulder is the best known of these "Attention Homes." These short term homes are volunteer supported. They are ordinary residences in their neighborhoods. Youths are placed in the home either because: (a) difficulties at home require a temporary removal of the youth; or (b) the youth is awaiting commitment to a foster home or institution. The

In 1965 the Minnesota Department of Corrections began its Group Home program for delinquent youths. The purpose was to provide residential care in the community for male and female youths who: (1) were being released from correctional institutions to parole, and (2) newly adjudicated delin The project consisted of a network of contract group homes each of which was a private residence caring for four to eight youths. Each home was supervised by a married couple who had children of their own. The majority of home parents were in their forties and had over four children. Most families were in the "middle income" level. Educational level of parents varied from a 9th grade education or less to a Ph.D. (No correlation was found between

 13 N. Christiansen and W. Nelson, "A Study of Minnesota Department of Corrections Juveniles in Group Homes." Division of Research and Planning, Minnesota State Department of Corrections, St. Paul, Minnesota, 1969. 33 pp.

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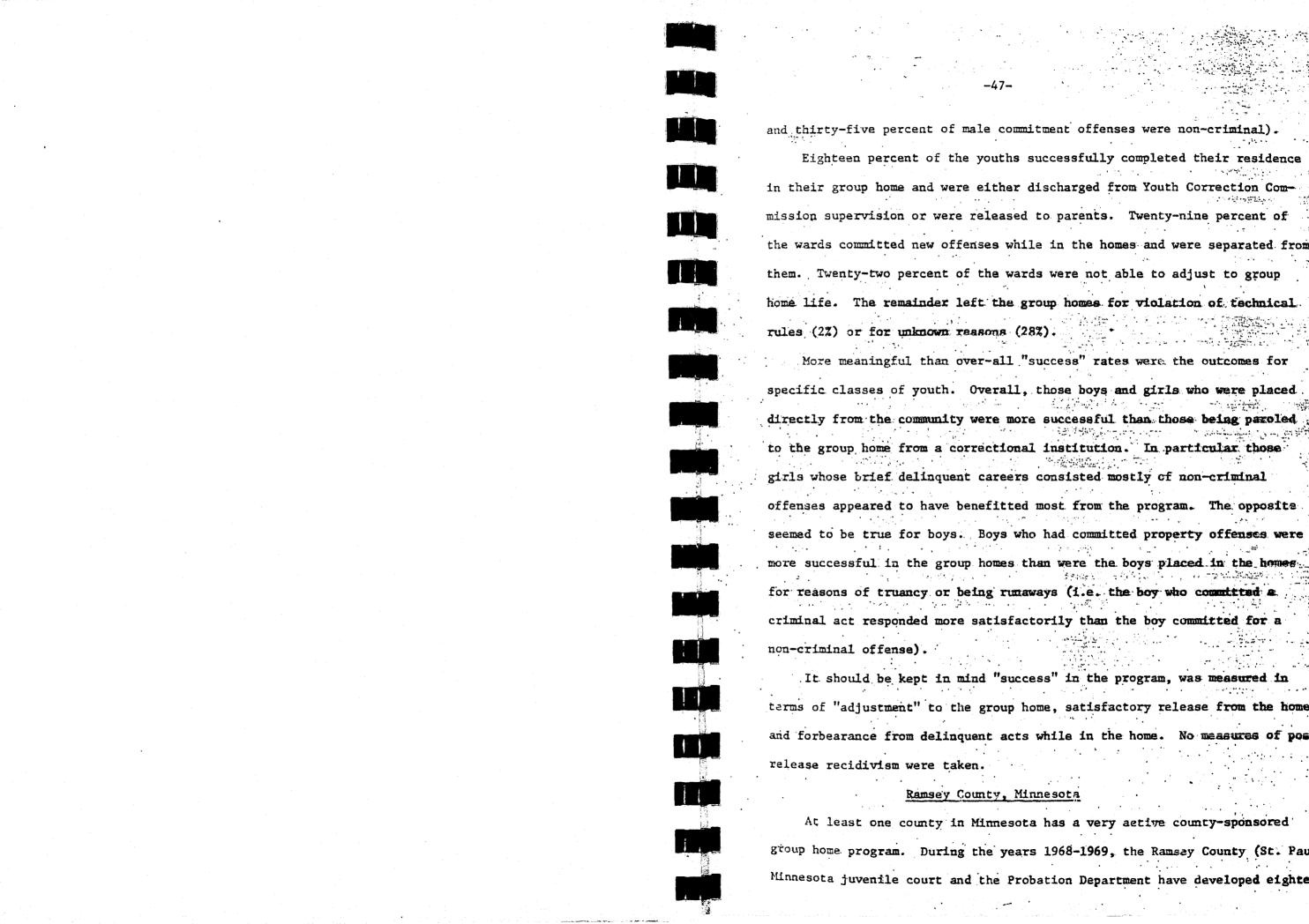
The program is administered by a Group Home Supervisor responsible for recruitment, selection, and placement of new parents, as well as administrative and financial matters. Field agents have caseload responsibility of treatment of youths. The usual stay is 6 to 18 months. Home parents receive a basic guaranteed sum plus a per-ward allowance. In 1966, the state agency paid the group home \$30.00 per month per licensed bed; when: occupied, the home received \$85.00 per-youth-per-month for room and board. By 1970, 12.00 Personal allowance In 1969, the Minnesota Department of Corrections undertook a study to learn the outcomes of group homes youths. Researchers examined the case records and histories of 129 juveniles who had been placed in the group homes from September 1965 to July 1969. The bulk of the youths (842) were white, the remainder being of Indian, Oriental or Mexican descent No

Over half of the wards (55.8%) were placed in group homes in lieu of institutionalization. Thirty percent were parolees from institutions. A

substantial portion of the offenses precipitating placement were non-criminal

(incorrigibility, liquor, runaways, truancy). Eighty-five percent of female

¹⁴Letter from W. Nelson, Group Home Supervisor, Stata of Minnesota



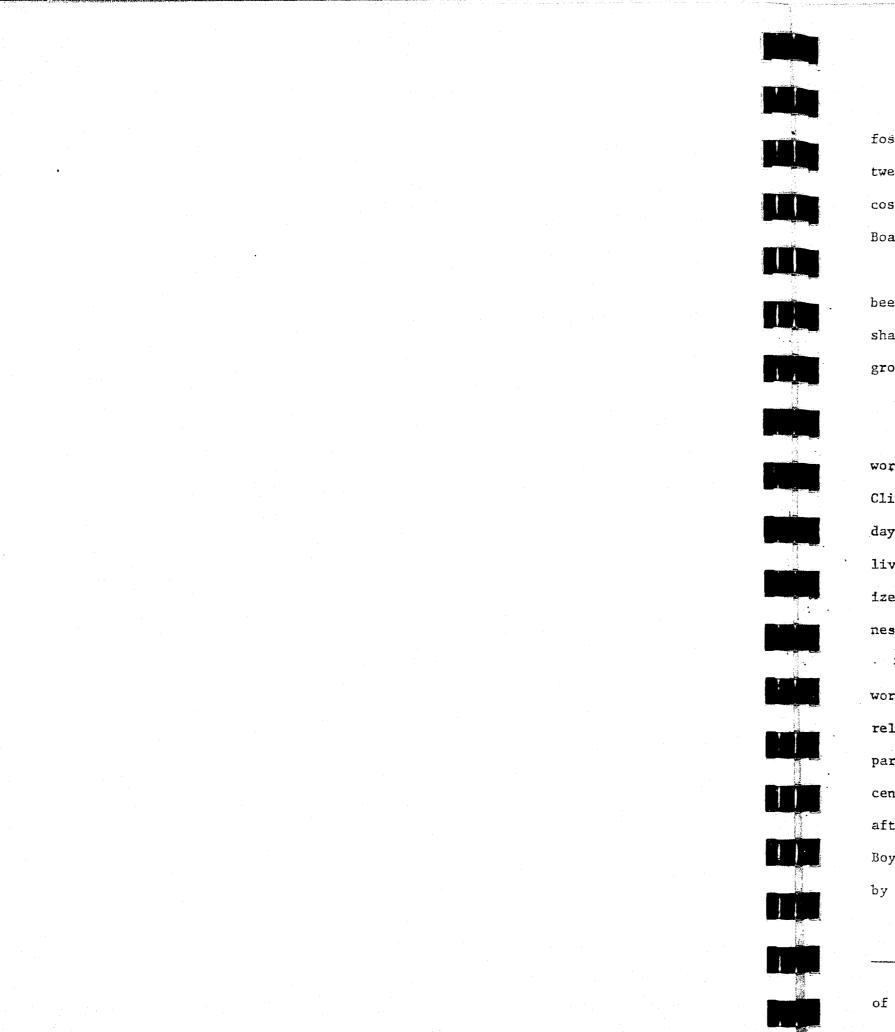
Eighteen percent of the youths successfully completed their residence and the states of the second

More meaningful than over-all "success" rates were the outcomes for and fulgers from send of several

> and the second second

.It should be kept in mind "success" in the program, was measured in terms of "adjustment" to the group home, satisfactory release from the home, and forbearance from delinquent acts while in the home. No measures of post

At least one county in Minnesota has a very active county-sponsored group home program. During the years 1968-1969, the Ramsey County (St. Paul) Minnesota juvenile court and the Probation Department have developed eighteen



foster homes with a capacity of 65 persons. Youths in the homes average be tween 15 and 16 years of age. Placement of girls exceeds that of boys ... The cost of care is \$75 per month per child. Funds are provided by the Welfare Board_

No systematic evaluation of the program has been reported. It has been noted however, that the county now provides a disproportionately low share of commitments to state institutions. Also, runaway rates for the 16 . group homes has not exceeded 4% at any one time

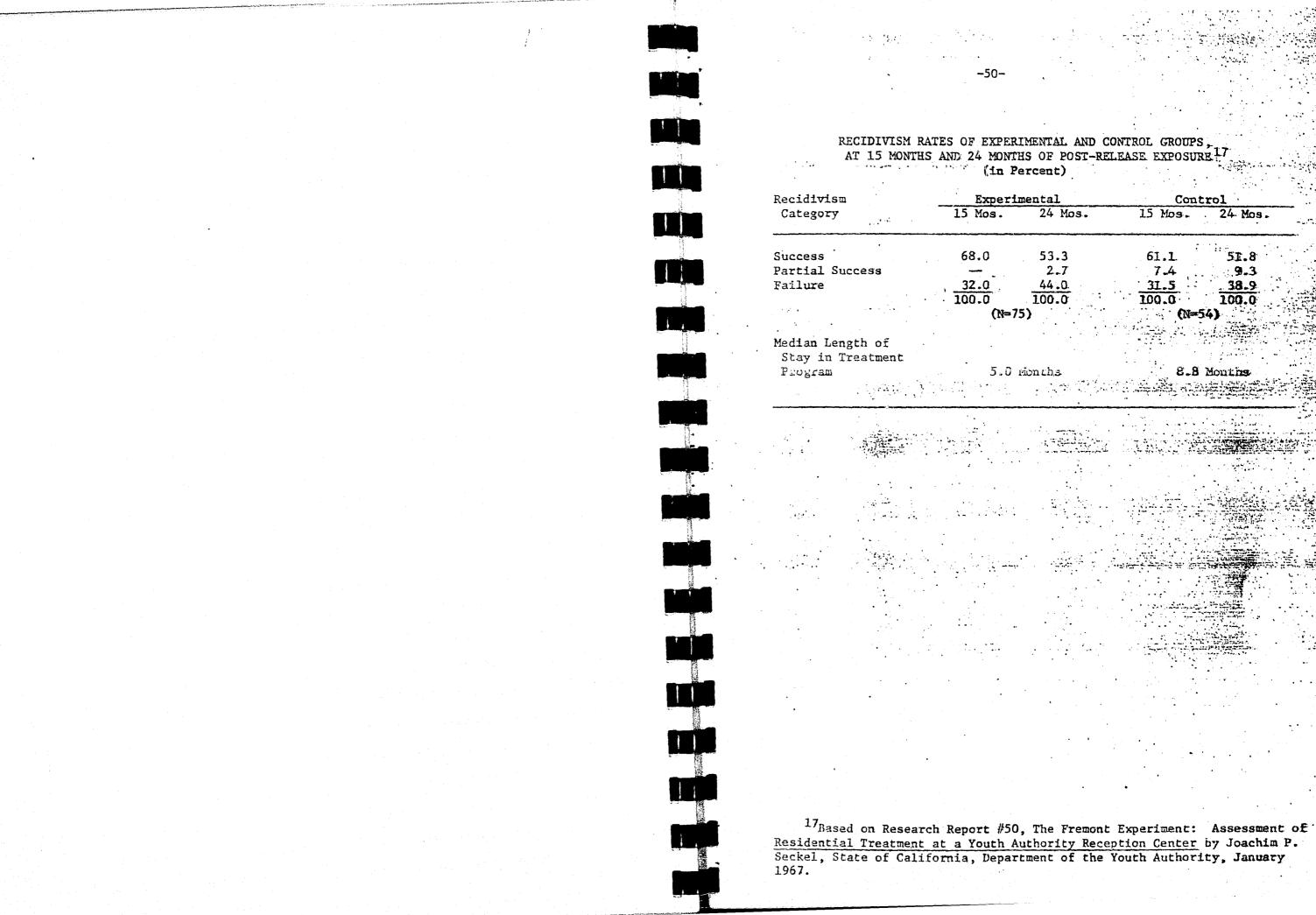
The Fremont Experiment, California

The Frammat Experiment grew out of voluntary offorts of several social workers and clinical psychologists at California's Southern Reception Center Clinic. The Staff had been providing individual and group therapy and hal day work assignments to "holdovers" at the Reception Center. The youths: lived in a single unit known as Fremont. These activities were later formalized into a program in order to systematically evaluate therapeutic effective ness.

. What finally emerged was a five-month residential program emphasizing; work, intensive counseling, remedial education, self government, and prerelease contact with parole agent and community. Virtually all boys took part in individual and group therapy. All boys worked at the reception center on a half-day basis. All boys had to undergo a brief school experience after which they could continue or slack off depending on how they felt. Boys also participated in weekly community meetings which were largely run by the boys themselves. Meetings usually took up problems bothering the boys

¹⁶Robert F. Nelson, "Ramsey County Group Home Program," American Journal of Correction, 31(4): pp. 20-21, 1967.

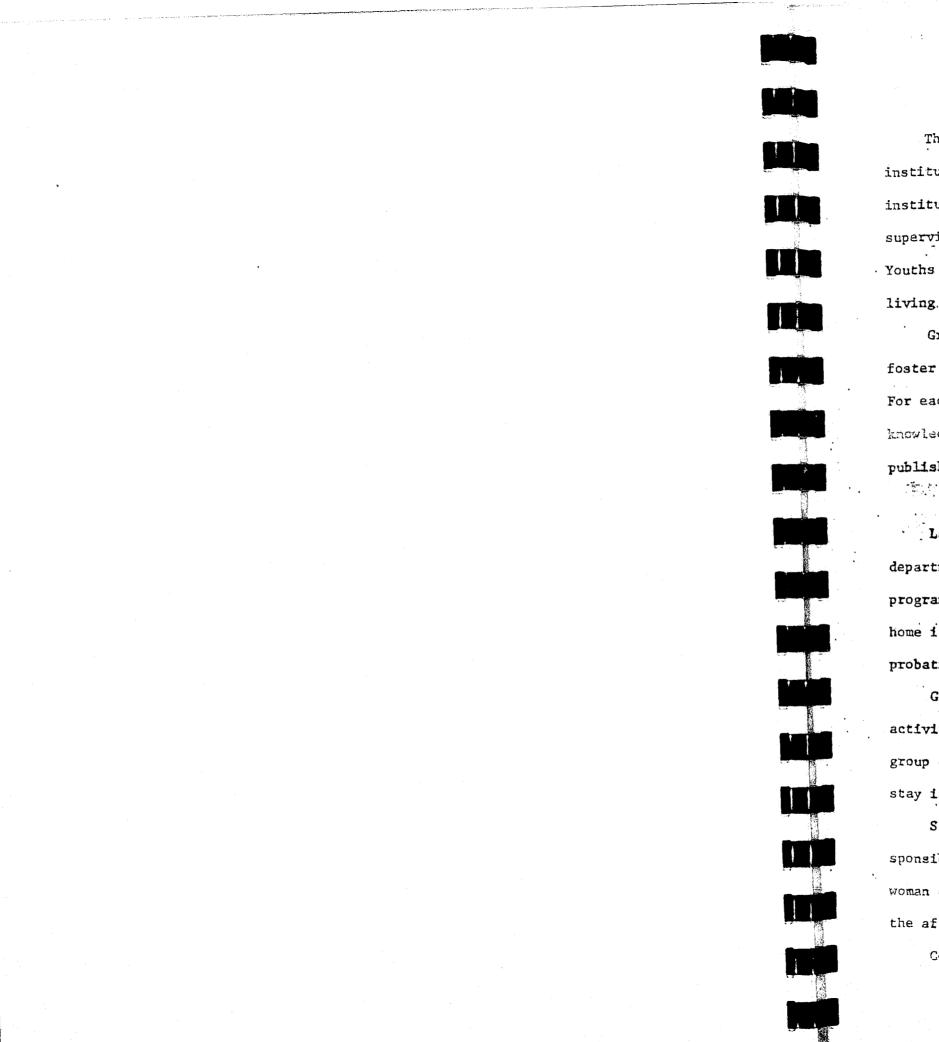
and often served as gripe sessions. In an attempt to cushion the release of boys back to the community, a system of pre-release passes was utilized. During their final weeks, boys were permitted a series of four 4-hour passes and one 12-hour pass. To be eligible for Fremont, boys had to be at least 16 years old and able to meet minimum grade placement of 7.0. Moreover, they had to evidence willingness to accept work responsibility; show capacity to participate in group living; and demonstrate a desire to establish constructive relation ships with adult figures. Ineligible were: runaways, drug dependents, sexual deviants, assault prome youths. After selection, eligible youths were assigned on random basis to either Fremont or a control group. . In order to determine the effectiveness of a Framout type of program the post release behavior of 75 Fremont graduates was compared to 54 control subjects. Boys had been assigned randomly to either the Fremont program or institutional care. The intent had been to avoid any bias in selecting experimental boys. In comparison to "average" youth authority wards, Fremont study youths (both controls and experimentals) were "good parole risks" in terms of the standard base expectancy scores, The experimental and control groups show no statistically significant difference in recidivism rates after 24 months of follow up. Moreover, the two groups did not differ significantly on the seriousness of the first postrelease offense as measured in a severity scale (see next page). Contract Group Home - Wisconsin As of 1966, Wisconsin had 33 group homes for delinquent youth. The homes were run by private couples on contract with the Welfare Department's Division of Corrections. The number of wards per home varied from four to eight



RECIDIVISM RATES OF EXPERIMENTAL AND CONTROL GROUPS, AT 15 MONTHS AND 24 MONTHS OF POST-RELEASE EXPOSURE 17 (in Percent)

imental	6				
24 Mos.	15 Mos.	24 Mos.			
53.3	61.1	51.8			
2.7	7.4	9.3			
44.0	31.5	. 38.9	مر المراجع الم محمد المراجع الم		
100.0	100.0	100.0			
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Residential Treatment at a Youth Authority Reception Center by Joachim P. Seckel, State of California, Department of the Youth Authority, January



Three-fourths of the youths were placed in homes in lieu of institutionalization. The other one-fourth were youths released from institutions. A state probation and parole agent assigned to community supervision of youth has responsibility for homes within his territory. Youths attend school or hold down jobs much as they might if they were living at their own homes.

Group home parents in most cases have successful prior histories as foster parents. Parents receive a state subsidy for each bed they maintain. For each youth placed, the parents receive \$80/month for board. To the best knowledge of this writer, no systematic evaluation of the program has been . published.

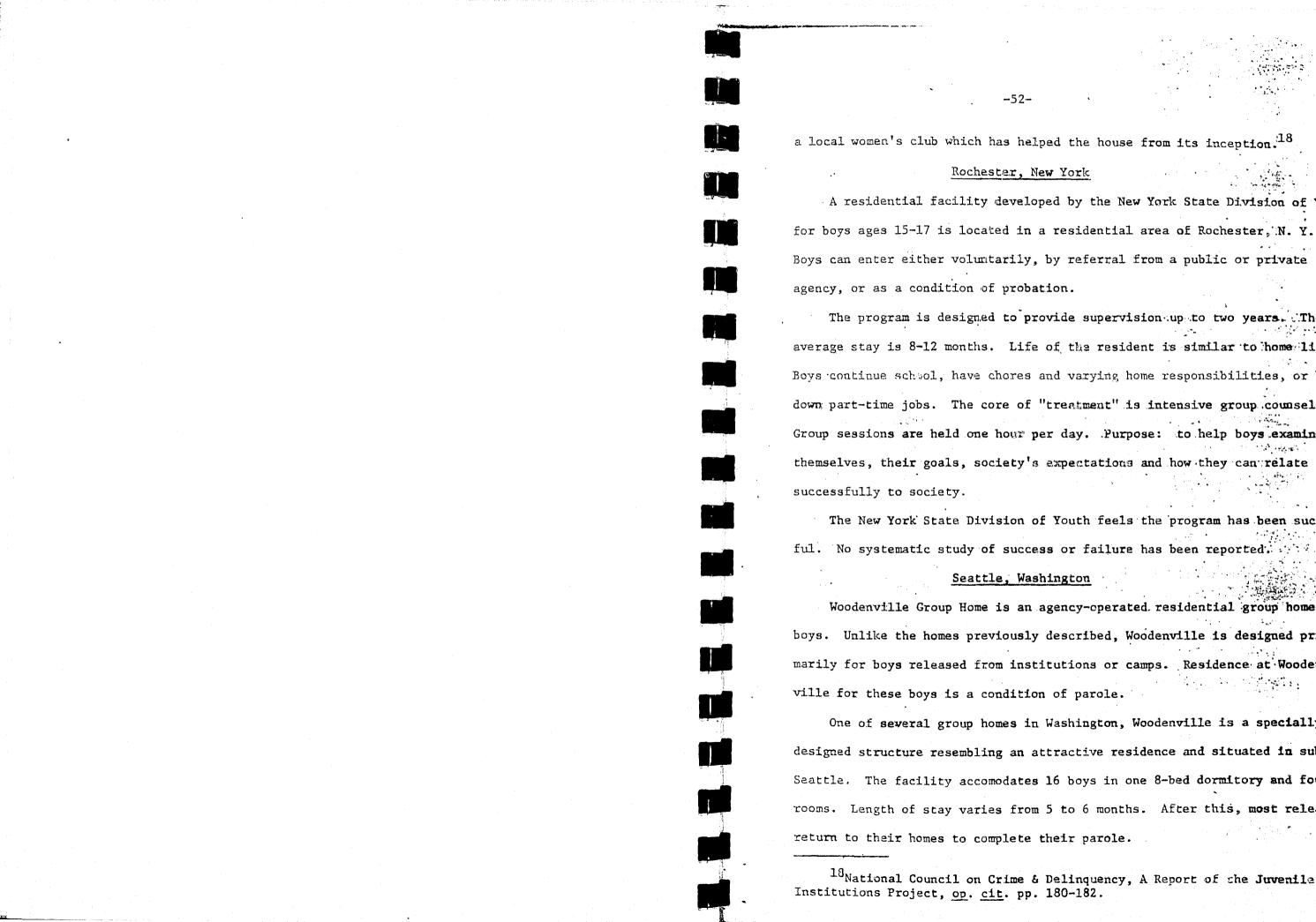
Santa Barbara County, California

La Morada is a group home operated by Santa Barbara County probation department. The home is an attractive residence especially built for the program and located in a suburb of Santa Barbara. Capacity is fifteen. The home is for girls aged 13 to 17 years who are referred for placement by their: probation officer. Placement is by court order. Girls attend the local high school and have a regular schedule of

and the second second • • • • • activities after school and weekends. The program includes individual and group counseling, study, household chores and housekeeping training. Average stay is nine months.

Staff consists of a group home director (who carries the caseload responsibility for each girl and her family) and four female supervisors. One woman each works during the morning and night shifts and two women work during the afternoon shift.

Considerable support and assistance is provided by volunteers - particularly



A residential facility developed by the New York State Division of Youth for boys ages 15-17 is located in a residential area of Rochester. N. Y Boys can enter either voluntarily, by referral from a public or private

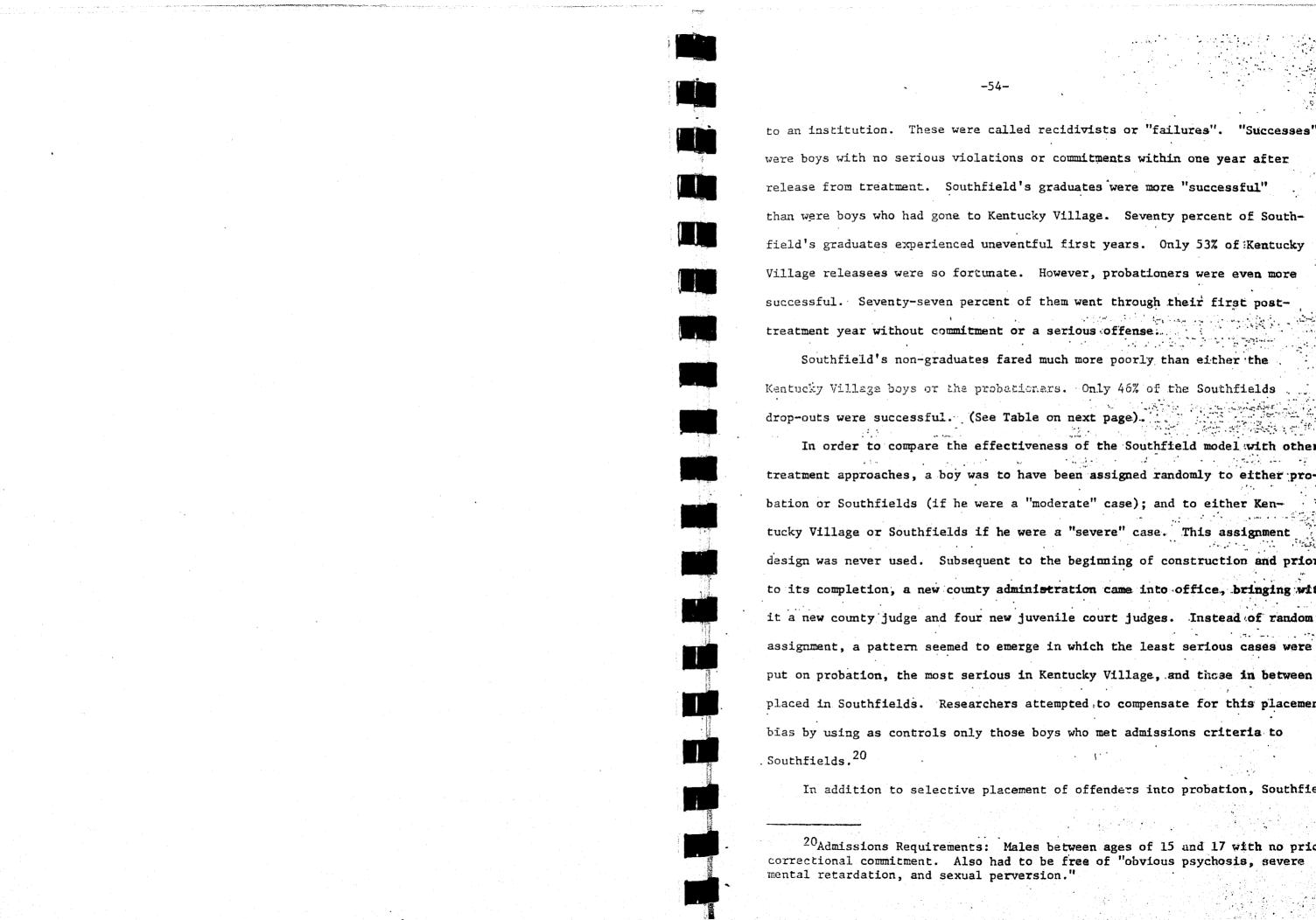
The program is designed to provide supervision up to two years. The average stay is 8-12 months. Life of the resident is similar to home life. Boys continue school, have chores and varying home responsibilities, or hold down part-time jobs. The core of "treatment" is intensive group counseling Group sessions are held one hour per day. Purpose: to help boys examine themselves, their goals, society's expectations and how they can relate

The New York State Division of Youth feels the program has been success

Woodenville Group Home is an agency-operated residential group home for boys. Unlike the homes previously described, Woodenville is designed pri-Residence at Wooden-

One of several group homes in Washington, Woodenville is a specially designed structure resembling an attractive residence and situated in suburban Seattle. The facility accomodates 16 boys in one 8-bed dormitory and four 2-bed rooms. Length of stay varies from 5 to 6 months. After this, most releasees

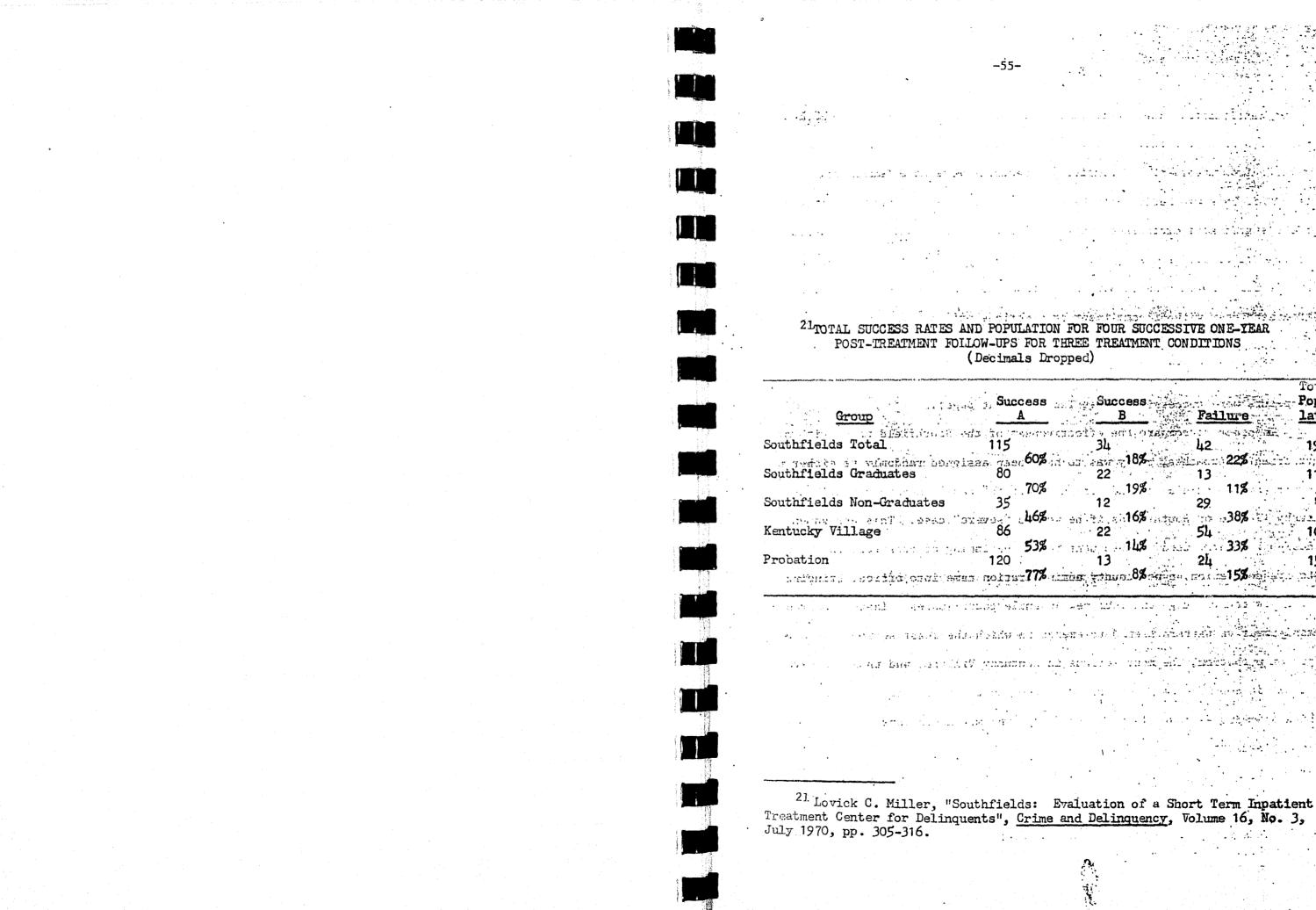
-53-The staff consists of 7 persons. One of these, the director, has administrative responsibility for the unit. He also has prime responsibility for parole case management for each of the youths while the youth is in the group home. Other staff consist of four full-time (8-hour shift) supervisors a half-time supervisor, and a cook.¹⁹ Southfields - Jefferson County, Kentucky Southfields is a replication of the Highfields (New Jersey) program. Physical facilities were designed and built to the specifications of Albert Elias, director of Highfields in 1952 and 1953. The Southfields program began in 1961. It was evaluated annually for four successive years to determine its effectiveness in combating recidivism The Treatment Program - As in Highfields, all activities at Southfields were visualized as part of an overall therapeutic community. Emphasis was on resocialization of boys committed to delinquent norms and values through the use of peer group pressures. Design of the program was to infuse initial group of boys, "the old boys", with the values of the larger non-delinquent society. These boys in turn would act as therapeutic agents in their peer group relationships. A key part of the work-treatment program was the "group interaction" session held nightly. To determine treatment effectiveness the records of all 191 boys released from Southfields between July 1, 1963 and June 30, 1966 were examined annually. The same was done with a group of 162 boys released from Kentucky Village (a reformatory) and 157 boys placed on probation during this period. Boys from the three groups were compared in terms of whether within a year of release they had committed a serious offense or had been recommitted ¹⁹National Council on Crime & Delinquency, A Report of the Juvenile Institutions Project op. cit., pp. 195-197.



field's graduates experienced uneventful first years. Only 53% of :Kentucky Southfield's non-graduates fared much more poorly than either the In order to compare the effectiveness of the Southfield model with other treatment approaches, a boy was to have been assigned randomly to either prodesign was never used. Subsequent to the beginning of construction and prior to its completion, a new county administration came into office, bringing with it a new county judge and four new juvenile court judges. Instead of random assignment, a pattern seemed to emerge in which the least serious cases were put on probation, the most serious in Kentucky Village, and these in between placed in Southfields. Researchers attempted to compensate for this placement

In addition to selective placement of offenders into probation, Southfields

²⁰Admissions Requirements: Males between ages of 15 and 17 with no prior correctional commitment. Also had to be free of "obvious psychosis, severe



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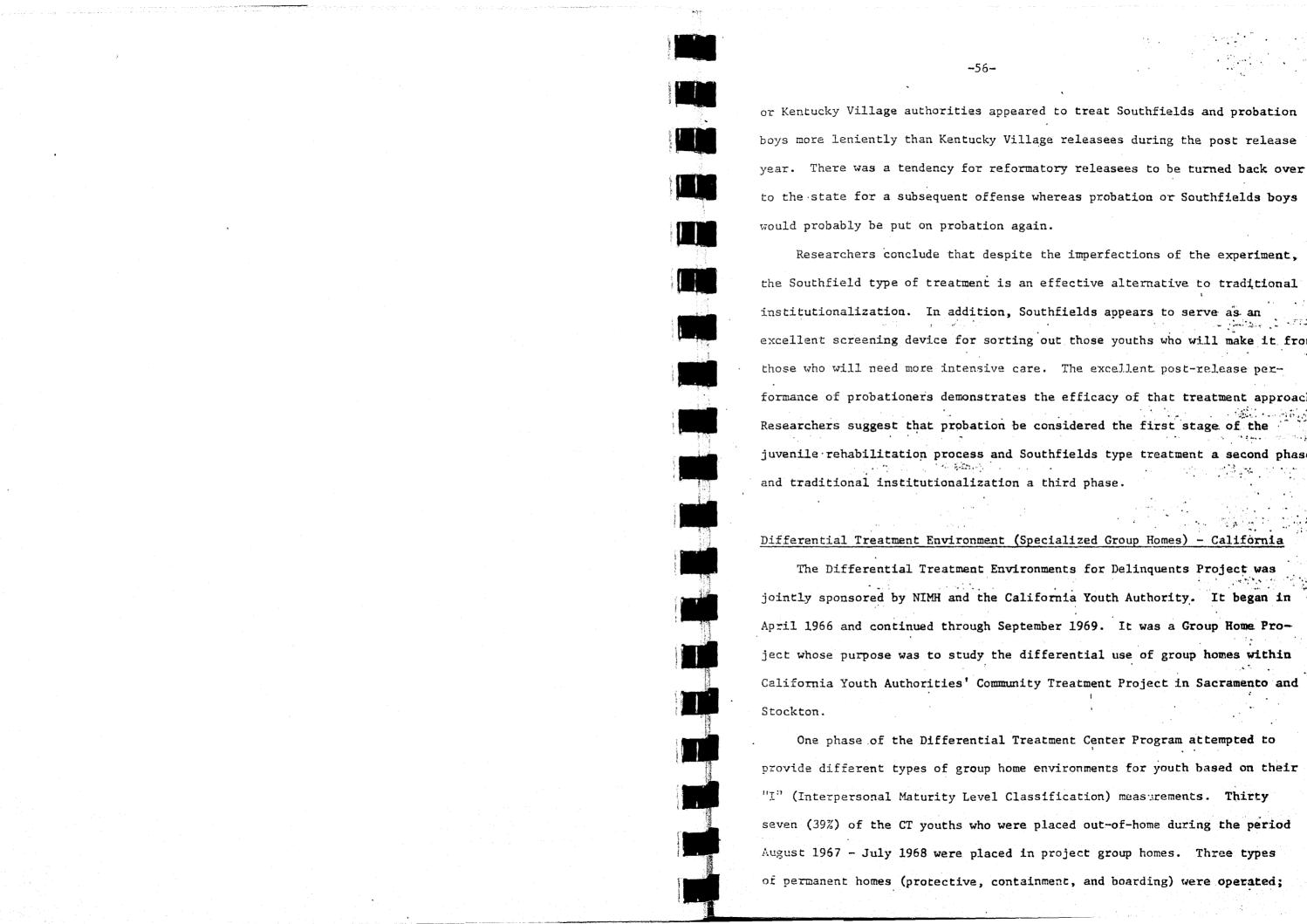
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Treatment Center for Delinquents", Crime and Delinquency, Volume 16, No. 3,

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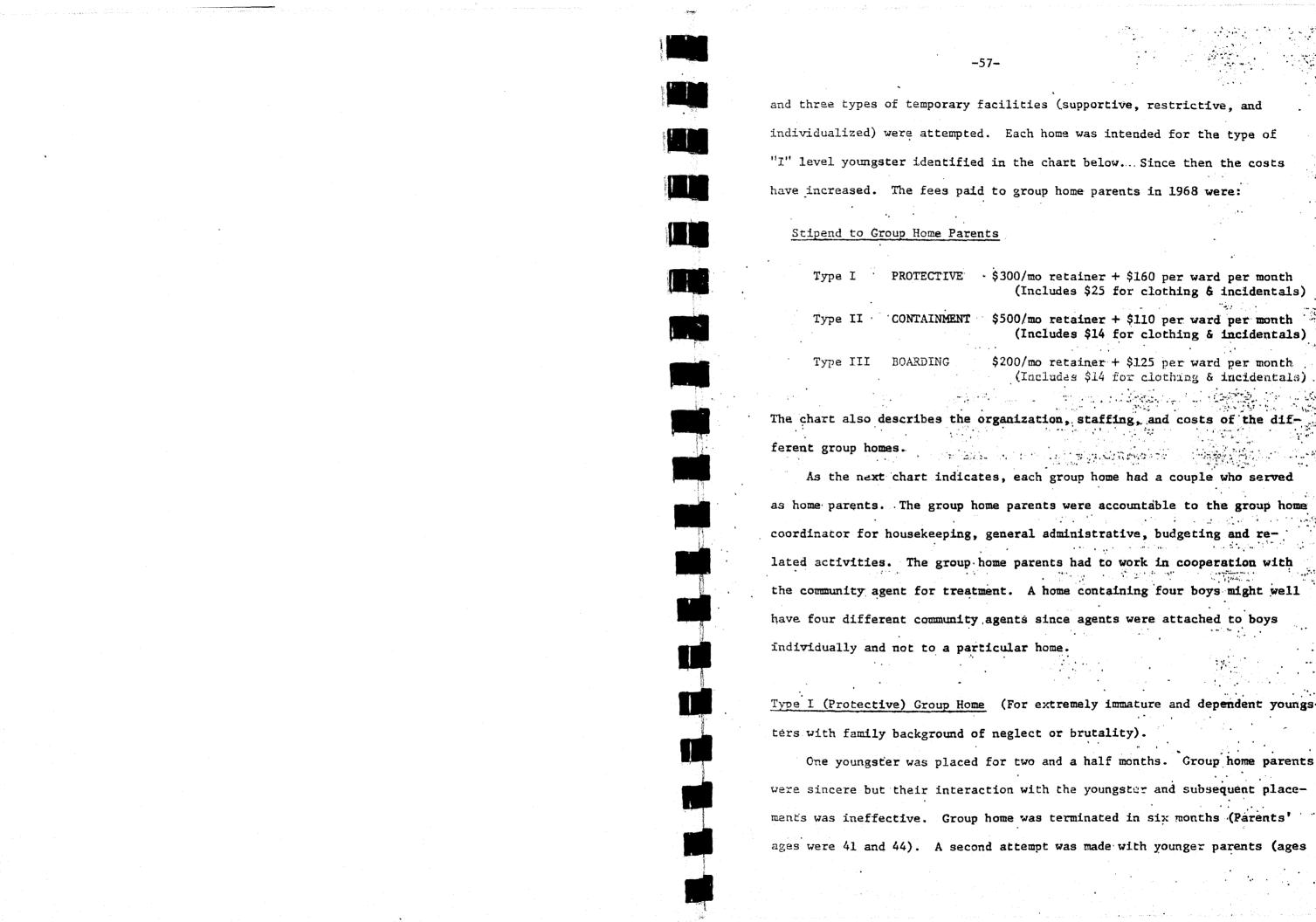


boys more leniently than Kentucky Village releasees during the post release year. There was a tendency for reformatory releasees to be turned back over to the state for a subsequent offense whereas probation or Southfields boys

Researchers conclude that despite the imperfections of the experiment. the Southfield type of treatment is an effective alternative to traditional excellent screening device for sorting out those youths who will make it from

The Differential Treatment Environments for Delinquents Project was California Youth Authorities' Community Treatment Project in Sacramento and

One phase of the Differential Treatment Center Program attempted to provide different types of group home environments for youth based on their



- \$300/mo retainer + \$160 per ward per month (Includes \$25 for clothing & incidentals) \$500/mo retainer + \$110 per ward per month (Includes \$14 for clothing & incidentals) \$200/mo retainer + \$125 per ward per month (Includes \$14 for clothing & incidentals)

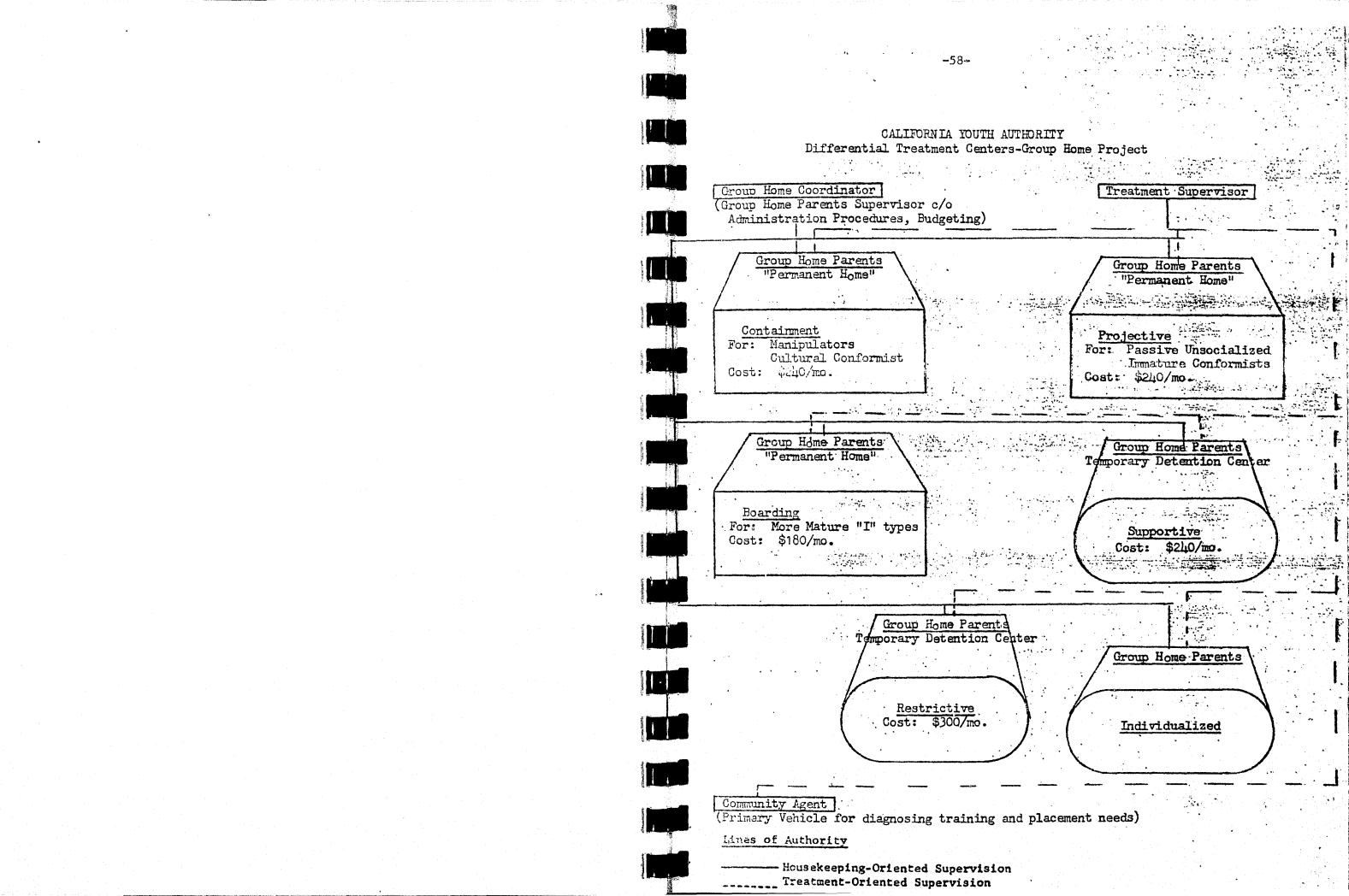
The chart also describes the organization, staffing, and costs of the dif

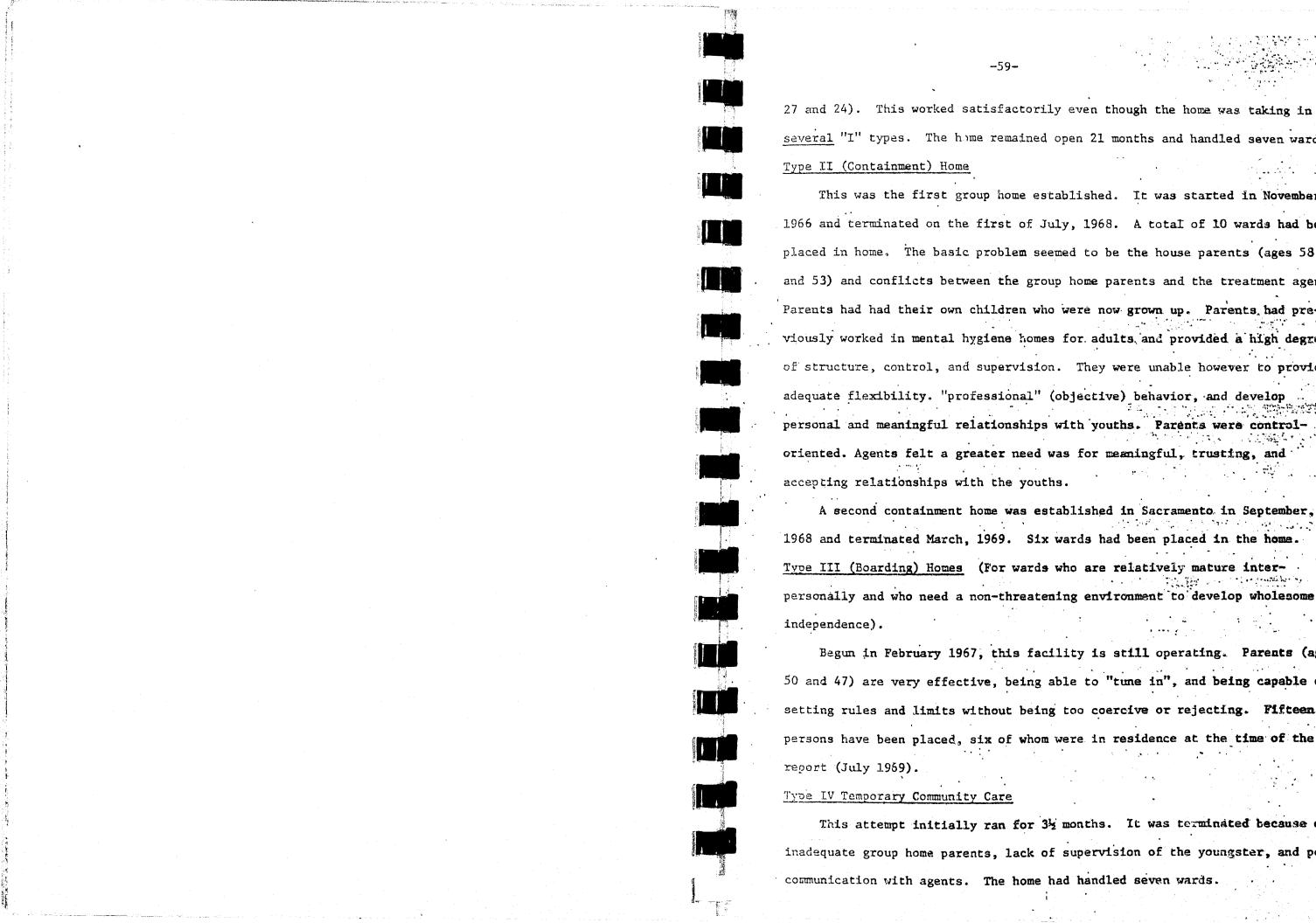
as home parents. The group home parents were accountable to the group hom

the community agent for treatment. A home containing four boys might well

Type I (Protective) Group Home (For extremely immature and dependent youngs

were sincere but their interaction with the youngster and subsequent place-





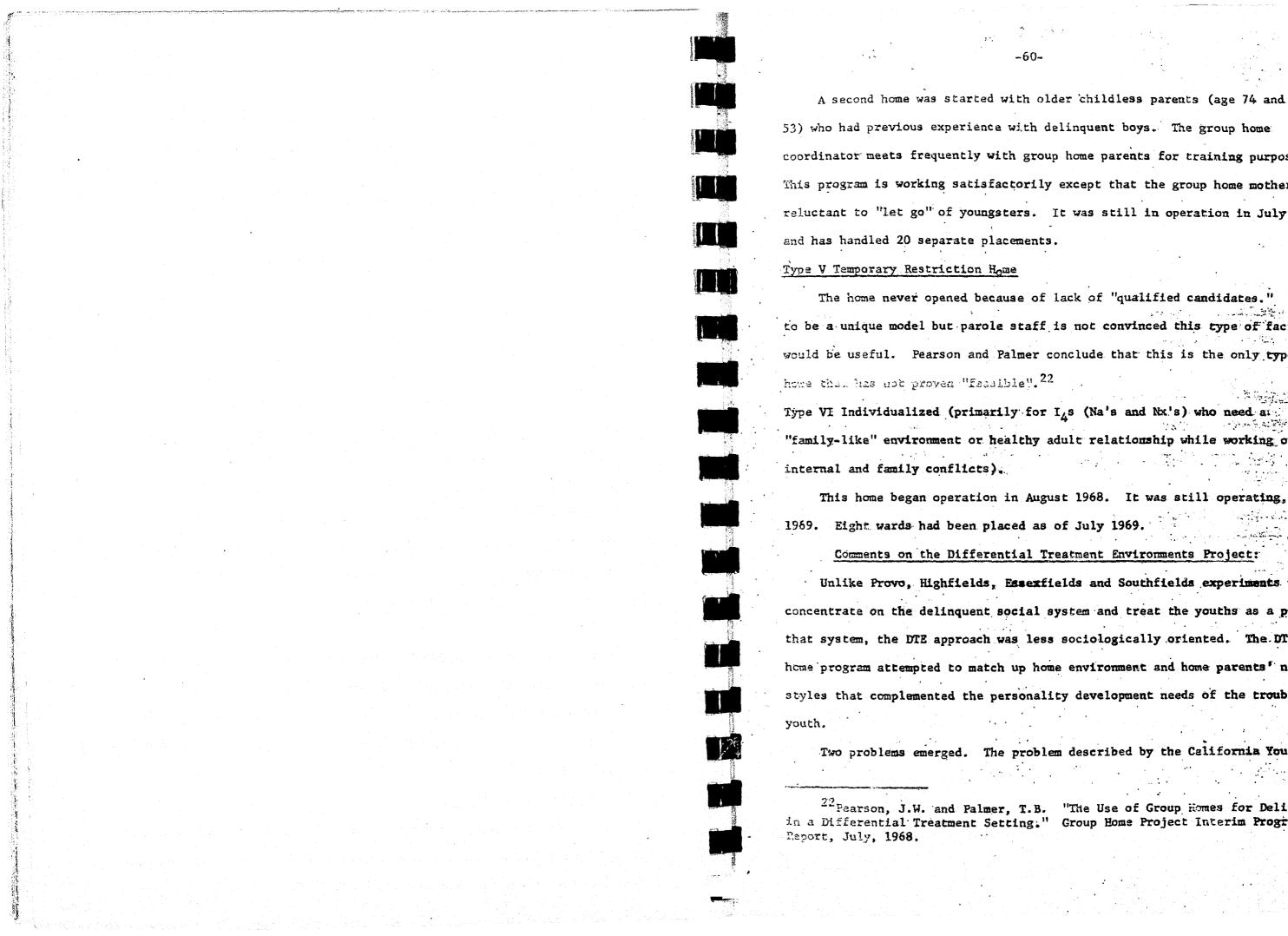
several "I" types. The home remained open 21 months and handled seven wards

This was the first group home established. It was started in November. 1966 and terminated on the first of July, 1968. A total of 10 wards had been and 53) and conflicts between the group home parents and the treatment agents Parents had had their own children who were now grown up. Parents had previously worked in mental hygiene homes for adults, and provided a high degree of structure, control, and supervision. They were unable however to provide

A second containment home was established in Sacramento in September.

Begun in February 1967, this facility is still operating. Parents (age 50 and 47) are very effective, being able to "tune in", and being capable of

This attempt initially ran for 31 months. It was terminated because of inadequate group home parents, lack of supervision of the youngster, and poor



coordinator meets frequently with group home parents for training purposes. This program is working satisfactorily except that the group home mother is reluctant to "let go" of youngsters. It was still in operation in July 1969,

The home never opened because of lack of "qualified candidates." It was to be a unique model but parole staff is not convinced this type of facility would be useful. Pearson and Palmer conclude that this is the only type of

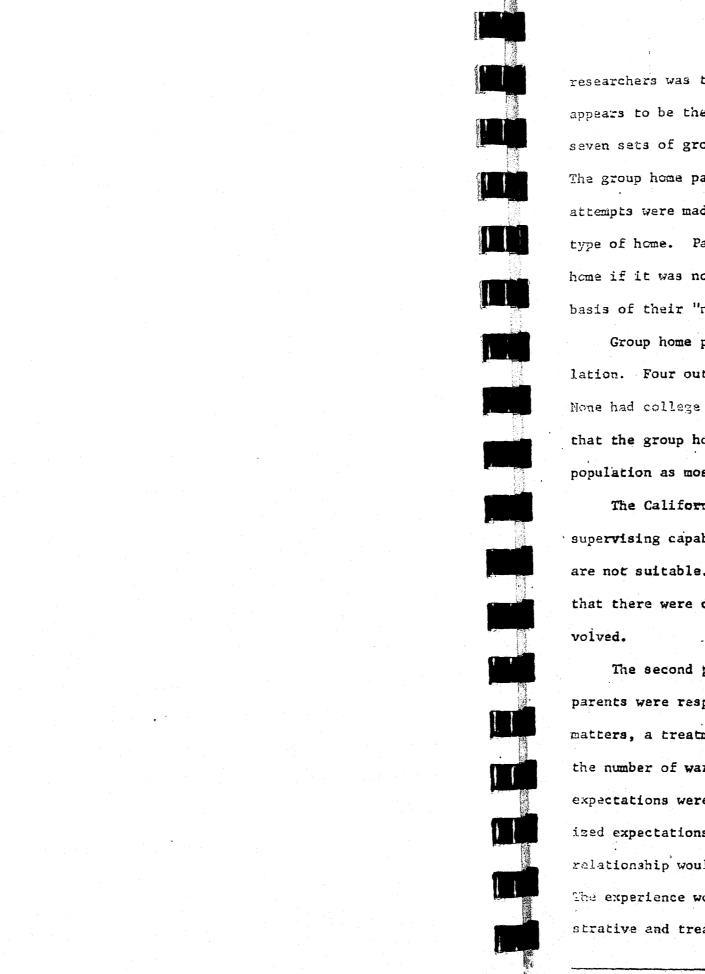
1.1 "family-like" environment or healthy adult relationship while working out

This home began operation in August 1968. It was still operating, July

Unlike Provo, Highfields, Essexfields and Southfields experiments which: concentrate on the delinquent social system and treat the youths as a part of that system, the DTE approach was less sociologically oriented. The DTE group home program attempted to match up home environment and home parents natural styles that complemented the personality development needs of the troubled

Two problems emerged. The problem described by the California Youth

22 Pearson, J.W. and Palmer, T.B. "The Use of Group Homes for Delinquents in a Differential Treatment Setting." Group Home Project Interim Progress

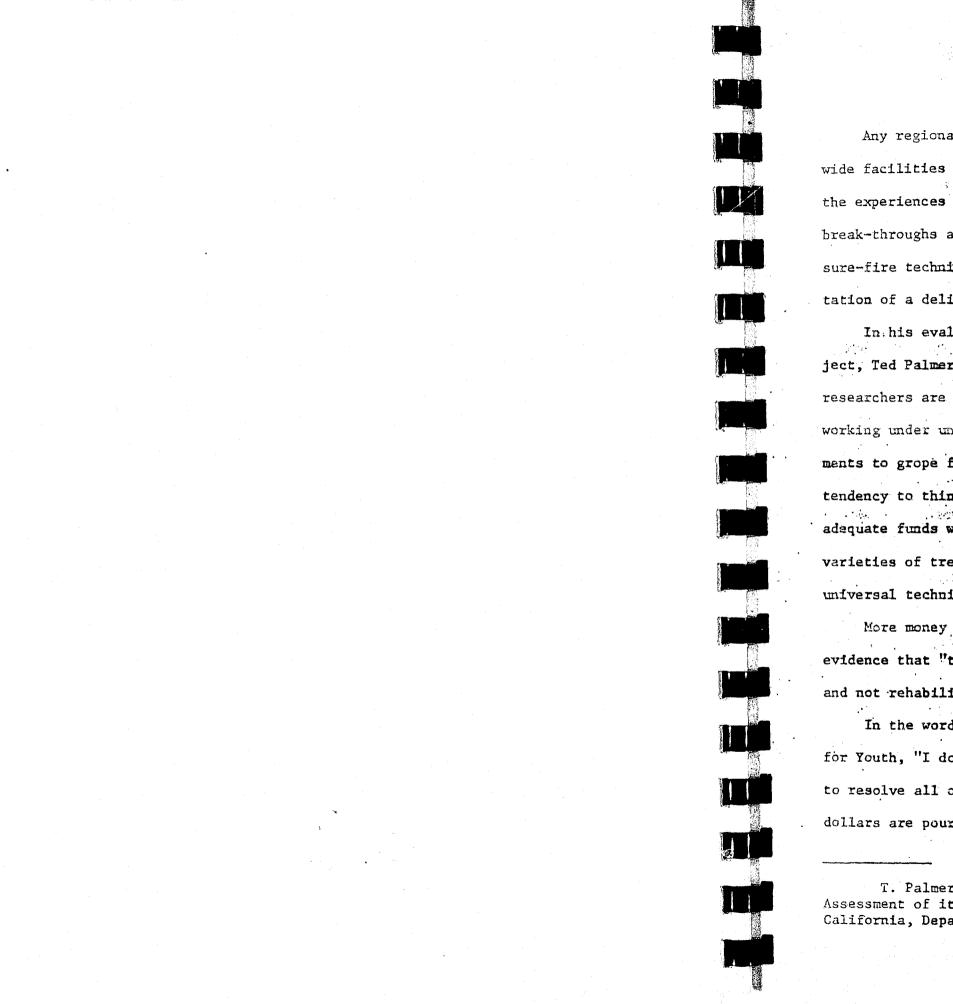


researchers was that of group home parents. The key to the group home projects appears to be the attitudes and behavior of group home parents. Four of the type of home. Parents had to be willing to move or to modify their own Group home parents are hard to distinguish from the "average" popu-None had college training in social sciences. Pearson and Palmer conclude that the group home parents appeared to have been drawn from the same The California researchers stressed the difficulties in finding and are not suitable. The DTE experience proves nothing in this respect except

seven sets of group home parents "hired" had been terminated as of July 1969. The group home parents were non-professionals. In the selection process attempts were made to secure persons who were appropriate to a particular home if it was not adequate. Persons were selected and assigned on the basis of their "natural style" of relating and dealing with youngsters. lation. Four out of five happen to have had prior foster-care experience. population as most agencies drew on for foster parents.²³ supervising capable home parents. They seem to imply that non-professionals that there were differences in expectations among the staff that were in-

The second problem the DTE experience reveals is organizational. House parents were responsible to a group home coordinator for administrative matters, a treatment supervisor, and several treatment agents - depending on the number of wards in the home. It is safe to assume that the administrative expectations were different from (and perhaps incongruent with) the individualized expectations of each of the treatment agents. This structural interrelationship would be very stressful for a professional as well as a lay person. The experience would suggest too many bosses and the vesting of both the administrative and treatment responsibilities in a single superior.

23_{Ibid}.



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Summary and Conclusions

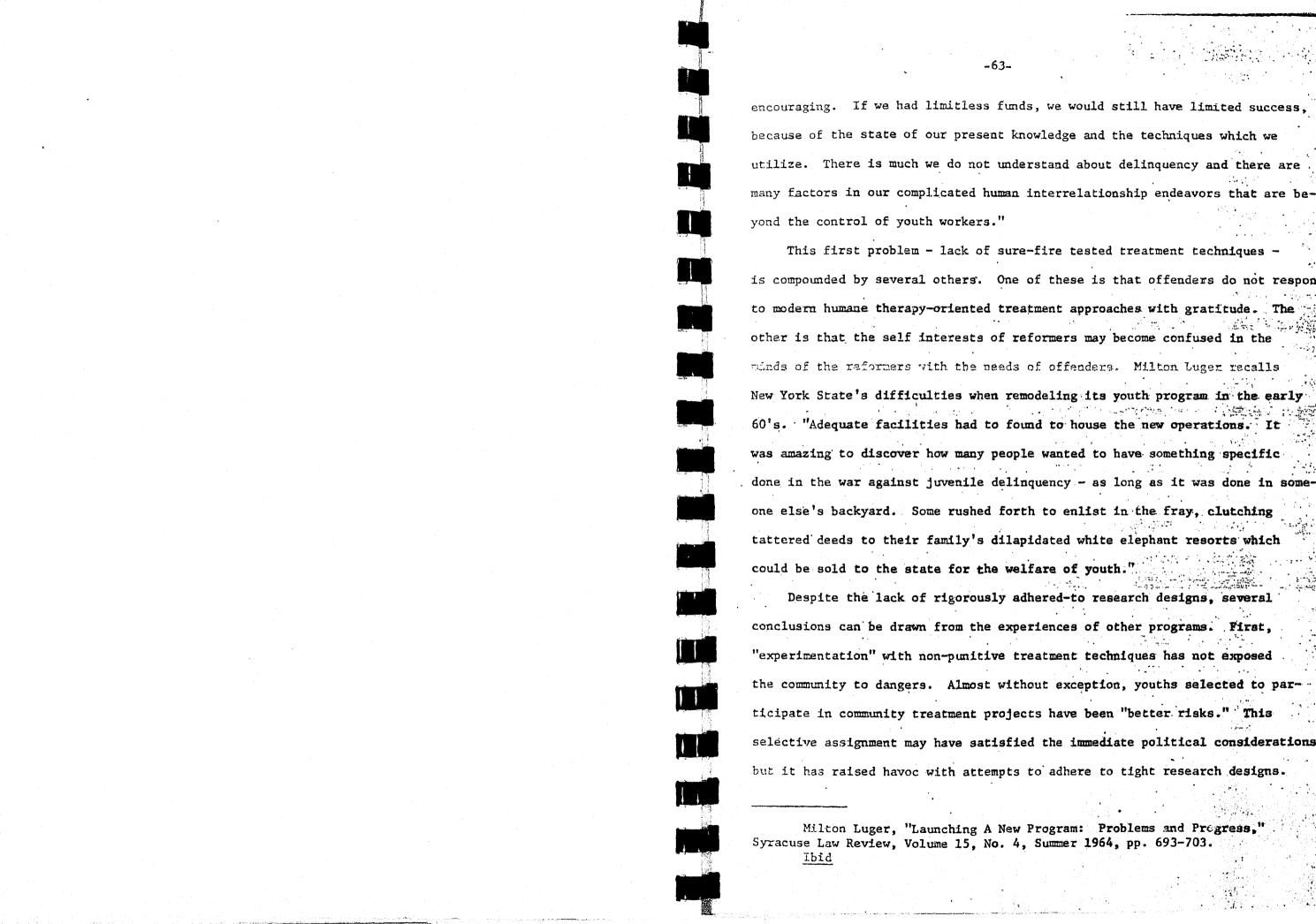
Any regional or municipal body seeking to develop community or areawide facilities for treatment of youths would be well advised to consider the experiences of other states and localities. Despite the spate of break-throughs and discoveries publicized by the popular media, no single sure-fire technique has been developed which will guarantee the rehabilitation of a delinquent youth.

In his evaluation of California's eight year Community Treatment Pro-ject, Ted Palmer notes that corrections administrators, professionals, and والموجود والمراجع والمحجوج وال researchers are experiencing a change in thinking. Long accustomed to working under undesirable conditions with inadequate resources, the induce-ments to grope for panaceas have been strong. Similarly there has been a tendency to think in terms of "one best way" i.e., the "right" way, if only adequate funds were available. However, research and experiences with 1. **1** varieties of treatment approaches indicates there is not one best way, no universal technique for treating delinquency.

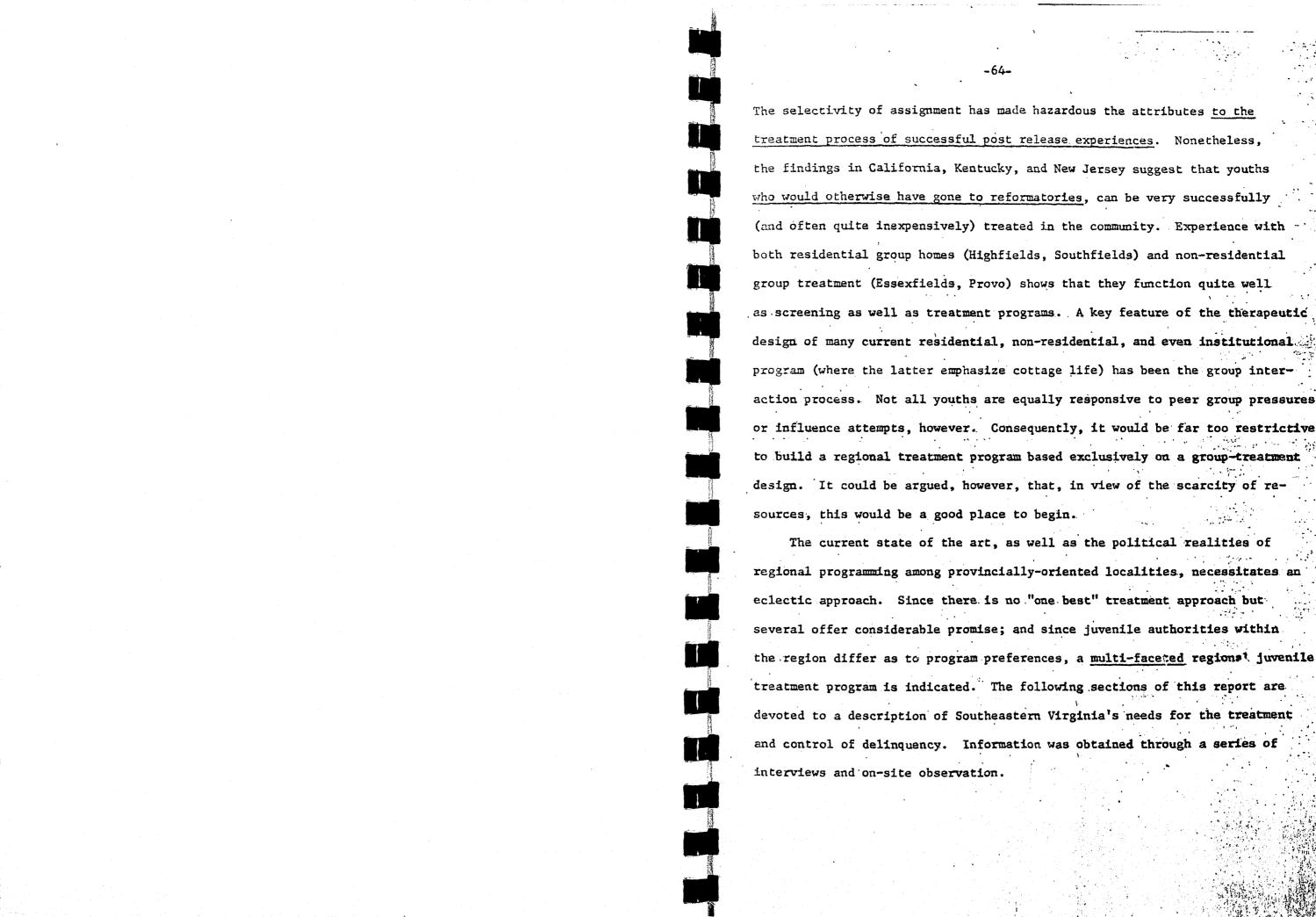
More money for additional facilities is not enough. There is substantial evidence that "treatment" facilities of the past have become breeders of crime. and not rehabilitators.

In the words of Milton Luger, recent Director of New York State's Division for Youth, "I do not mean to imply that the secret missing ingredient needed to resolve all of our adolescent treatment problems is money. Millions of tax dollars are poured into the rehabilitation hopper, and the results are not very

T. Palmer, "California's Community Treatment Project in 1969: An Assessment of its Relevence and Utility to the Field of Corrections." California, Department of the Youth Authority, March 1969, p. 67.



is compounded by several others. One of these is that offenders do not respond 🕆 This



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