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College of William and Mary -
METROPOLITAN CRIMINAL JUSTICE CENTER

RESEARCH PROJECT

COMPREHENSIVE JUVENILE DELINQUENCY

CONTROL PLAN

MAY 9, 1972

72-NI-99-0005

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INTRODUCTION

During the period of September 1971 to January 1972 the Metropolitan Criminal Justice Center Research Project Team developed and assembled a statistical base consisting of a limited but sensitive set of indicators that aid in measuring changes as they occur in the criminal justice systems of the Cities of Chesapeake, Norfolk, Portsmouth and Virginia Beach. This statistical base, referred to as baseline data, includes social and economic indices as well as crime statistics to insure that the environment in which crimes are committed may also be considered.

During the formulation of the baseline data, many needs were identified by officials of the four city area. Members of the research team noted these and other needs during the data collection phase and the data analysis phase. A detailed study of the requirements and the crime problems of the four-city area resulted in the finding that there is an obvious and urgent need for an acceptance of concepts and implementation of programs relating to juveniles, designed to meet local as well as national needs. Accordingly, the team concluded that a comprehensive action program to deter youth from entering a life of crime, or continuing within that pattern of behavior, should be of initial concern and should be dealt with prior to undertaking any program relating to adult offenders. Thus, the Comprehensive Juvenile Delinquency Control Plan has been developed.

The plan is designed (1) to deal with the enormous but not insoluble problems of identifying and limiting the occurrence of juvenile delinquency, (2) to reduce the recidivism rate, and (3) to improve the quality of justice available to each juvenile that becomes involved with the justice system. The plan also envisions the creation of a model of pre-judicial administration that will provide authorities with a range of choices for the treatment and disposition of the juvenile outside the court system.

We have preliminary agreements for support from the concerned state departments, namely the Department of Welfare and Institutions and the Division of Justice and Crime Prevention. Also, the national Law Enforcement Assistance Administration has approved in principle the initial direction we believe should be taken.

While many of the actions specified in this plan are not entirely new or innovative when considered on a national level, the selections and consolidation of these actions into a comprehensive plan to attack the whole problem, by addressing all elements of the juvenile justice system, is innovative in itself.

In formulating the plan, numerous local and national documents were reviewed and many local officials were consulted, the most notable of which were:

a. The Challenge of Crime In a Free Society, Report by the President's Commission on Law Enforcement and Administration of Justice, February 1967.

b. The Community Adjustment Services Bureau Project and the Court's Comprehensive Plan for Services to Delinquent Children and Their Families, both prepared by Mr. Henry J. Jablonski, Court Administrator, Norfolk Juvenile and Domestic Relations Court.

c. The Juvenile Facilities Study, prepared by the Center for Metropolitan Studies, Old Dominion University, 1970.

d. Services in the Seventies to Virginia Delinquent Children and Their Families, prepared by the Division of Youth Services, Virginia Department of Welfare and Institutions.

e. The Comprehensive Juvenile Delinquency Plan, prepared for the Virginia Department of Welfare and Institutions, by Crime Prevention Systems Corporation, September 1971.

f. The State Comprehensive Plan, Fiscal Years 1971 and 1972, prepared by the Division of Justice and Crime Prevention, Virginia Council on Criminal Justice, December 1970 and 1971.

g. The Tidewater Neighborhood Facilities Planning Project Report, prepared by the Health-Welfare-Recreation Planning Council, May 1970.

h. The Comprehensive Juvenile Group Home Facilities Services System, presently being developed and supported by Mr. C. R. Mastracco of Chesapeake, Mr. T. Masters of Portsmouth, and Mr. G. Turner of Virginia Beach in conjunction with Mr. J. Winters of the Southeastern Virginia Planning District Commission.

After implementation of the actions identified in the plan they will be evaluated using the previously mentioned baseline data as a departure point. Those actions that have a positive

impact will be recommended to other local governments in the nation. Conversely, those that do not succeed will be identified, together with a negative recommendation, so that others may be guided by the unsuccessful experiences of the team as well.

In addition to the actions contained in this plan, the team is aware that additional projects relating to the juvenile crime problem have been proposed for implementation within the four city area. These, as well as projects proposed in the future, will be considered on a continuing basis in order that a total effort can be coordinated into an effective program. The team recognizes this fluid situation, and the Comprehensive Juvenile Delinquency Control Plan is therefore intended as a flexible working document, subject to revisions as circumstances dictate.

MULTI-YEAR GOALS OF THE COMPREHENSIVE PLANNING EFFORT

ACTION FRAME: 1972-1976

PROBLEM AREAS: Community Prevention/Treatment Facilities/
Coordination of Programs.

SYSTEM GOAL: Increase Preventive and Rehabilitative Capability of Juvenile Criminal Justice System.

IMPACT GOAL: Significantly reduce the overall rate of juvenile crime.

CATEGORIES:

Category ONE: Preventive Education and Guidance

Goal: Prevent Juvenile Delinquency where possible through augmented public school services and educational programs.

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Category TWO: Community Diversion Components

Goal: Create initial diversion components within the juvenile justice system which preempt problems that would flow directly into the juvenile court, thereby making it a place of last resort for youth in trouble.

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Category THREE: Detention and Treatment

Goal: Develop a network of juvenile institutions which offer to the courts diversified detention and treatment options responsive to the needs and welfare of the juvenile and the community.

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Category FOUR: Court Operation and Staffing

Goal: Augment the capabilities of the juvenile court through increased professional staffing, improved management and specialized education.

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Category FIVE: Specialized Court Services

Goal: Create Community Counseling Units to provide intake, evaluation, probation, after-care and group counseling services for juvenile courts.

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Category SIX: Law Enforcement Agencies

Goal: Augment the capabilities of the police for more effective and consistent handling of juveniles through increased professional staffing, improved management and specialized education.

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Category SEVEN: Operational Information Systems

Goal: Furnish local juvenile justice officials with an information system which will provide swift, efficient and economical retrieval of information required for problem solving and decision making.

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Category EIGHT: Personnel Development

Goal: Develop ways and means to develop and/or attract qualified personnel to staff the positions created as additional services are made available within this area.

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CATEGORY ONE

PREVENTIVE EDUCATION AND GUIDANCE

GOAL: Prevent Juvenile Delinquency where possible through augmented public school services and educational programs.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

Augment, with the cooperation and guidance of the Department of Education and local educational administrators, pupil personnel services within the public schools, including those services currently offered by school psychologists, social workers, attendance personnel, and guidance counselors.

Action B:

Provide training programs for classroom teachers, as requested, which would increase their ability to detect and deal with potentially delinquent children in the classroom, using the expertise of all state and local juvenile agencies.

Action C:

Expand drug education programs within the public schools and provide for their continuing evaluation and modification.

CATEGORY TWO

COMMUNITY DIVERSION COMPONENTS

GOAL: Create initial diversion components within the juvenile justice system which preempt problems that otherwise would flow directly into the juvenile court, thereby making it a place of last resort for youth in trouble.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

Establish youth services bureaus throughout the four city area, to which juveniles would be referred by police, schools, and intake, rather than to juvenile court, if their behavior has not been so serious as to present a threat to themselves or to society, but which indicates a need for assistance. This will allow the jurisdiction of the juvenile court to be eventually narrowed to juveniles who have committed such acts which, if committed by adults, would be crimes, or those who must come under the purview of the court for protection.

The youth services bureaus will be action agencies whose primary purpose will be problem solving, conflict resolution and furnishing services responsive to the specific nature of the case.

A wide mix of services will be provided and coordinated and will range from remedial education to psychiatric diagnosis and treatment, either directly, through a staff of professional workers and volunteers, or by referral to other community agencies whose services should be purchased by the bureau. The bureau would develop those services currently not available in the community, as part of a program of establishing complete and comprehensive services for juveniles.

Action B:

Examine facilities currently available for the treatment of drug users to determine their effectiveness and, where necessary and appropriate, develop a proposal for the establishment of supplementary facilities.

Action C:

Subsequent to the implementation of a full complement of supporting community services, seek repeal legislation with respect to those statutes which characterize juvenile delinquent behavior as crimes which are not crimes when committed by an adult, and substitute legislation which would provide for referral of cases involving such behavior to the youth services

bureau or an appropriate community agency for nonjudicial handling within the juvenile justice system. If this fails, judicial handling under non-criminal statutes would follow.

CATEGORY THREE

DETENTION AND TREATMENT

GOAL: Develop a network of juvenile institutions which offer to the courts diversified detention and treatment options responsive to the needs and welfare of the juvenile and the community.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

Seek a revision of legislation and policy, which has the effect of prohibiting detention of juveniles in jails except where there is a serious threat to public safety and no effective juvenile detention facility is available.

Action B:

Establish a network of shelter care centers to provide for the group care of dependent and neglected children and juveniles in trouble who do not require secure custody. Ensure that community counseling service units and youth services bureaus have full access to these facilities.

Action C:

Provide an additional non-secure detention facility which would serve children under purview of the court not defined as custodial risks, yet who must be detained in a holding facility.

Action D:

Establish halfway houses at population centers affording employment and educational opportunities for older children who cannot return to their homes upon release from institutions.

Action E:

Establish a regional juvenile training school which would serve as a residential treatment center offering diversified and individualized programs with clearly defined goals, methods, and techniques of treatment.

CATEGORY FOUR

COURT OPERATION AND STAFFING

GOAL: Augment the capabilities of the juvenile court through increased professional staffing, improved management and specialized education.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

Support the establishment of a court administrator for each juvenile court, who reports directly to the judge and whose responsibility would be the management and coordination of all court operations.

Action B:

Augment specialized and continuing education for juvenile court judges through training institutes, seminars and workshops in such areas as juvenile rights, alternatives to institutional commitment, use of volunteers, drug abuse and adolescent psychology.

Action C:

Support the establishment of a juvenile public defender system to provide specialized and consistently competent counsel for the juvenile and thereby relieve the court of the administrative tasks of locating, appointing and compensating private counsel for the indigent juvenile.

Action D:

Provide staffing and procedures for the preparation of social histories in all juvenile cases (except traffic) where the subject is found to be within the purview of the juvenile law.

CATEGORY FIVE

SPECIALIZED COURT SERVICES

GOAL: Create community counseling units to provide intake, evaluation, probation, aftercare and group counseling services for juvenile courts.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

Provide locally operated community counseling service units to all juvenile courts composed of several divisions, including intake, youth evaluation, probation, aftercare and group counseling. Personnel of these units would be subject to the standards and performance promulgated by the Department of Welfare and Institutions and would serve under the direction of the local court administrator. Organize and staff each community counseling service unit as follows:

1. An intake division, which would receive and act on a 24 hour basis upon all complaints received from the community concerning matters of juvenile delinquency and family discord. This division would perform a screening function by processing complaints and in each case selecting (with the consent of the complainant) one of three courses of action: (1) disposition of the case at the intake level, (2) referral of the case to the youth service bureau or other community agency, or (3) filing a petition with the juvenile court.
2. A youth evaluation division, which would act as a diagnostic team and would conduct social history investigations after the juvenile is found to be within the purview of the juvenile law. A team approach would allow joint recommendations to be presented to the court for use in determining case disposition.
3. A probation division, which would receive probation cases assigned by the juvenile court following disposition.
4. An aftercare division, which would assume supervision of juveniles who have been committed by the courts to the state department of welfare and institutions. This division would maintain contact with the youth in the institution and his family and assume active supervision of the case when he is released to the community.

5. A group counseling division which would conduct group therapy sessions of eight to ten juveniles who are on probation or are being handled non-judicially through the intake division.

Action B:

Establish short term group homes (probation), which would provide closer supervision than simple probation without removing the youth from the community. Such group homes should serve as a sentencing alternative by providing short term intensive treatment at residential facilities, emphasizing rehabilitation rather than punishment or confinement.

Action C:

Establish volunteer services, comprised of concerned private citizens, which would operate as an arm of each community counseling service unit, by aiding all officers of the court in the performance of their duties and by performing certain other specialized functions, e.g. fund raising and community services.

CATEGORY SIX

LAW ENFORCEMENT AGENCIES

GOAL: Augment the capabilities of the police for more effective and consistent handling of juveniles through increased professional staffing, improved management and specialized education.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

Establish, or augment where existing, a police juvenile bureau in each community to handle juvenile offenders by identifying predelinquents, detecting conditions tending to create delinquency, conducting investigations and serving as liaison between the police and the community agencies working in the area of juvenile delinquency prevention and control.

Action B:

Provide for the continuing education of law enforcement personnel in regard to police handling of juveniles through training institutes, seminars, and workshops with emphasis on laws directly affecting juveniles, the protection of juvenile rights, diversion of juveniles from the court system and the mutual obligations of the police and the public. The desirability of the development and distribution of a procedures manual for juvenile handling, including a list of referral agencies, to serve as an aid to each officer, will be explored.

Action C:

Develop methodologies to achieve greater positive interaction between juveniles and the police, including, but not limited to, Police Explorer Scout Troops, Police Cadet Units, and the inclusion of classes at the secondary school level on the law and the operation of the criminal justice system. These types of projects would aid in advancing the degree of communication between juveniles and police as well as aid in the development of a manpower tool for police recruiting efforts.

Action D:

Develop methods of reducing police response time related to offenses reportedly involving juveniles and provide for specialized training in patrol and investigation procedures in order to improve the apprehension of juvenile offenders. If juveniles are apprehended on their first offense, rehabilitation methods may prove to be more effective than on those with established patterns of delinquent behavior.

Action E:

Establish a management institute for mid and top-level management officers, whose curriculum would include, but would not be limited to, organizational, budgetary, and personnel matters utilizing recognized authorities and case studies.

Action F:

Establish Crime Prevention Units within each community in order to reduce the temptations and circumstances giving rise to the incidence of certain crimes of opportunity and "spur of the moment" offenses.

Action G:

Establish positions for Community Service Officers, who would work with juveniles prior to their involvement in criminal offenses, thereby freeing regular enforcement officers for other duties. The officers would also serve in "Family Crisis Intervention Units" which would intervene in potentially dangerous domestic problems to help prevent criminal conduct. They would refer families to appropriate social agencies. The overall goal would be to reduce the atmosphere of animosity within the family which affects the attitude and behavior of juveniles in the home.

CATEGORY SEVEN

OPERATIONAL INFORMATION SYSTEMS

GOAL: Provide local juvenile justice officials with an information system which will provide swift, efficient and economical retrieval of information required for problem solving and decision making.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

LOCAL SERVICES SYSTEM (Manual) - Standardize: the forms used to record data; the procedures used for handling the data; and the reports generated from the data, relating to juveniles as they enter and are processed through the functional areas of intake, judicial procedures, evaluation, probation, after-care and group counseling. Special emphasis should be given to recording data associated with the juvenile's adjustment while on probation or after release from institutional care.

Action B:

LOCAL SERVICE SYSTEM (Automated) - Convert the previously described manual collection of data to an automated recording and reporting system, utilizing the standardized forms and procedures developed. Data gathered would be accumulated over a period of time, normally one day, before the computer processes it to update existing records or create new record files. Particular attention should be given to obtaining data at its first entry into the system and then adding only that information required as the juvenile proceeds through the functional areas.

Action C:

Extend the scope of data recorded to that required for evaluation of the organizational processes and services which operate within the functional areas. Develop and apply criteria for measuring the effectiveness of the organizational processes and services.

Action D:

PREVENTIVE SERVICES SYSTEM - Record data, by automated processes, that are required for the evaluation of the various programs and services operating within the municipality, such as

Youth Services Bureau, which seek to deter juvenile delinquency. Develop and apply criteria for measuring the effectiveness of these programs and services. After implementation of the Preventive Services System, review it and the previously established Local Services System to determine if the systems should be converted to an on-line inquiry system utilizing remote terminals and real time data processing.

Action E:

ON-LINE SYSTEM - Convert the Local Services and Preventive Services Automated Systems to an on-line inquiry system which would allow organizational elements throughout the juvenile process to enter data into the computer by remote terminals and have the data processed on the computer at the time of entry, thus, reducing the time required to process data before an inquiry on the results can be processed.

Action F:

Establish a management institute for top management officials of juvenile delinquency prevention and control agencies to expand their capability to use automatic data processing as a management tool.

CATEGORY EIGHT

PERSONNEL DEVELOPMENT

GOAL: Develop ways and means to develop and/or attract qualified personnel to staff the positions created as additional services are made available within this area.

To that end, investigate the feasibility and explore the desirability and need for the following proposed specific actions:

Action A:

Create an awareness at the high school level of the career opportunities available within the Criminal Justice System.

Action B:

Develop means for greater utilization of para-professionals in order to begin possible career development and to allow the professionals to concentrate on areas requiring their special skills.

Action C:

Develop means to attract qualified persons lacking college degrees to para-professional positions and assist them to attain professional status through work-study type programs.

Action D:

Develop incentives to encourage personnel at all levels to upgrade their capability through continued education and training.

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