

# The Ehrenkrantz Group

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## North Dakota Juvenile Correctional System Analysis

### Final Report : Phase I

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1 April 1985

Prepared for:

**Alton Lick**  
Director of Institutions  
State of North Dakota

Prepared by:

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NCJRS

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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# 1. Executive Summary

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Executive Summary

### Introduction

The North Dakota Juvenile Correctional System Analysis examines the current practices and future needs of the North Dakota juvenile correctional system.

This Phase I report documents the data collection and analysis of the first phase of the project. The findings presented here appear without extensive interpretation or value judgement. The objective of Phase II of this project will be to take the findings of this report and synthesize them into a comprehensive set of options for the administration of a juvenile correctional system for the State of North Dakota. Policy testing and evaluation would occur during this subsequent phase.

This report is organized into the following major categories:

- . Legal Analysis
- . Facility Analysis (State Industrial School)
- . Juvenile Justice System Survey
- . Service Inventory
- . Population Profiles
- . Population Trends

Highlights from each of these chapters are summarized below.

### Legal Analysis

As the problem of offenses committed by juveniles in our society becomes more complex, juvenile offenders have received increasing attention from the legislature and the courts. In terms of juvenile incarceration, key legislation addresses the subject with the following definitions and responsibilities:

#### Definitions

- . Delinquent Child - a child who has committed an act designated a crime under the laws of the state.
- . Unruly Child - a child who has committed an offense applicable only to a child.
- . Custodian - a person to whom legal custody of the child has been given by order of a court.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Executive Summary (Continued)

### Legal Analysis (Continued)

#### Commitment Eligibility

- . Commitment for treatment or rehabilitation as an unruly or delinquent child.
- . Court ordered pre-disposition evaluation.
- . Diagnostic testing and evaluation for State Youth Authority commitments.
- . Placement by the State Youth Authority for treatment.
- . Placement by the State Youth Authority for violation of aftercare conditions.

### Facility Analysis

The North Dakota State Industrial School, located in Morton County, is the only state operated facility providing institutional care to unruly and delinquent youth. The campus is comprised of a total of twenty-two buildings of varying age and function, with four primary cottages that house the juvenile population. The facility analysis highlights the following recommendations:

- . A new dining/food service building (immediate need).
- . A new housing cottage to replace Dakota Hall and absorb the overflow juvenile population (pending completion of the Phase II analysis).
- . Connecting the new housing cottage (when constructed), Brown and Pine cottages to the new dining/food service building with an enclosed, secure and weather protecting passageway.
- . Providing enhanced security perimeter control through closed circuit television monitoring of key access and escape points, and installation of an electronic gate control device at the main entrance. The purpose of the security measures is aimed primarily at keeping intruders out of the facility.
- . Developing a long range capital development plan for the Industrial School.

### Juvenile Justice System Survey

North Dakota's juvenile justice system is a complex system of numerous agencies, professionals, functions and decisions that are both highly interactive and interdependent. As the North Dakota Juvenile Justice Flow Diagram



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Executive Summary (Continued)

### Juvenile Justice System Survey (Continued)

illustrates, juvenile incarceration at The State Industrial School is the result of decisions made throughout the system. Key agencies involved in the system are:

- . Juvenile Supervisors
- . Juvenile Court
- . State Youth Authority
- . Local (County) Social Service Agencies
- . State Industrial School

Several key issues surfaced during the juvenile justice system survey. The following issues were mentioned the most frequently and are the most serious:

- . There is a lack of consensus concerning the treatment goals and objectives for unruly and delinquent youths.
- . There is a lack of short term incarceration programs.
- . There is an absence of secure and non-secure detention facilities.
- . Resources are often scarce and unaccessible in a rural court system.
- . There is an informal approach to the coordination of correctional services to juvenile offenders.
- . There are insufficient aftercare services and resources for juveniles leaving the State Industrial School.
- . There is a need for physical plant improvement at the State Industrial School.

### Service Inventory

The service inventory documents both residential and non-residential state and community resources that could be useful in controlling the growth of North Dakota's incarcerated juvenile population. While the focus is often on the larger at-risk juvenile population, most of the agencies inventoried provide some degree of service to juveniles from the justice system.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Executive Summary (Continued)

### Population Profiles

The State Industrial School population profiles were based on a 25% sample of State Industrial School releases for the last five years (1980-1984) and a 100% documentation of the current in-custody population. Much of the profile data demonstrated erratic trends during the five year period under analysis.

The following key findings are highlighted below:

- . For any given year, the majority of those housed at the Industrial School were there for committing delinquent acts.
- . Boys have outnumbered girls at the school by almost a 3:1 ratio.
- . For the current population, 48.3% of the residents were committed by the court. 43.7% of those currently at the School were placed there by the State Youth Authority.
- . On an overall basis, the majority of juveniles stay at the School for 6-12 months.
- . Over one half (52.97) of the current population has been previously adjudicated delinquent, and 49.4% have had previous adjudications of unruliness.
- . Almost three quarters (72.4%) of the current population have had prior placements in residential facilities.

### Population Trends

We attempted to project future activity at the State Industrial School using on the juvenile "at-risk" population (age 10-19) and a multiple regression model. The variables did not produce a strong enough relationship to warrant their use as a predictor of future system activity (number of admissions or average yearly populations). We believe that other variables, or factors inherent to the juvenile justice system as it is presently structured are driving admission and population figures at the State Industrial School.

While projections could not be made, analysis of trend data for the last six years indicates the following:

- . Average daily population for the Industrial School has remained relatively constant over the past six years.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Executive Summary (Continued)

### Population Trends (Continued)

- . The number of admissions to the State Industrial School has been erratic, with fluctuations from year to year.
- . Evaluation admissions have been steadily increasing while the percentage of those committed to serve sentences has been decreasing.
- . Length of stay at the Industrial School has remained relatively stable since 1981, with juveniles staying around 6.5 months.

## 2. Legal Analysis

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Legal Analysis

### Introduction

Analysis of state statutes regarding the disposition of juvenile justice in the state of North Dakota must be conducted with an awareness of related issues and trends. There is still confusion, for example, over the best way to deal with serious delinquent offenders, as well as controversy surrounding the detention of status offenders. As the problem of offenses committed by juveniles in our society continues to grow, so does the attention that this problem is receiving from the legislature and the courts. Our juvenile justice system is, so to speak, in a continual state of evolution. It is very likely that methods for dealing with juvenile offenders - both delinquent and unruly - may be very different a few short years from now than they are today.

The documentation and analysis which follow, relate to current laws and regulations.

### Definitions

According to the Uniform Juvenile Court Act, the following definitions describe the basic terms of the state's juvenile justice system:

#### . Unruly Child

"A child who is habitually and without justification truant from school; is habitually disobedient of the reasonable and lawful commands of his parent, guardian, or other custodian and is ungovernable; or who is willingly in a situation dangerous or injurious to the health, safety or morals of himself or others; has committed an offense applicable only to a child; or has committed a non-criminal traffic offense without ever having been issued an operator's license or permit if one was required, and in any of the foregoing instances is in need of treatment or rehabilitation." (NDCC: Uniform Juvenile Court Act 27-20-02)

#### . Delinquent Child

"A child who has committed an act designated a crime under the law, including local ordinances or resolutions of the state, or of another state if the act occurred in that state, or under federal law, and the crime does not fall under subdivision C of subsection 10 and is not a traffic offense as defined in subsection 9 of the Uniform Juvenile Court Act; and is in need of treatment or rehabilitation." (NDCC: Uniform Juvenile Court Act 27-20-02)

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Legal Analysis (Continued)

### Definitions (Continued)

#### Custodian

"A person, other than a parent or legal guardian, who stands in loco parentis to the child or a person to whom legal custody of the child has been given by order of a court." (NDCC: Uniform Juvenile Court Act 27-20-02) A custodian to whom legal custody has been given by the court under this chapter has the right to the physical custody of the child, and the right to determine the nature of the care and treatment of the child. The custodian also has the "right and duty to provide for the care, protection, training, and education, and the physical, mental and moral welfare of the child, subject to the conditions and limitations of the order, and to the remaining rights and duties of the child's parents or guardians." (NDCC: Uniform Juvenile Court Act 27-20-38)

### Commitment Eligibility

The Industrial School is the general reform and industrial school for the state for the detention, instruction and reformation of juveniles of both sexes who are committed to it according to law. (NDCC: North Dakota Industrial School 12-46-01). According to the North Dakota Century Code "any person under the age of eighteen found guilty in any district or county court of a crime or public offense, may be committed to the Industrial School." (NDCC: North Dakota Industrial School 12-46-13).

A more detailed analysis of eligibility commitment is as much a statement about what is not permissible as it is an examination of what is permissible.

The Uniform Juvenile Court Act contains specific provisions for the use of the Industrial School as a dispositional alternative:

A juvenile offender may not be committed to the custody of the Industrial School unless the court finds, "clear and convincing evidence that the child is in need of treatment or rehabilitation as a delinquent or unruly child".\* (NDCC: Uniform Juvenile Court Act 27-20-29)

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\* In the absence of evidence to the contrary, evidence of the commission of acts which constitute a felony is sufficient to sustain a finding that the child is in need of treatment or rehabilitation (NDCC: Uniform Juvenile Court Act 27-20-29).

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Legal Analysis (Continued)

### Commitment Eligibility (Continued)

- . For an unruly juvenile, "the court may make any disposition authorized for a delinquent child except commitment to the State Industrial School. If, after making the disposition, the court finds upon further hearing that the child is not amenable to treatment or rehabilitation under the disposition made, it may make a disposition otherwise authorized by section 27-20-31 of the North Dakota Century Code." (NDCC: Uniform Juvenile Court Act 12-20-32) In other words, a juvenile cannot be sentenced to the Industrial School for his first adjudication of unruliness.
- . No child under the age of twelve years shall be committed to the North Dakota Industrial School. (NDCC: North Dakota Industrial School 12-46-12)

Statutes allow for the State Industrial School to provide pre-disposition and post-commitment services as well as the commitment function previously outlined. For example, a juvenile may be placed at the School under any of the following conditions:

- . A court-ordered evaluation to determine the need for treatment or evaluation and/or disposition. (NDCC: Uniform Juvenile Court Act 27-20-29)
- . Placement by the State Youth Authority for diagnostic testing and evaluation. (NDCC: State Youth Authority 27-21-02)
- . Placement by the State Youth Authority as its disposition (NDCC: State Youth Authority 27-21-02)
- . Violation of aftercare conditions. (NDCC: Aftercare Program for Industrial School 72-52-03)

A more detailed discussion of these issues, and their impact on the Industrial School, is presented in Chapter 3.

### Responsibility

The North Dakota Century Code gives the Director of Institutions "the full power to manage, control and govern ... the North Dakota Industrial School". (NDCC: Institutions Under Director of Institutions 54-23-01) This authority includes the appointment of a superintendent over the institution. (54-23-02,03)

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Legal Analysis (Continued)

### Responsibility (Continued)

An order of commitment to the State Industrial School grants full authority for treatment and transfer of any student to the administrators of the School as provided by law. The superintendent determines, with the approval of the Director, the number of teachers and assistants deemed necessary for this purpose (NDCC: North Dakota Industrial School 12-46-03), as well as "the rules and regulations not in conflict with the laws of the state:

1. for the admission of visitors.
2. for the government of officers and employees of the North Dakota Industrial School
3. for the conduct of inmates therein." (12-46-09)

Thus, while the Director of Institutions has regulatory powers, the Superintendent has day to day operational and administrative responsibilities of the facility. As legal custodian, the Superintendent is responsible for the care, protection, training and education and the physical, mental and moral welfare of the child, for the durations of the court-imposed commitment.



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Legal Analysis (Continued)

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### Sources

#### North Dakota Century Code

- . Title 27-20-02 "Uniform Juvenile Court Act"
- . Title 12-46-13 "North Dakota Industrial School"
- . Title 27-21-02 "State Youth Authority"
- . Title 12-52-03 "Aftercare Program for Industrial School"
- . Title 54-23-01 "Institutions Under Director of Institutions"

# 3. Facility Analysis

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Facility Analysis

### Introduction

The North Dakota State Industrial School was established in 1903 as a co-educational facility for the detention and treatment of juvenile offenders. To this day, it remains the only state operated facility providing institutional care to unruly and delinquent youth.

The main campus of the facility occupies approximately 120 acres of land on the outskirts of Mandan in Morton County. There are presently twenty-two buildings of varying age and function that comprise the institution. In conformance with the management philosophy, there is no security fence surrounding the facility. Of the twenty-two buildings, four are residences for staff members. Seven structures are used for support and maintenance, including the power-house, (which was recently renovated and retrofitted) the central laundry and vehicle maintenance garages. The remaining eleven buildings serve the juvenile population as housing, program and support spaces.

### Physical Plant Description

The four primary cottages which currently house the juvenile population include:

#### 1. Hickory Cottage

Constructed in 1955, this cottage has a capacity for twenty-one juveniles but at times has housed as many as thirty-one, and serves as the reception and diagnostic unit for all new male arrivals, including those juveniles being housed for short-term evaluations. With the exception of some air exchange and some moisture problems and the need for additional showers, this cottage is in a good state of repair.

#### 2. Maple Cottage

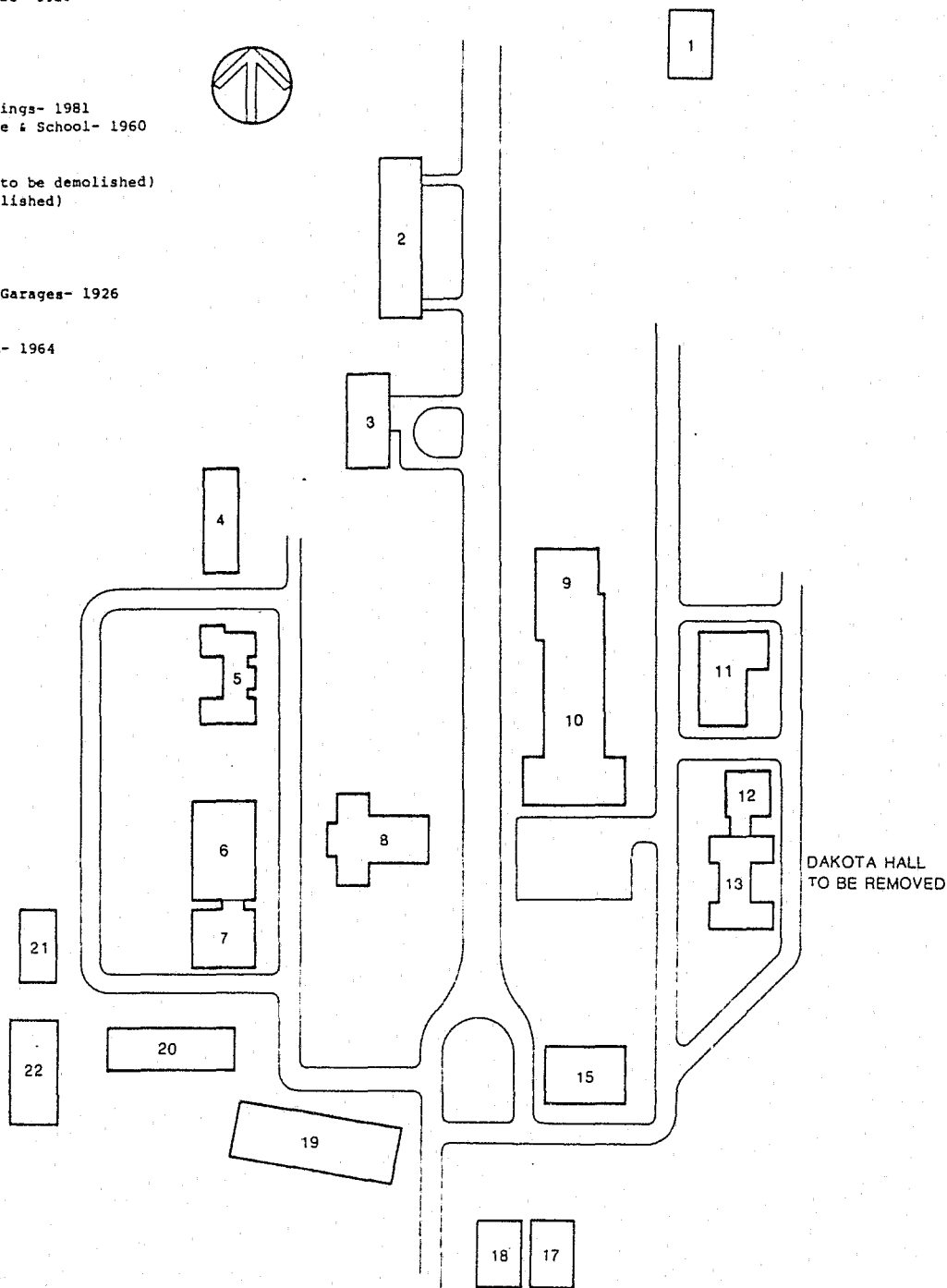
Constructed in 1952, this cottage serves all of the female juvenile population including reception and evaluation. It has a capacity for thirty-four juveniles. (There are usually twenty to thirty juveniles housed there.) This facility is showing its age and will require remodeling in the near future, including new windows, additional showers on the second floor, and improved security and monitoring equipment.

#### 3. Brown Cottage

This is the newest of the four cottages, constructed in 1963. It has a capacity to house twenty general population juvenile imales, but often houses as many as twenty-seven. With the exception of mechanical air distribution problems, which need correcting, the cottage is in good repair.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

1. Residence- 1950
2. Duplex- 1963
3. Superintendant's House- 1980
4. Hickory- 1955
5. Devine- 1927
6. Gymnasium- 1925
7. Pool- 1975
8. Chapel- 1964
9. New Vocational Buildings- 1981
10. Administrative Office & School- 1960
11. Maple- 1952
12. Pine- 1961
13. Dakota Hall- 1928 (to be demolished)
14. Old Main- 1903 (demolished)
15. Brown- 1963
16. Residence- 1958
17. Old Ice House- 1925
18. Bus Garage- 1946
19. Old Shop Building & Garages- 1926
20. Powderhouse- 1922
21. Laundry- 1957
22. Commissary-Meat Room- 1964



North Dakota State Industrial School

Site Plan

Existing

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Facility Analysis (Continued)

### Physical Plant Description (Continued)

#### 4. Pine Cottage

This cottage was constructed in 1961 and was remodelled in 1980 after an extensive fire gutted the building. This cottage serves as a high security and treatment unit for problem juveniles and those juveniles requiring disciplinary segregation. The unit is in excellent condition, and has a capacity to house fourteen juveniles.

In addition to the four primary cottages, an additional eight to ten dormitory beds are provided on the lower floor of Dakota Hall and twenty overflow dormitory beds have been provided on the second floor of Devine hall. Neither one of these housing areas is desirable, which will be elaborated on below.

Based on American Correctional Association Standards the rated capacity of the four primary cottages is 89. An additional twenty-five dormitory beds are provided in the Dakota and Devine Cottages.

The remaining buildings which comprise the campus support buildings include the kitchen/dining hall (Dakota Hall), gymnasium, pool building, chapel, administration and school building and the three year old vocational building.

### Recommendations

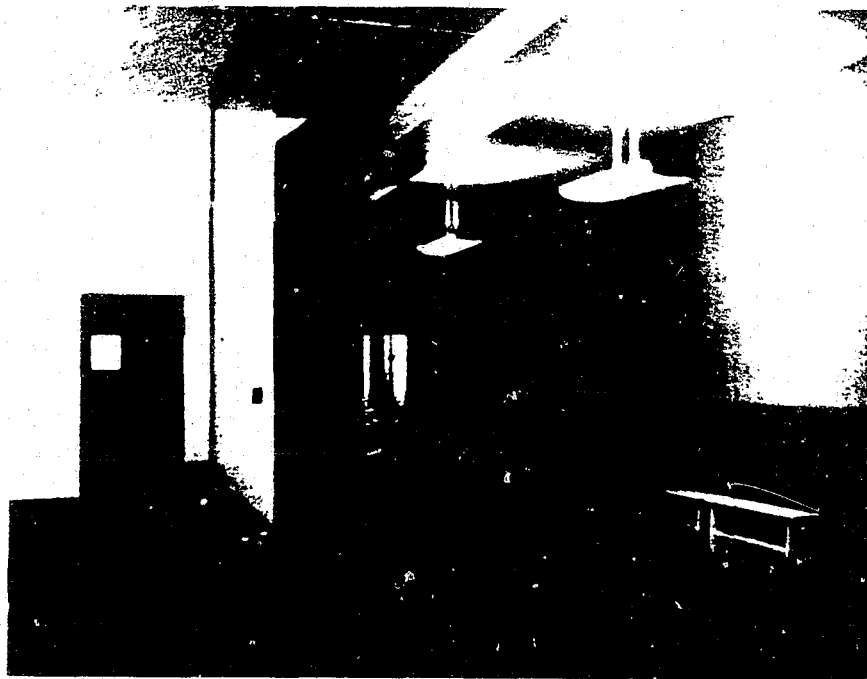
On December 26, 1984 the consultant made an on-site inspection of all the buildings. The preliminary recommendations are based on personal observations, three independent appraisals by architects and engineers in the Bismarck area, and a report from the Deputy State Fire Marshall.

Dakota Hall (constructed in 1928) which presently houses the dining and food service facilities plus dormitory housing is in very poor condition, and has outlived its useful life. All the major building systems are antiquated and in need of replacement. Reroofing, flashing, installation of new gutter and structural roof repair would be required if the building was to continue to be occupied. In addition, the masonry walls are cracked and the brick has been pushed outward.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

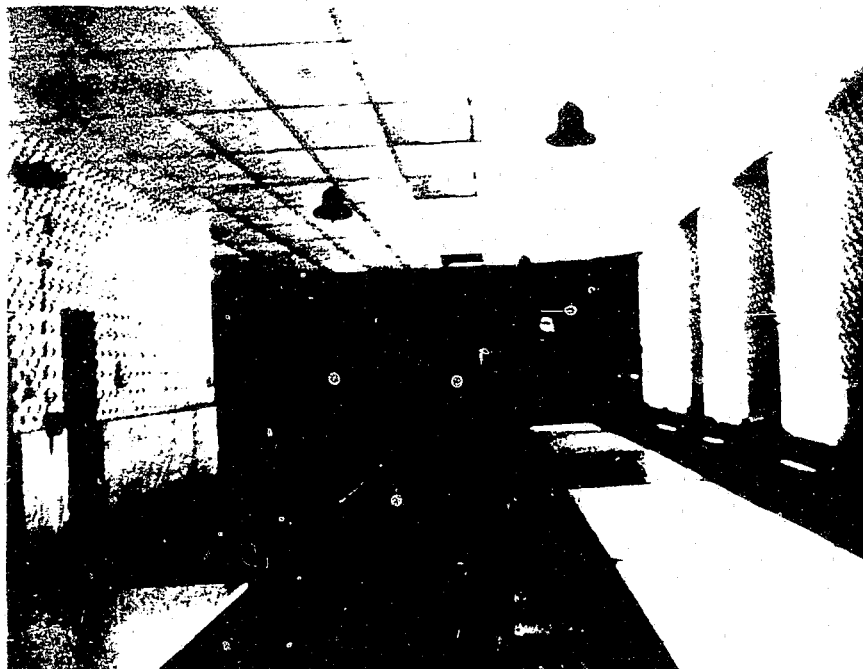


Dakota Hall: Exterior View



Dakota Hall: Dormitory

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



Dakota Hall: Dining Room



Dakota Hall: Kitchen

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Facility Analysis (Continued)

### Recommendations (Continued)

The second floor of the building is presently unoccupied and functionally cannot serve as adequate housing from both a security and staffing perspective. The kitchen on the lower floor is antiquated with very limited cold and dry food storage space. The dining hall is not functional for security surveillance and impedes the food service operation. Finally, the State Fire Marshall has cited numerous life safety violations within the building.

Although the building is salvageable, the costs of renovation and new kitchen equipment would come within 80% of the cost of a new structure. Furthermore, the inflexibility of the H-shaped plan does not provide for a functional or appropriate allocation of usable area, nor does it allow for expansion capability. We would therefore recommend that a new dining/food service building be constructed adjacent to Dakota Hall, and that Dakota Hall be demolished.

Devine Cottage is the other major structure on the Industrial School campus whose future use is in question. The building has recently undergone partial remodeling including a new roof and the following improvements to the second floor housing area:

- . A sloped floor was installed in bathroom areas.
- . A new suspended ceiling was installed and anchored in sleeping areas.
- . New lights were installed in sleeping areas
- . Observation windows and security doors are being installed.
- . A limited number of window areas have been blocked up and security screens added.
- . Vertical pipes have been reworked.

Physical violations of the State Building Code still exist regarding safe exit from the second level as follows:

- . The second floor landing at the south stairwell is too small and not safe.
- . The stairs are so positioned in this building, that no more than ten (10) occupants should be on the second floor at one time.



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Facility Analysis (Continued)

### Recommendations (Continued)

As is the case with Dakota Hall, the H-shaped plan is not operationally efficient, primarily from a safety and security viewpoint. Given the work that has proceeded to date, we would recommend that the building be maintained as overflow housing on the second floor and that the lower floor continue to be used for treatment and program purposes. In the future, however, use of the building should be restricted to non-housing functions such as additional education, program or recreation space. Perhaps the building could be used as office or treatment areas to primarily serve the diagnostic population presently housed in the adjacent Hickory Cottage.

### Long-term Recommendations:

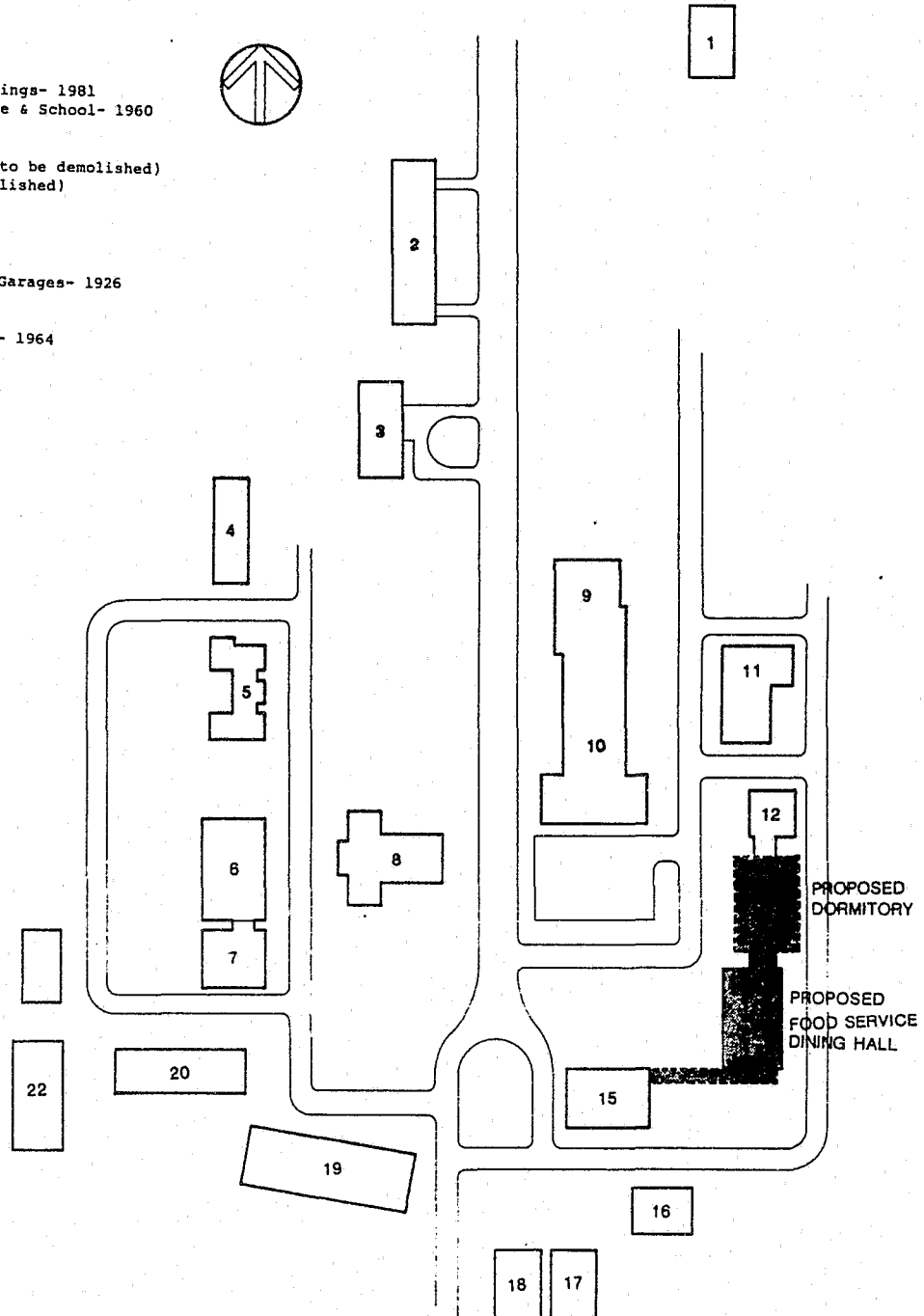
At this time it is premature for the consultants to recommend a long-term master development plan for the Industrial School. Overall the physical plant is in good to excellent condition and can continue to serve the needs of the juvenile justice system in North Dakota for many years to come. On the following page is an illustration which depicts some immediate and short-term physical plant improvements.

These would include:

- . A new dining/food service building (immediate need).
- . A new housing cottage to replace Dakota Hall and absorb the overflow juvenile population (pending compilation of the Phase II analysis).
- . Connecting the new housing Cottage (when constructed), Brown and Pine Cottages to the new dining/food service building with an enclosed, secure and weather protecting passageway.
- . Providing enhanced security perimeter control through the means of closed circuit television monitoring of key access and escape points, and installation of an electronic gate control device at the main entrance to the facility. This gate could be operated by staff with a card key, or be operated remotely from a central control point within the institution. The primary purpose of these security measures is to keep intruders off of the facility grounds.
- . Developing a long range capital development plan for the Industrial School. This will allow the State to adequately prepare for future demands that will be placed on North Dakota's juvenile justice treatment and care obligations.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

1. Residence- 1950
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22. Commissary-Meat Room- 1964



North Dakota State Industrial School

Site Plan

Proposed

# 4. Juvenile Justice System Survey

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Juvenile Justice System Survey

### Introduction

An understanding of North Dakota's juvenile justice system is necessary when attempting to address the state's use of juvenile incarceration. This is evident after acknowledging that juvenile incarceration exists as the result of numerous decisions made during the processing of a juvenile. Various agencies and professionals, and their respective decisions concerning the processing of an individual through the juvenile justice system, all impact on juvenile incarceration.

The Juvenile Justice System Survey is presented in the following format:

- . Methodology
- . Juvenile Justice Flow Diagram
- . Key Findings

This format should provide the reader with a general sense of the complexity of the juvenile justice system, along with an understanding of the various points of influence throughout the system.

### Methodology

The methodology used in developing the Juvenile Justice System Survey consists of two major components: system interviews and the Juvenile Justice Flow Diagram.

#### System Interviews

Extensive interviews were held with individual representing various agencies involved in North Dakota's juvenile justice system. Represented agencies included:

- . North Dakota Department of Institutions
- . North Dakota State Industrial School
- . North Dakota Department of Human Services
- . North Dakota State Hospital - Adolescent Unit
- . Northwest Judicial District Court
- . South Central Judicial District Court
- . East Central Judicial District Court
- . Northeast Judicial District Court

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Juvenile Justice System Survey (Continued)

### Methodology (Continued)

Interviews served as the medium for discussion and gathering of information concerning the interaction of system components, timing and depth of decision-making powers, and outstanding issues.

### Juvenile Justice Flow Diagram

North Dakota's juvenile justice system is a complex system consisting of numerous agencies, professional, functions and decisions, which are both highly interactive and interdependent. A diagram of the North Dakota juvenile justice system is used to illustrate the basic chain of events to which the juvenile is subject while moving throughout the system. The North Dakota Juvenile Justice Flow Diagram reflects the functioning of the current system.

North Dakota's Juvenile Justice Flow Diagram compartmentalizes the juvenile system into several phases, representing major activities.

The phases, beginning with "Incident" and concluding with "Aftercare", consist of the agencies involved and the major actions taken. As the flow diagram illustrates, juvenile incarceration at the Industrial School is the result of a variety of decisions made throughout the system. What also becomes apparent is that the School is utilized in various capacities. It houses both unruly and delinquent youths for both evaluative and commitment purposes. In this regard, the North Dakota State Industrial School performs a variety of roles and functions occurring at several junctures in the system, relative to the processing of juvenile offenders through the system.

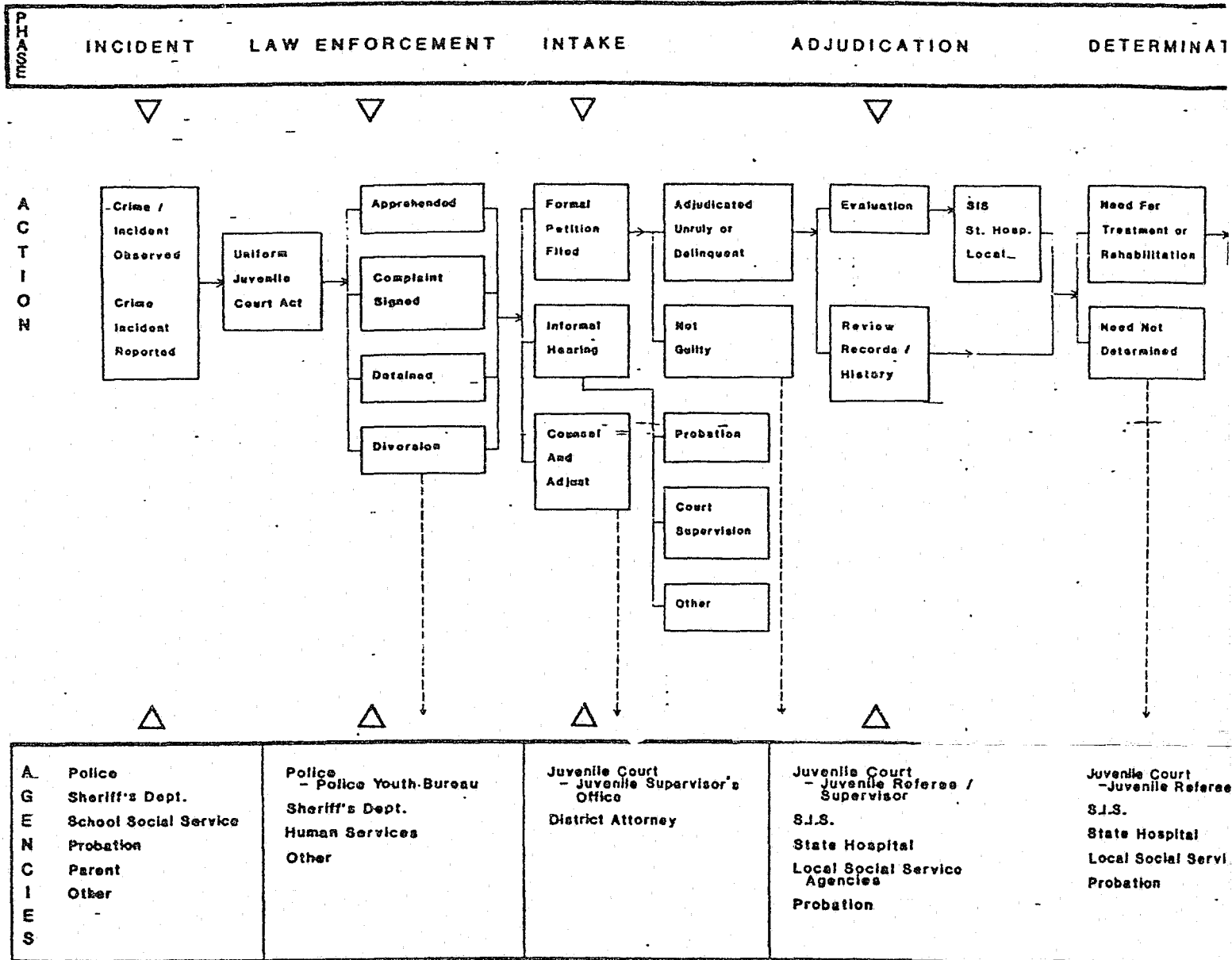
Although the Flow Diagram presents the entire system in summary fashion, the complexities in processing juvenile offenders should not be underestimated.

### Findings: Introduction

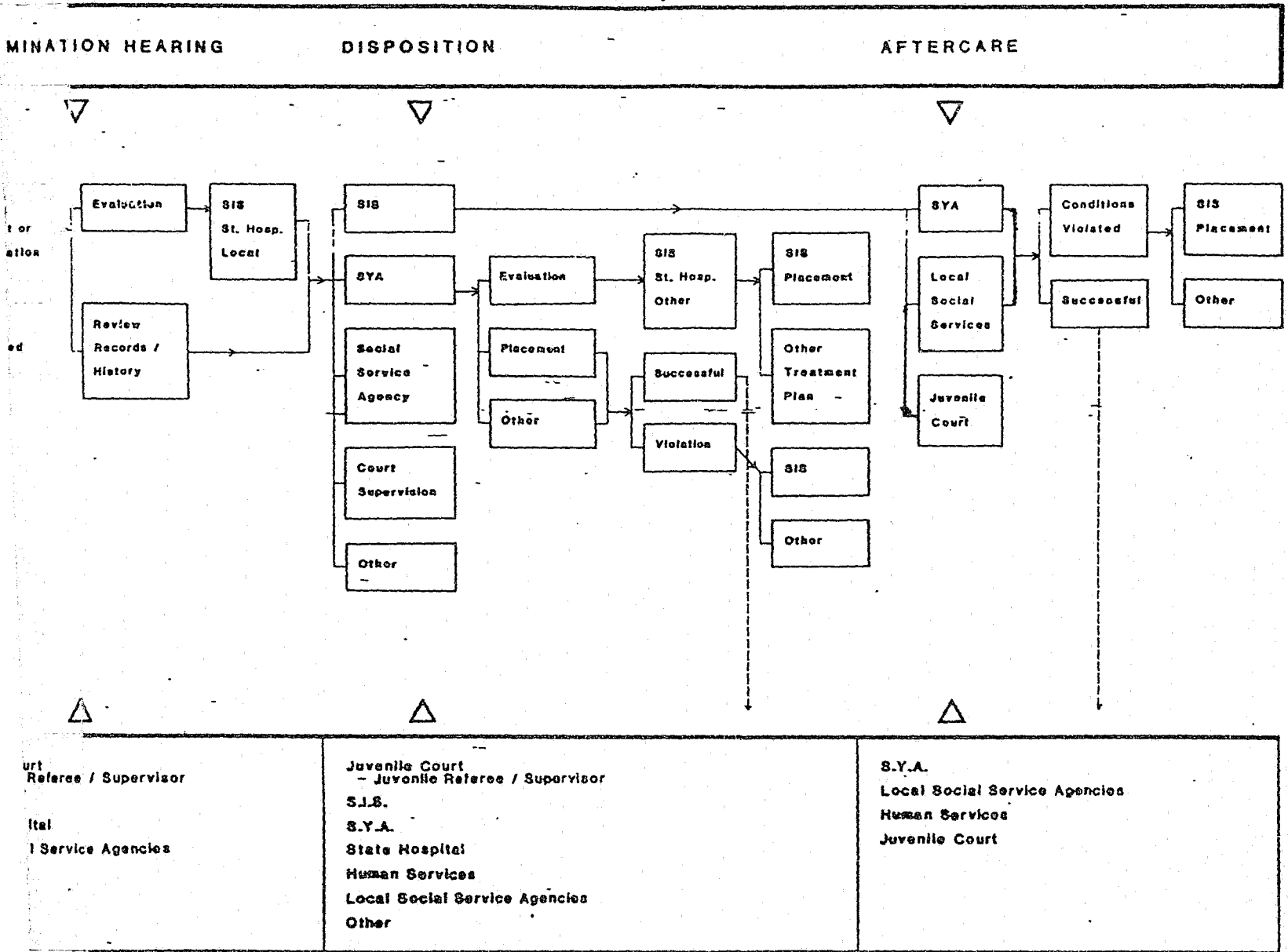
Results from the system survey will be presented in three sections:

- . Identification of key issues
- . Agency responsibility and influence
- . Juvenile Court Disposition Activity

# NORTH DAKOTA JUVENILE



# JUVENILE JUSTICE FLOW DIAGRAM



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Juvenile Justice System Survey (Continued)

**Findings:** It is important to identify key issue areas and to understand the role that each major agency has in North Dakota's juvenile justice system. This documentation will allow further analyses to focus on these specific concerns.

**Introduction (Continued)**

**Findings:** Several issues were identified during the system interviews. While not all issues are supported by quantitative evidence, they do deserve attention, as they were mentioned by several key decision-makers from various agencies. Subsequent analysis in Phase II will help to verify these stated concerns, give further insight as to why these issues exist, and begin to formulate and test potential solutions.

**Key Issues**

<u>Key Issues</u>	<u>Agencies Affected</u>
. Lack of consensus concerning the treatment goals and objectives for both unruly and delinquent youth.	- All agencies
. Absence of both secure and non-secure detention facilities	- Sheriff's departments - Local police - Juvenile Court Supervisor (Intake) - Juvenile Court - State Industrial School
. Lack of a short-term incarceration program other than 30-90 day evaluation.	- Juvenile Court - State Youth Authority - State Industrial School - State Hospital
. Scarcity and accessibility of resources in a rural court system.	- All agencies
. Insufficient aftercare services and resources for juveniles released from the State Industrial School	- State Youth Authority - State Industrial School - Local Social Service Agencies - State and Private Service Agencies - Juvenile Court



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Juvenile Justice System Survey (Continued)

- . Informal approach to the coordination of correctional and aftercare services to juvenile offenders.
  - Juvenile Supervisors
  - Juvenile Court
  - Local Social Service Agencies
  - State Youth Authority
  - State Industrial School
  
- . Need for physical plant improvement at the State Industrial School
  - State Industrial School

### Findings: Key Issues (Continued)

The Juvenile Justice System Survey revealed several variations in the administration of juvenile justice in the various judicial districts throughout the state. Through conversations with numerous individuals involved in the juvenile justice systems in visits to four judicial districts, we found that service delivery is often directly influenced by the nature and extent of the resources available to the juvenile court. Issues relating to this, which were mentioned most consistently, are summarized below:

- . The availability of juvenile court staff varies considerably among jurisdictions. Some regions, (Fargo, for example), were noted as having extensive probation staff to provide supervision of juveniles coming to the attention of the court. More remote areas had limited probation staff, and juvenile court supervisors were responsible for providing this service (supervision of offenders) as well as the intake and investigating functions for the court. In Devil's Lake, one individual acts in the capacity of juvenile intake officer, supervisor, and probation staff.
  
- . Lack of adequate court staff is apparent at other points in the system flow as well. For the most part, efforts are made to maintain a separation of intake and adjudicatory functions. Recent legislation, for example, mandates (with a grandfather clause) that juvenile referees who hear formal court cases must be attorneys. In this regard, juvenile supervisors would perform the intake and investigative functions, while the referee would be exclusively responsible for adjudication of formal cases. In many of the more rural areas, however, limited staff necessitates that both of these functions be performed by the same individual. The concern with this situation surrounds the issue of information becoming available during the intake process that may ultimately influence the impartiality of the subsequent adjudicatory phase, where guilt or innocence is determined.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Juvenile Justice System Survey (Continued)

**Findings:  
Key Issues  
(Continued)**

- Use of the State Youth Authority (SYA) for both commitment and aftercare capacities varies in different locations, according to availability of community resources, and jurisdictional philosophy. In Fargo, for example, adequate probation staff and a wide variety of community resources result in less reliance on the SYA as a dispositional alternative. Rural counties, with lesser local community resources, must rely more on the SYA (the State Department of Human <sup>Services</sup> ~~Resources~~) for the provision of services to juvenile offenders.

While the SYA has been delegated aftercare responsibility for juveniles released from the Industrial School in most jurisdictions, at least one judicial district (Northwest) seldom utilizes the SYA in this capacity. In this district, local social service agencies provide the aftercare supervision.

- Violation of SYA commitment or aftercare conditions may result in placement of the juvenile in the State Industrial School. A major, recurring concern in this regard has to do with the interpretation of the authority of the SYA to transfer a juvenile to the Industrial School without a due process hearing. Similarly, the administrative processing of a juvenile who fails to comply with the conditions of supervision varied according to such factors as the district in which he resided and the supervising agency ( SYA, court, probation, local social service agencies).

The issues surrounding inconsistent and inadequate service delivery for juvenile offenders across the State have not gone unnoticed. There is genuine concern at all levels about administration of juvenile justice being influenced by differing availability of resources in different areas. Commendable efforts are being made by the numerous service providers in human service and juvenile justice agencies, who must operate within the limitations of scarce resources.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Juvenile Justice System Survey (Continued)

### Findings: Key Issues (Continued)

The situation is currently receiving attention. A demonstration program <sup>was proposed</sup> ~~is presently operating~~ in Region II, which <sup>will</sup> addresses the needs of the "at-risk" juvenile population. (The parameters of concern for the project are limited to the juvenile justice and child welfare components of the North Dakota state service delivery system). Briefly, one goal of the project <sup>would be</sup> ~~is~~ to provide a case management approach to service delivery which <sup>would</sup> ~~will~~ "develop and provide mechanisms to insure continuity of care, service coordination, client advocacy, and provision of resources and follow-along of youth within the service delivery system". ("Demonstration Program for Youth at Risk of Being Placed Out of Home and in Conflict With the Law": Department of Human Services Ad Hoc Advisory Committee, December 1984).

### Findings: Agency Responsibility/Influences

Documentation of agency responsibility exemplifies the role that each agency (or agency component) assumes in the juvenile justice system. The observed complexity and scope of each agency's role supports the need for greater cooperation and consensus in a system that possesses so many interactive and interdependent agencies and functions. Just as important, this documentation serves to define how each agency influences and impacts on the State Industrial School.

### Juvenile Supervisor - Court Intake

The Juvenile Supervisor's office serves to receive and examine complaints and charges of delinquency or unruly conduct for the purpose of considering court proceedings. Duties also include making investigations, report and recommendations to the juvenile court; supervising a juvenile placed on probation or in his care; making appropriate referrals to other private or public community agencies; and taking into custody and detaining a juvenile under his supervision to prevent danger to health or safety or abscondence from court jurisdiction.

Intake serves to direct juveniles from the formal court process by informal adjustment of their problems. Investigation facilitates judicial decision-making by providing juvenile district court judges (or referees) with relevant and accurate information. Supervision seeks to provide an effective means for influencing the behavior of juveniles offenders.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Juvenile Justice System Survey (Continued)

Findings:  
Agency  
Responsibility/  
Influences  
(Continued)

- . Influence on Juvenile Incarceration:
  - May recommend that charged juvenile be detained pending adjudication and/or disposition hearings.
  - Decision whether to handle matter through an informal adjustment or to file a petition for formal court processing. (Juveniles may be committed to the State Industrial School only as the result of a formal court hearing.)
  - Recommendation to the court regarding appropriate disposition of adjudicated juveniles.
  - Violations of supervision stipulations may result in filing of a new petition, court proceedings, and possibly revised disposition.

State's  
District Attorney

Responsible for initiating Uniform Juvenile Court Act. Retains prosecutorial role in processing juvenile offenders through the District Courts.

- . Influence on Juvenile Incarceration:
  - Decision whether or not to prosecute
  - Input into decision for formal court petition.
  - May recommend that charged juvenile be detained pending adjudication and/or disposition.

Juvenile Court

Responsible for formal hearing of juvenile delinquency and unruliness cases. Activities include finding of facts hearing (adjudication), determination hearing (need for treatment and/or rehabilitation), and disposition/sentencing. The court may request an evaluation to assist in the determination of the need for treatment or evaluation, or in determining the appropriate disposition.

- . Influence on Juvenile Incarceration:
  - In establishing the need for treatment or rehabilitation or in determining the appropriate disposition, the court may request an evaluation of the juvenile by the State Industrial School.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Juvenile Justice System Survey (Continued)

Findings:  
Agency  
Responsibility/  
Influence  
(Continued)

- Court may commit the juvenile to custody of the State Industrial School for treatment or rehabilitation.

### State Youth Authority

Responsible for care and custody of delinquent and unruly juvenile offenders committed to it by the juvenile court. Activities include completion of an evaluation and treatment plan for each individual, and the provision of supervision and treatment services to adjudicated youths. In some jurisdictions, the State Youth Authority provides supplemental services to courts without probation or parole staff, and acts as the supervising agent for the State Industrial School aftercare component. Aftercare refers to the follow-up supervision and treatment service to juveniles paroled from the Industrial School to the community.

#### . Influence on Juvenile Incarceration

- In determining an appropriate treatment plan for a juvenile in its custody, the SYA may request an evaluation of the juvenile by the State Industrial School.
- Placement of a juvenile at the State Industrial School for treatment.
- Placement of the juvenile at the State Industrial School for violation of supervision stipulations.
- Return of the juvenile of the State Industrial School for violation of aftercare conditions.

### Social Service Resource Agencies

The various agencies referred to here include group homes, state and private hospitals (chemical dependency and mental health units), residential child care facilities, and social service provider agencies. Such agencies are utilized by the courts, juvenile supervisors offices, probation departments, local social services boards, and State Youth Authority in the provision of services to unruly and delinquent youth under their custody and/or supervision.

#### . Influence on Juvenile Incarceration

- Availability and coordination of local services impacts on the success of treatment and/or aftercare efforts, exerting an indirect influence on the State Industrial School.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Juvenile Justice System Survey (Continued)

**Findings:  
Agency  
Responsibility/  
Influences  
(Continued)**

- Availability of local social service agencies influences the successful utilization of alternative to incarceration by the courts and other authorities responsible for the custody or supervision of juvenile offenders.
- Service priority is often not given to juveniles who are referred by the justice system.

**Findings:  
Juvenile Justice  
Disposition  
Activity  
(Continued)**

As a component of the juvenile justice system flow, we reviewed juvenile court disposition activity, to assess its impact on the State Industrial School.

As indicated in the flow diagram, intake decisions will determine the eventual processing of an offender through the system. Basically, a complaint can be disposed of in one of three ways:

- . Counseled and adjusted disposition
- . Informal disposition
- . Formal disposition

The following discussion of juvenile court disposition activity is based on extensive interviews with representatives (judges, juvenile supervisors, probation staff) from four judicial court districts.

While variations exist among, and within districts, the findings are indicative of the issues that relate to dispositional decisions. Statistics were provided by the office of the Juvenile Court Administrator.

### Counsel and Adjust

On an overall basis, this mechanism is used when there is a lack of evidence against the charged juvenile, when the juvenile is very young, or when there is no indication of related, past or present problems.

Counseled and adjusted cases are closed without any further action taken against the juvenile, and with no terms of probation imposed. Often, a meeting with the parent and child is not required, and a letter is sent to the home indicating that the case has been handled through this procedure.

In 1984, 2338 cases, or 30.6% of all juvenile complaints (statewide) were disposed of by counselling and adjustment.

\* Northeast, Northwest, South Central and East Central Judicial District Courts.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Juvenile Justice System Survey (Continued)

Findings:  
Juvenile Justice  
Disposition  
Activity  
(Continued)

### Informal Disposition

Before a case can be adjudicated informally, the juvenile must admit to the charge. Once there is a voluntary admission to the offense, the case can be heard informally by the juvenile supervisor. An informal hearing, or meeting between the juvenile, the parent, and the supervisor is held. While the meeting is non-adjudicatory, conditions can be imposed, including probation supervision, restitution, agency referrals, or specified stipulations. If the juvenile does not comply with the terms imposed, a charge can be filed and a formal hearing may take place.

The advantage of the informal hearing is the ability to keep the juvenile out of the formal justice system. However, in making the determination of informal hearing vs. formal filing, several additional factors are taken into consideration. Obviously, the seriousness of the offense and past offense history are strongly taken into account. Parent input, age of the juvenile, school and home situations, and related problems or conditions are also considered. While not necessarily a direct influence, it has been indicated that the availability of resources and support agencies in the community often impacts on decision making at this juncture.

By overwhelming majority, juvenile cases are disposed of informally. In 1984, 52.3% (3990) of all cases were handled in informal hearings. (This does not include the additional 30.6% that were counseled and adjusted.)

### Formal Disposition

Formal adjudication refers to the filing of a petition in district court so that a formal court hearing will take place. As indicated, efforts are consistently made to keep the juvenile out of the formal court system.

It appears, on an overall basis, that formal hearings are scheduled only when there is a sense that all other resources have been exhausted. Formal hearings, therefore, are usually considered for cases where there is a strong possibility that the juvenile will be placed outside of the home. Legal care, custody, and control of the juvenile to a particular agency (State Youth Authority, State Industrial School, County Social Service Agencies) can only occur as the result of a formal hearing.

In 1984, a total of 1307 cases resulted in formal dispositions, accounting for only 17.1% of all cases received.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Juvenile Justice System Survey (Continued)

**Findings:**  
**Juvenile Justice**  
**Disposition**  
**Activity**  
**(Continued)**

The frequency graph on the following page depicts the various juvenile dispositions for the last seven years (Source: Annual Report of the North Dakota Judicial System, 1983. 1984 figures supplied).

The overwhelming majority of juvenile complaints are handled outside of court, either as adjusted dispositions or informally. Only 17.1% of all cases in 1984 were formally adjudicated, accounting for 1307 of all cases received by juvenile intake statewide.

Because North Dakota relies so heavily on an informal process only a small percentage of juvenile offenders who become known to the courts find their way into the correctional system. For example, in 1984, a total of 7635 juvenile dispositions were rendered. Of these, 1307 resulted in the filing of a petition and a formal court hearing. In that same year, a total of 178 juveniles were admitted to the State Industrial School.\*

**Conclusion:**

As evidenced by the juvenile justice system survey, a myriad of agencies, and a variety of procedures, have direct and indirect influence on the use of the State Industrial School.

A variety of decisions throughout the system flow impact on the Industrial School, and on its role in the administration of juvenile justice.

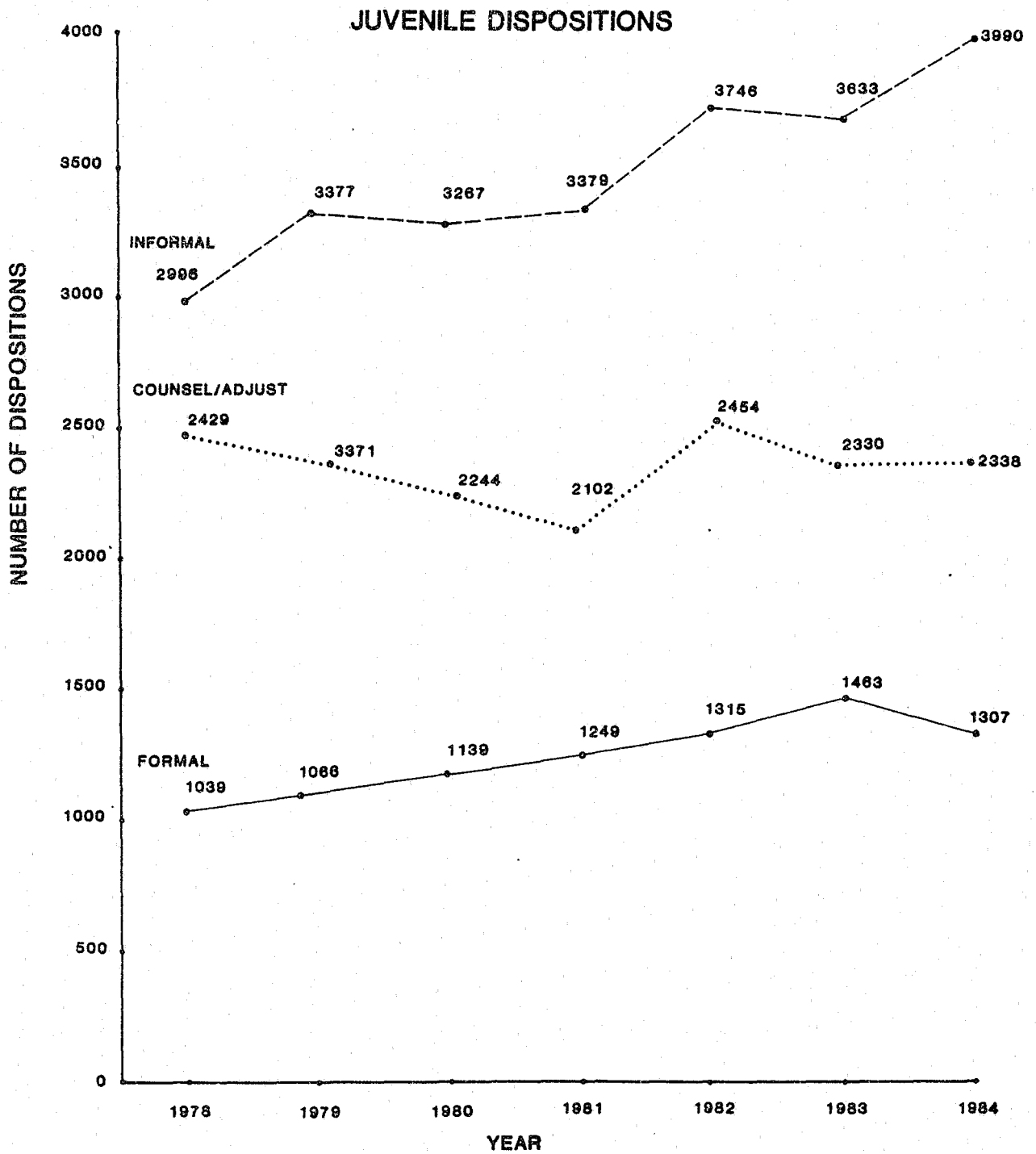
Policy options and recommendations for the various decision points throughout the system will be reviewed in detail and tested relative to their impact on the use of juvenile incarceration, in Phase II of the study.

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\* Admissions are reflective of court commitments, evaluations and State Youth Authority placements.



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



## 5. Service Inventory

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Service Inventory

### Introduction

The service inventory description documents community resources that could be useful in controlling the growth of North Dakota's incarcerated juvenile population.

The inventory highlights agencies and residential programs currently utilized as resources by the juvenile justice system, and as prevention services before the juvenile has come before the court and been adjudicated unruly or delinquent.

### Methodology

The service inventory was developed through personal and telephone interviews with Juvenile Supervisors, Probation Officers, Department of Human Services and State Youth Authority representatives, program administrators and representatives from the various agencies. Program descriptions and financial data were obtained from representatives from each particular agency, or from the Department of Human Services.

### Findings: Residential Programs

Residential programs available for juveniles are not specifically geared for juvenile offenders, but rather focus on provision of services to a larger "at-risk" population. The agencies inventoried, however, have and do provide services to both delinquent and unruly offenders, as well as non-adjudicated juveniles in need of services.

While residential child care facilities, group homes and foster homes were viewed primarily as providing long term care, the State Hospital accepts juveniles for emergency care, evaluation and diagnosis, as well as residential treatment.

Residential child care facilities are distinguished from group homes mainly by the size of the facility. Group homes accommodate between four and ten residents while residential child care facilities provide services to eight or more juveniles. Group homes and resident child care facilities are licensed by the Department of Human Services.

Foster family homes provide a supportive substitute parent/family environment for juveniles placed in them. There are currently over 600 licensed foster homes in the state of North Dakota. A few of these have been specifically designated as emergency shelter care homes. These foster homes have contracted to be available to accept emergency referrals on a 24-hour, seven day a week basis, for a specified period. Foster family homes are licensed by the Department of Human Services.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Service Inventory

The North Dakota State Hospital at Jamestown has designated facility wards for the evaluation and in-patient treatment of juveniles with psychiatric or chemical dependency problems. The Adolescent and Chemical Dependency Units provide both diagnosis and evaluation services, as well as in-patient care and treatment for juveniles from throughout the state.

While they are not specified here, it should be noted that many private hospitals also have in-patient psychiatric and addiction wards that provide similar services to juveniles.

The following breakdowns represent average per diem costs for the various residential programs. Categories were established according to the kind of program offered and are reflective of per diem cost averages for specific facilities encompassing each category.

In comparing costs, the various levels of care and the wide variety in service scope must be kept in mind. (For example, services provided by a hospital treatment unit, vs. a foster home.)

<u>Residential Program</u>	<u>Average Cost</u>
Foster Care	\$7.59 - \$10.92*
Group Home	\$24.00
Residential Child Care Facility	\$37.00
Jamestown - Chemical Dependency Unit	\$88.40
Jamestown - Adolescent Unit	\$127.67
State Industrial School	\$57.72

\* Refers to basic maintenance fee only. Payment varies from \$7.59 to \$10.92 depending on the age of the child. Additional service payments may be made, including a retainer fee for those homes designated as emergency shelter care homes.

# North Dakota

## COMMUNITY RESOURCES IN DEVELOPING ALTERNATIVES TO JUVENILE INCARCERATION

Program	Referring Agent	Description of Program Services	Eligible Juvenile	Cost of Service (per juvenile)	Capacity
Dakota Boys Ranch	SYA SIS local social service agencies private agencies tribal court	Residential Child Care Facility - (approx 1 year) individual group therapy; residential education; addiction counseling	boys 10-16 yrs must meet screening criteria	\$51.00	56
Home on the Range	SYA SIS local social service agencies private agencies tribal court	Residential Child Care Facility	boys 12-18 yrs "	\$27.00	54
Luther Hall	SYA SIS local social service agencies	Residential Child Care Facility Ind., group counseling residential living drug, alc; M.H. counsel	girls 13-18 yrs "	\$33.00	12
Hall Home	Local social service agencies SYA SIS juvenile court private agencies tribal court	Group Home - short term (120 days) group counseling	girls 10-18yrs. "	\$24.00	8

# North Dakota

## COMMUNITY RESOURCES IN DEVELOPING ALTERNATIVES TO JUVENILE INCARCERATION

Program	Referring Agent	Description of Program Services	Eligible Juvenile	Cost of Service (per juvenile)	Capacity
Jamestown Hospital Chemical Dependency Unit	juvenile court SYA SIS private tribal court	Diagnostic evaluation and in-patient treatment for alcohol and drug dependency	boys - girls 13-21	\$88.00	22
Jamestown Hospital Adolescent Unit	juvenile court SYA SIS tribal court private County Social Services (emergency)	Psychiatric Emergency care; evaluation and testing; and treatment	boys - girls 13-31	\$128.00	48
Foster Family Care	local social service boards Casey Family foundations	Foster care - supportive, substitute parent/family environment	boys-girls up to 18 yrs	range from 7.50 - 10.92 a day for basic maintenance	approximately 700 licensed foster homes in North Dakota
Emergency Shelter Care	local social service boards	crisis, short term shelter	boys-girls up to 18yrs	range from 7.50 - 10.92 a day for basic maintenance plus retainer fee	Special projects to contract with Foster homes to be available as emergency shelter care facilities

# North Dakota

## COMMUNITY RESOURCES IN DEVELOPING ALTERNATIVES TO JUVENILE INCARCERATION

Program	Referring Agent	Description of Program Services	Eligible Juvenile	Cost of Service (per juvenile)	Capacity
Hall Home	Local social service agencies SYA SIS juvenile court private agencies tribal court	Group Home - short term (120 days) group counseling	girls 10-18 yrs.	\$24.00	8
Goodbird Home	Local social service agencies SYA SIS juvenile court private agencies tribal court	Group Home - long term care, (3 months to 3 years) sexual perpetrator therapy; group therapy	girls boys 10-18 yrs.	\$24.00	8
Eckert Home for Girls	Local social service agencies SYA SIS juvenile court private agencies State Hospital	Group Home (12-18 months) counseling work programs	girls 12-18 yrs.	\$24.00	6
Eckert Home for Boys	Local social service agencies SYA SIS juvenile court private agencies State Hospital	Group Home (12-18 months) counseling work programs	boys 12-18 yrs.	\$24.00	8

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Service Inventory (Continued)

### Findings Non-Residential Programs

Most of the non-residential juvenile programs researched are preventive in nature and are aimed at keeping juveniles out of the juvenile justice system. Several programs, however, address the needs of juveniles already in the system.

One stated purpose of the Uniform Juvenile Court Act is to provide a program of treatment, training and rehabilitation "in a family environment whenever possible, separating the child from his parents only when necessary for his welfare or in the interest of public safety." (NDCC: Uniform Juvenile Court Act 27-20-01).

With this in mind, it is not unreasonable to consider a broader and earlier use of these community based programs.

While the list which follows is in no way exhaustive, it is representative of the kinds of programs operating in various communities in the state.



# North Dakota

## COMMUNITY RESOURCES FOR REDUCING JUVENILE DELINQUENCY

Service Agency	Program
Police Youth Bureau (Bismarck)	Big Brother Big Sister
The Village Family Service Center	Big Brother Big Sister
The Rotary Club	Operation Aware (Peer pressure 5th-6th grades)
Department of Education	Alternative Education High School Program
YMCA	Youth Camp Experiences
Red River Runaway Home (Fargo)	Runaway Shelter
Department of Education	Drug and alcohol outreach counselors
Area Human Service Centers	Minors in Possession Outpatient Drug and alcohol Programs Pre-delinquency prevention

The Ehrenkrantz Group

## 6. Population Profiles

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles

### Methodology

The data analyzed for this chapter were obtained from State Industrial School case records. The profiles are based on a 25% random sample of releases for the years 1980, 1981, 1982, 1983 and 1984, and a 100% documentation of the current population (those in custody at the time of the data collection).

The data were collected by State Industrial School personnel in a manner prescribed by the TEG project team.

The following statistics were analyzed for each case:

- . age at admission
- . sex
- . ethnicity
- . offender status (delinquent vs. unruly)
- . type of offense
- . committing agency (court, BIA, SYA)
- . length of stay
- . type of admission (sentence vs. evaluation)
- . type of release
- . prior adjudications
- . prior commitments
- . prior agency placements

The data were analyzed using computer resources. The statistical manipulations performed for the study included frequency distributions and cross tabulations. The following key findings are presented in the narrative below. Pertinent graphs are presented at the end of this chapter. Crosstabulation tables appear in an Appendix to the report.

### Key Findings: Frequency Distributions

As the frequency graphs at the end of this chapter indicate, the Industrial School's juvenile population can be characterized as having erratic trends and shifts from year to year. Some generalized statements can be made, however, about the juveniles who enter and spend time in North Dakota's juvenile correctional system, as follows:

#### Age

- . The greatest proportion of juveniles at the school fall into the 15-16 year-old category. With the exception of 1983 (45.8%) this age group consistently accounted for over 50% of the sample populations.
- . About one quarter of the population were between 17-18

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles (Continued)

### Key Findings: Frequency Distributions (Continued)

years of age for the observed years, with the extreme exceptions of 49.2% in 1983, and 19.5% of the current population.

- Twelve to fourteen-year-olds ranged from a high of 21.1% in 1980 to a low of 4.5% in 1982. Since 1982, the percentage of the population falling into this age category has continually increased to its current proportion of 17.2%.

### Sex

- On an overall basis, the ratio of males to females in the Industrial School has remained constant with males accounting for almost three quarters of the population. The noted exception was in 1982, when the percentage of males dipped to a low of 59.7%.

### Ethnicity

- The overwhelming majority of those incarcerated at the Industrial School were white. The proportion of white juveniles ranged from a low of 71.4% in 1981 to a high of 89.6% in 1982.
- The Indian population has ranged from a low of 10.4% in 1982 to a high of 28.6% in 1981. On an overall basis, this population has been steadily increasing, from the 1982 low (10.4%) to its current 26.4%.
- The proportion of those representing other ethnic groups has fluctuated over the years, accounting for anywhere from 15.8% to 0% of the populations sampled.

### Offense Status

- For any given year, the majority of those at the Industrial School were admitted for committing delinquent offenses. This ranged from a low of 56.7% in 1982 to a high of 89.8% in 1983. The remaining percentages correspond to those juveniles who were incarcerated for commission of unruly acts.

These figures refer to the offense which precipitated the current incarceration, and are not reflective of prior unruly or delinquency adjudications.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles (Continued)

### Key Findings: Frequency Distributions (Continued)

- . 1983 and 1984 reflect an extreme fluctuation in reported trends, with the percentage of delinquents soaring to 89.9% and 81.2% respectively. For the remaining years (including the current population sample), the proportion of delinquents held at a more consistent range of 56.7% to 66.7%.

### Type of Offense

- . The majority of juveniles were incarcerated for committing property offenses. For the current population, this category constituted more offenders (52.3%) than all other categories combined.
- . About 28% of the current population were incarcerated for committing status offenses (truancy, runaway, unruly, etc.). Percentages ranged from a high of 41.8% in 1982 to a low of 13.6% in 1983.
- . On an overall basis, violent offenses have been decreasing, from 15.9% in 1980 to 7.0% of the the current Industrial School population.
- . The percentage of substance offenses (alcohol, marijuana, drugs) has decreased by almost half, from 8.8% in 1980 to 4.7% of the current population.

### Committing Agency

- . The percentage of those committed to the Industrial School by the court is at a current low of 48.3% of the population, as compared to the 1981 high of 73.2%.
- . On the other hand, the current population has the highest percentage of those committed by the State Youth Authority (SYA) at 43.7%. The low was 16.1% in 1981.
- . A full 8.0% of the current population was sent to the school by the Bureau of Indian Affairs (BIA).
- . Overall commitment trends, by the three agencies, have been somewhat sporadic over the last five years.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles (Continued)

### Key Findings: Frequency Distributions (Continued)

#### Type of Admission

- Analysis of release sample does not indicate significant trends in the types of admission to the Industrial School, with slight up and down fluctuations over time for both commitment and evaluation percentages.
- Analysis of all admissions to the school for the past five years, however, revealed a definite trend. Figure 7.5 (Chapter 7 Population Trends) indicates that on an overall basis, the percentage of commitment admissions has been decreasing, and the percentage of evaluation admissions has been increasing. For example, in 1979, 29.1% of all admissions to the facility were for evaluative purposes, and 70.9% were sentencing dispositions. By 1984, evaluation admissions rose to 46.8% and commitment admissions decreased to 53.7%.

These figures are based on State Industrial School documentation of all juveniles received by the facility for the past six years.

#### Length of Stay

- The percentage of those staying at the Industrial School for greater than 60 days has increased dramatically, from a low of 19.3% in 1980, to the current high of 34.8%.
- On an overall basis, lengths of stay greater than one year have decreased, from a high of 15.8% in 1980 to 10.1% in 1984, with a low of 5.1% in 1983.
- On an overall basis, the majority of inmates have stayed at the school for a 6-12 month period. This has ranged from 31.3% of the population in 1984 to 52.5% in 1983.
- The percentage of Juveniles incarcerated 2-6 months has ranged from a low of 23.2% in 1984 to a high of 35.5% in 1983.

#### Type of Release

- On an overall basis, the percentage of those released to local social service agencies has been decreasing, from a high of 37.5% in 1980 to 18.8% in 1984.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles (Continued)

### Key Findings: Frequency Distributions (Continued)

- . The percentage of those released on trial placement (to SYA) has decreased, from 30.4% in 1980 to a low of 20.3% in 1984.
- . The percentage of those receiving a court discharge (no aftercare) has, on an overall basis, increased, from a low of 19.6% in 1980 to a high of 44.9% in 1984.
- . Other release types have remained relatively constant at around 12.5%, plus or minus 3.

### Prior Adjudications

- . Over one-half (52.9%) of the current Industrial School population has been previously adjudicated delinquent. Of these, 6.9% have had three or more prior delinquency adjudications.
- . Almost 50% (49.4%) of the current Industrial School population has been previously adjudicated unruly. Of these, 3.4% have had three or more prior unruly adjudication.
- . On an overall basis, the percentage of those with no prior unruly adjudications has increased, from 42.1% in 1980 to 50.6% of the current population.
- . Juveniles with no prior delinquency adjudications have also increased from 35.1% in 1980 to 47.1% of the current population.

### Prior Commitments

- . The majority of the juveniles currently in the Industrial School, have not been committed there previously. This low of 63.2% is an overall decrease from 1980, when 75.4% of the population had no prior Industrial School commitments.
- . The majority (73.6%) of those currently at the Industrial School had no previous State Youth Authority commitment. The percentage of those with no prior SYA commitments has been sporadic over the past five years, ranging from a high of 94.6% in 1981 to a low of 50.7% in 1982.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles

### Key Findings: Frequency Distributions (Continued)

#### Prior Agency Placements

- . On an overall basis, the percentage of juveniles with prior agency placements has increased from 52.6% in 1980, to 72.4% of the current population.
- . Of these with prior agency placements, 52.3% have been previously placed in either Jamestown State Hospital or a private hospital for alcohol, drug or mental health treatment.
- . 28.8% have been placed in group homes or residential child treatment facilities (Dakota Boys Home and/or Home on the Range).
- . 18.9% have had other agency placements.

### Key Findings: Crosstabulations

Cross tabulations were generated to illustrate relationships between selected variables. A comparison of delinquent vs. unruly offenders was made regarding demographic, offense, and other characteristics, for the current Industrial School population, and for each year in the sample.

Key findings are highlighted below. The supporting crosstabulation tables are located in the Appendix.

#### Offense Status by Sex

The majority of those incarcerated for unruly offenses are female, whereas the majority of delinquent offenders are male.

- . 61.3% of the unruly offenders currently in the Industrial School are female.
- . 91.1% of the delinquent offenders currently in the Industrial School are male.

#### Offense Status by Age

On an overall basis, delinquent offenders are older than unruly offenders.



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles

### Key Findings: Crosstabulations (Continued)

- For the current population, 25.0% of the delinquent offenders are 17-18 years of age. This is a decrease from previous years, where 26.3% to 50.9% of delinquent offenders fell into the 17-18 year-old category.
- For both unruly and delinquent offenders, the majority of incarcerated juveniles have been 15-16 years of age.
- Unruly offenders tend to be younger, with 35.5% of the current unruly population less than fifteen years old.

### Offense Status by Length of Stay

- In 1984, over half (53.8%) of all unruly offenders were released within 60 days, as compared to 30.4% of the delinquent offenders.
- In 1984, 15.4% of all unruly offenders were incarcerated more than one year, as compared to 8.9% of the delinquent offenders.
- In 1984, the majority of unruly offenders (53.8%) were released in 60 days or less, while the majority of delinquent offenders (39.3%) were incarcerated for 6-12 months.

### Offense Status by Prior Adjudication

- Currently, 77.4% of unruly offenders have had prior adjudication of unruliness, and 29% have had prior adjudications of delinquency.
- For the current Industrial School population, 66.1% of delinquent offenders have had prior delinquency adjudications, while 33.9% have had prior adjudications of unruliness.

### Offense Status by Prior Commitment

- For the current population, 35.5% of the unruly offenders have had prior commitments to the State Youth Authority; and 41.9% have been previously committed to the State Industrial School.
- 33.9% of all currently incarcerated delinquents have had previous commitments to the State Industrial

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles (Continued)

### **Key Findings: Crosstabulations (Continued)**

School; and 21.4% have been previously committed to the State Youth Authority.

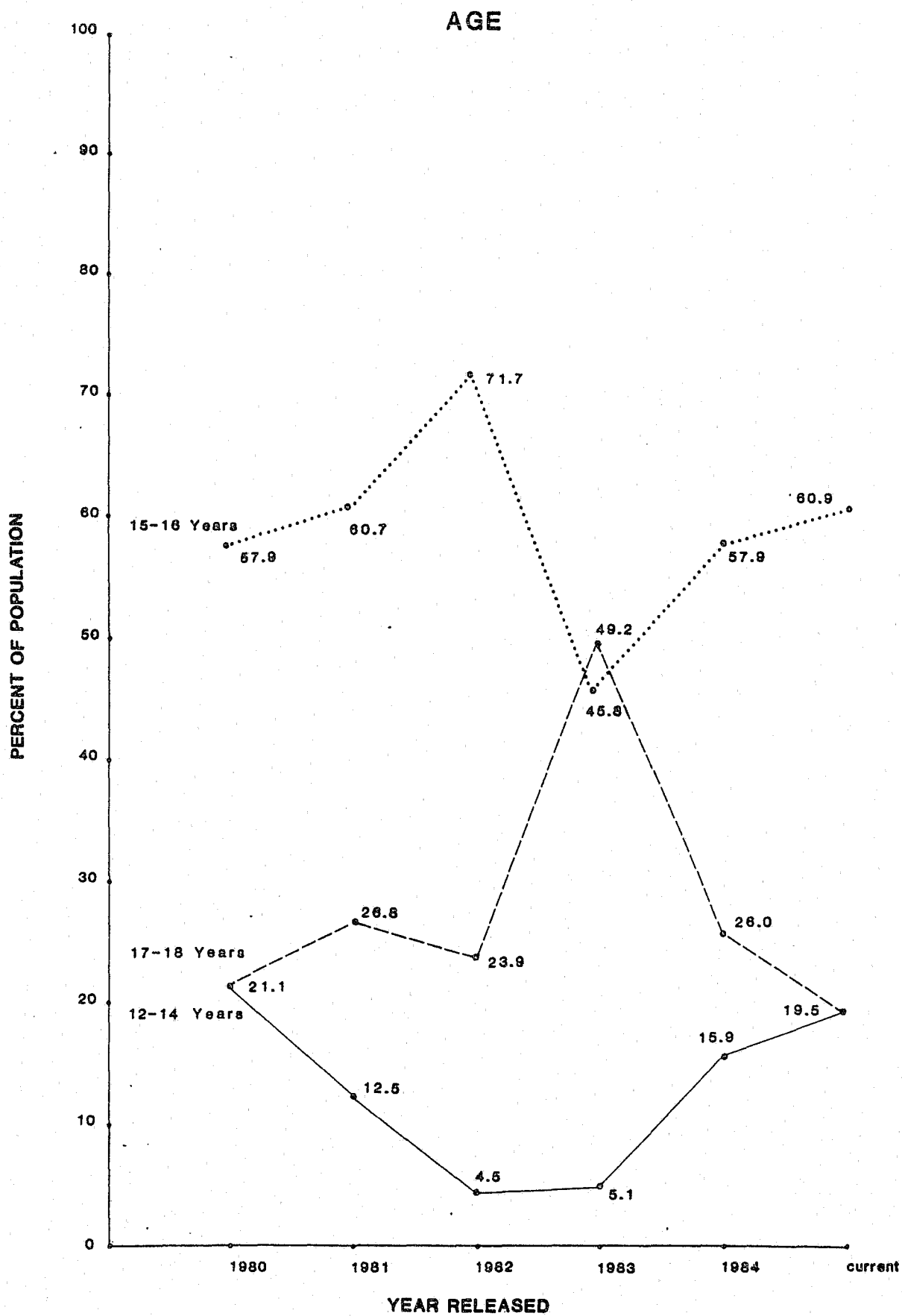
### Offense Status by Type of Admission

- . Currently, the majority of unruly offenders (51.6%) were committed to the Industrial School by the State Youth Authority.
- . The majority of delinquent offenders (46.4%) currently at the School were placed there through a direct court commitment.
- . 28.6% of all delinquent offenders currently incarcerated at the Industrial School were admitted for evaluations.
- . 16.2% of currently unruly offenders were admitted to the School for evaluations.

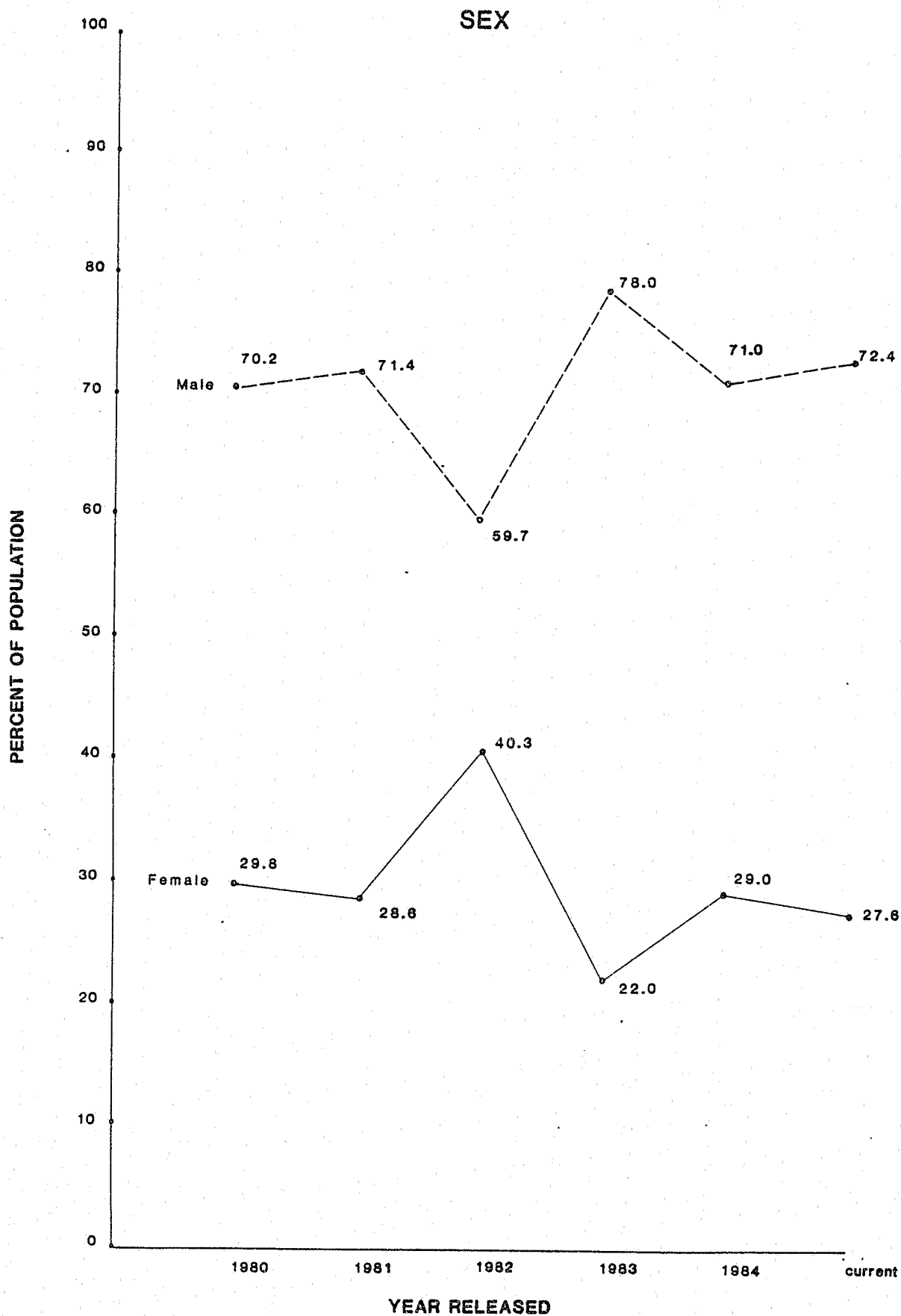
### **Key Findings: Summary**

To reiterate, North Dakota's juvenile incarcerated population can be characterized as having erratic trends and significant population shifts from year to year, as illustrated by the frequency graphs. While general statements were reported, the lack of definitive or cohesive patterns for many of the variables make it difficult to draw firm conclusions. It is important to note that no value judgments or assessments of underlying causes for the phenomena described in this chapter have been formulated at this time. The significance of cause and effect relationships, and the impact that these relationships may have on the State Industrial School is to be the subject of the Phase II subsequent study.

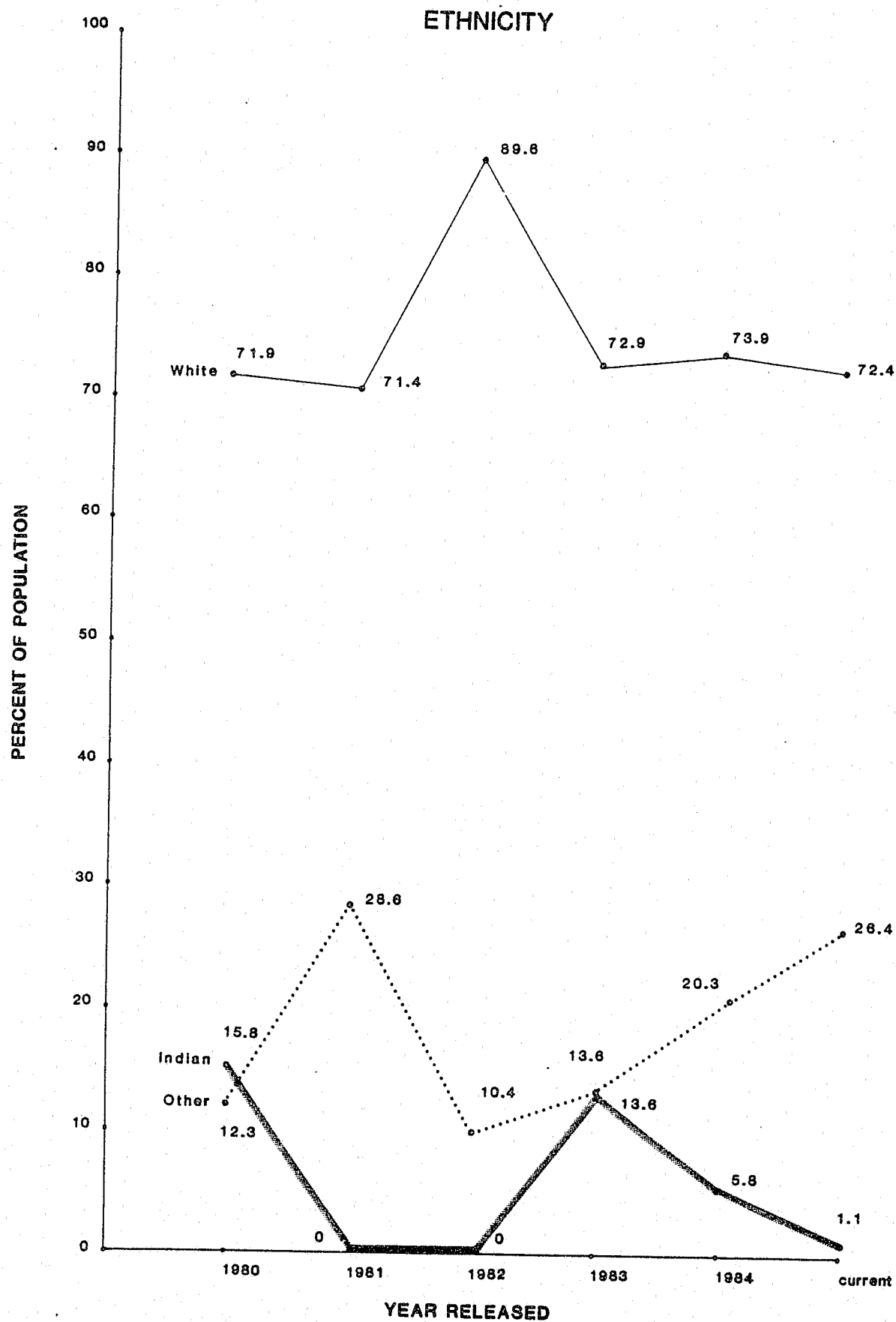
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



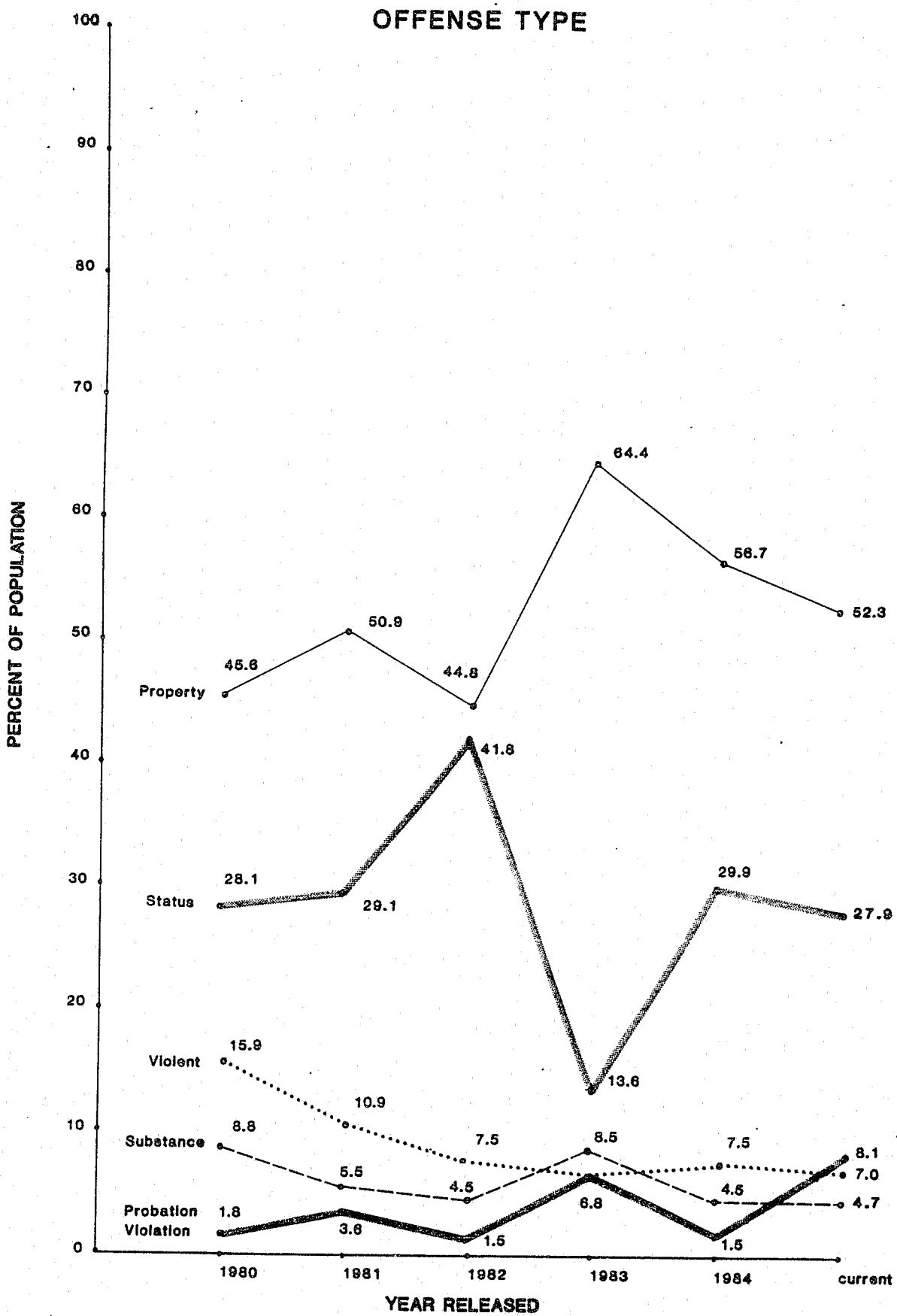
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



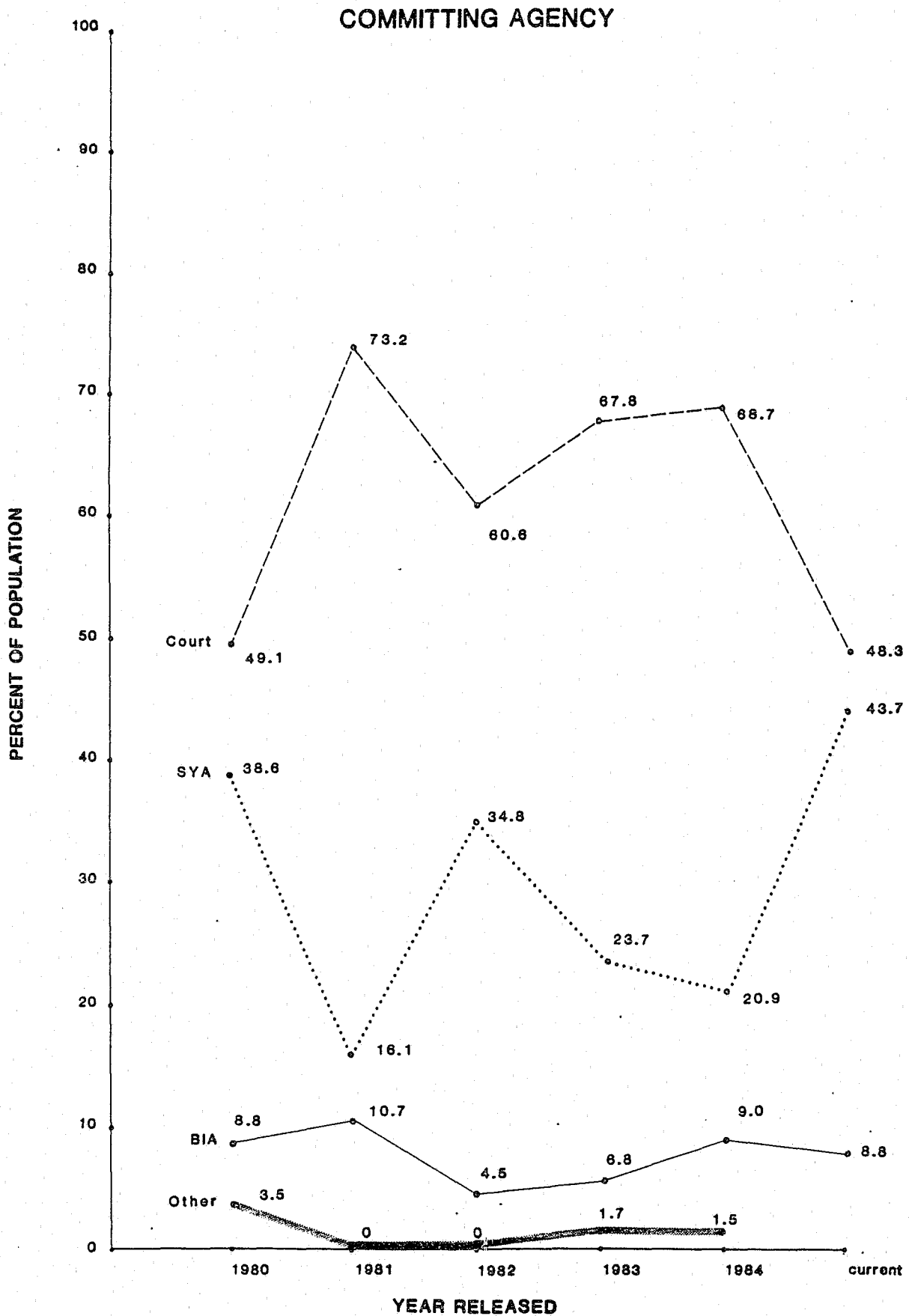
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



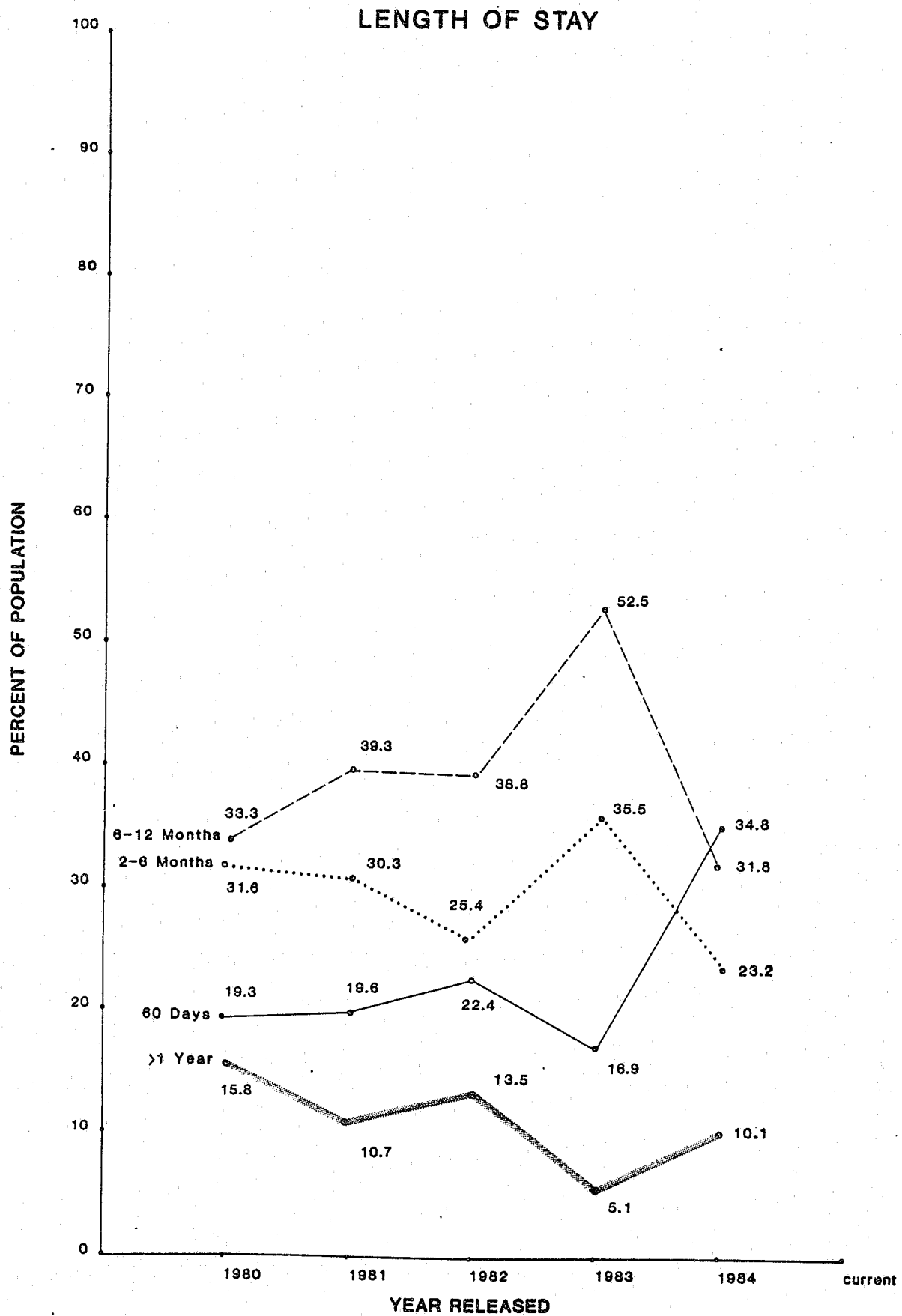
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

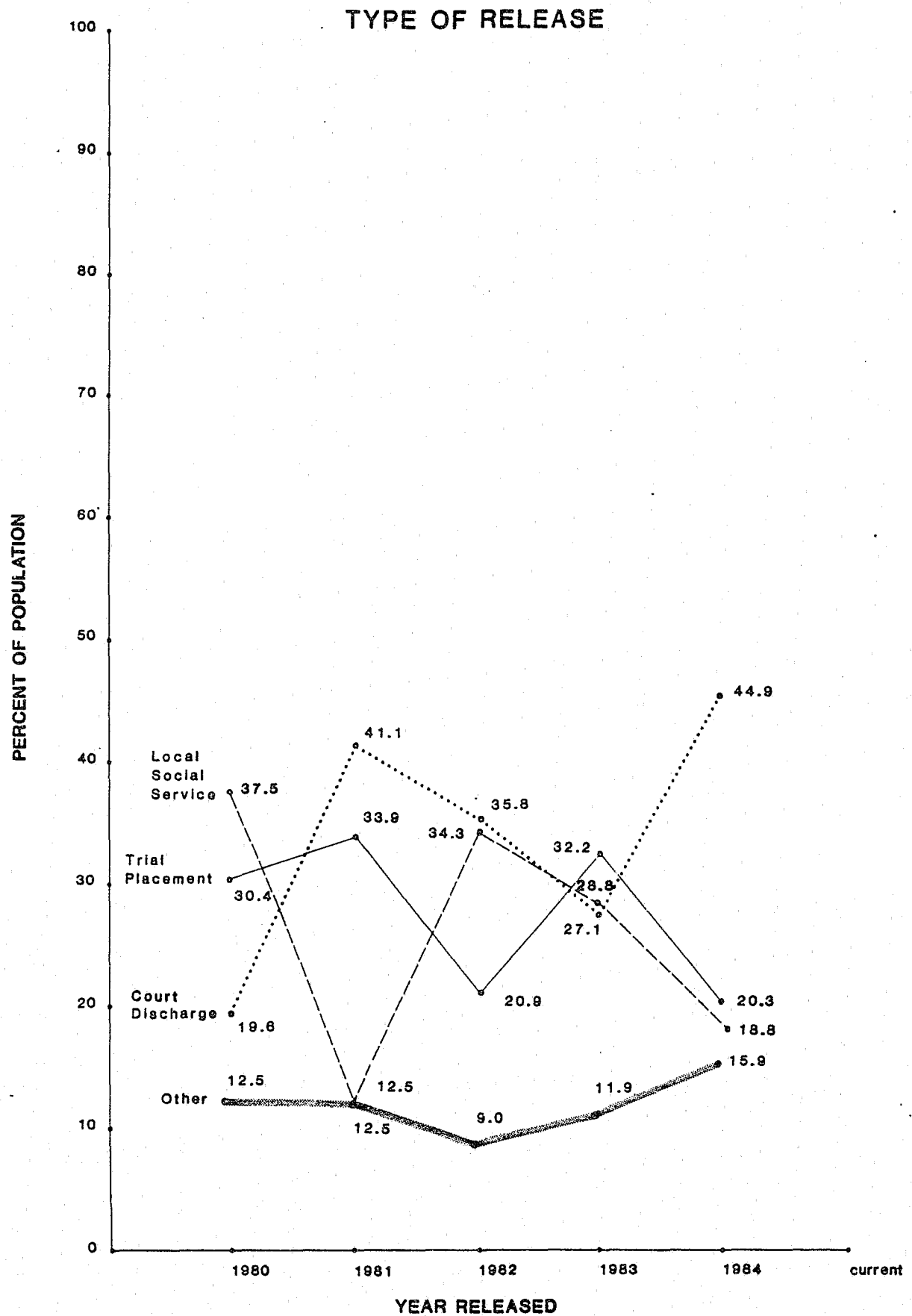


# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

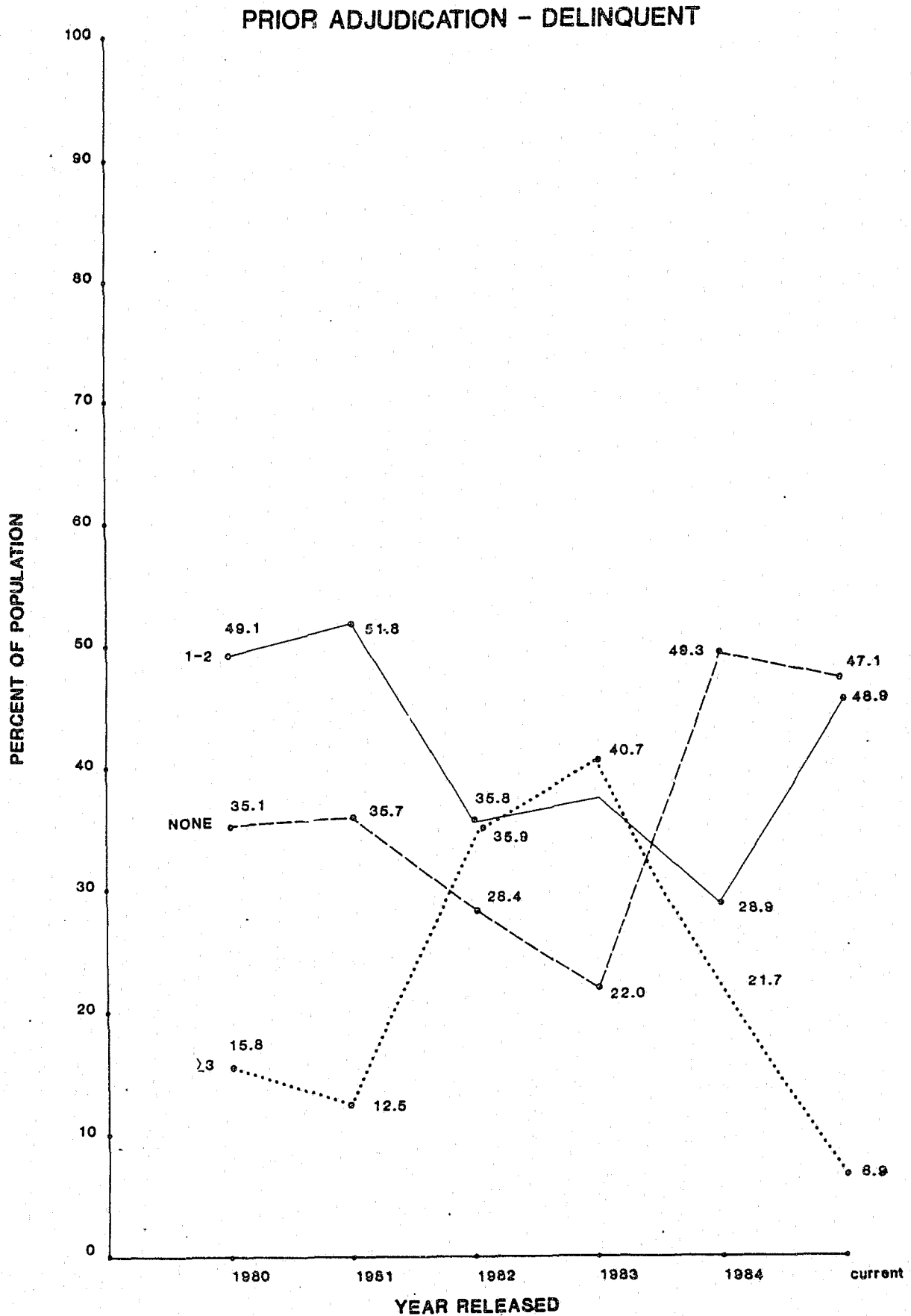




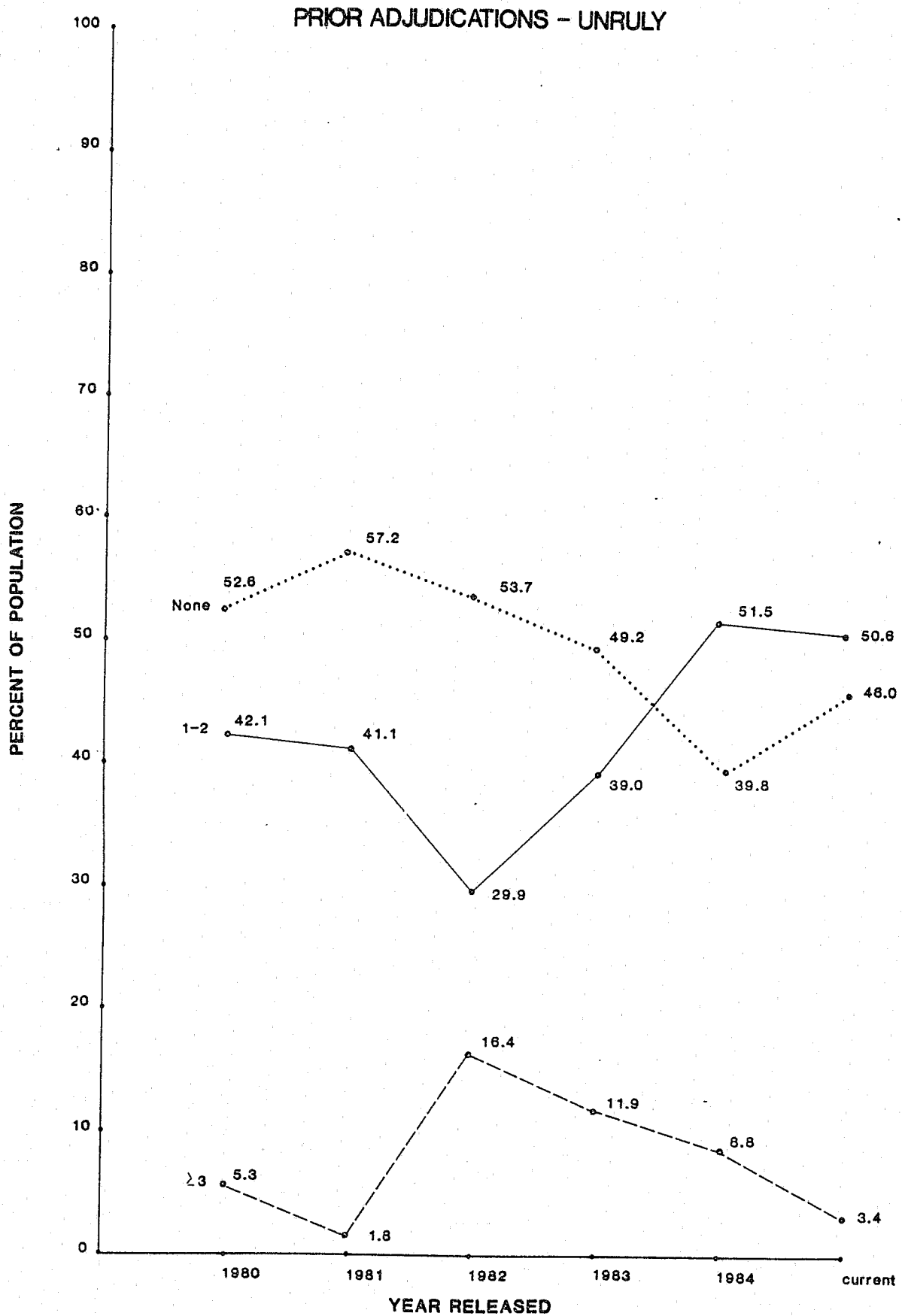
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



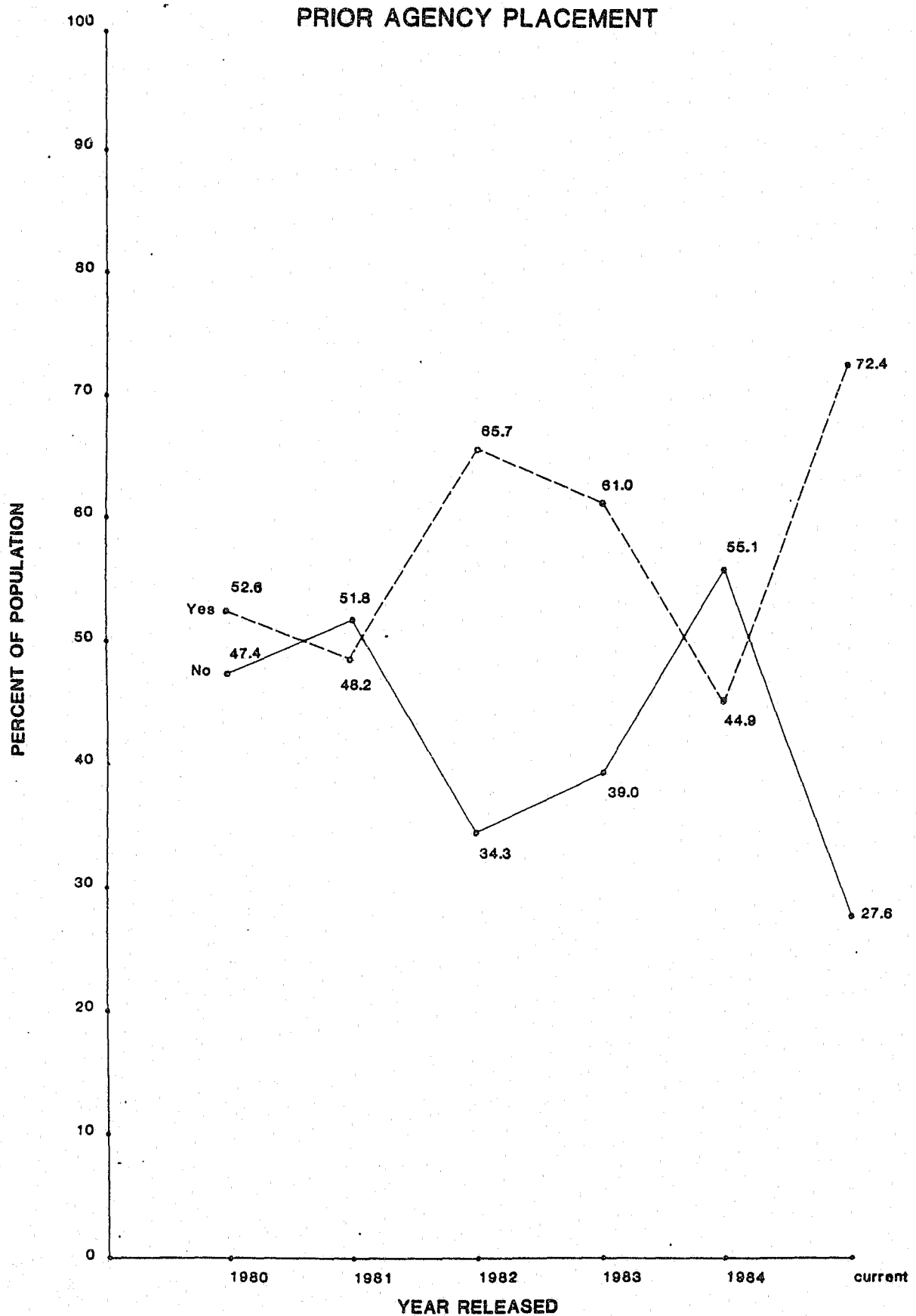
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



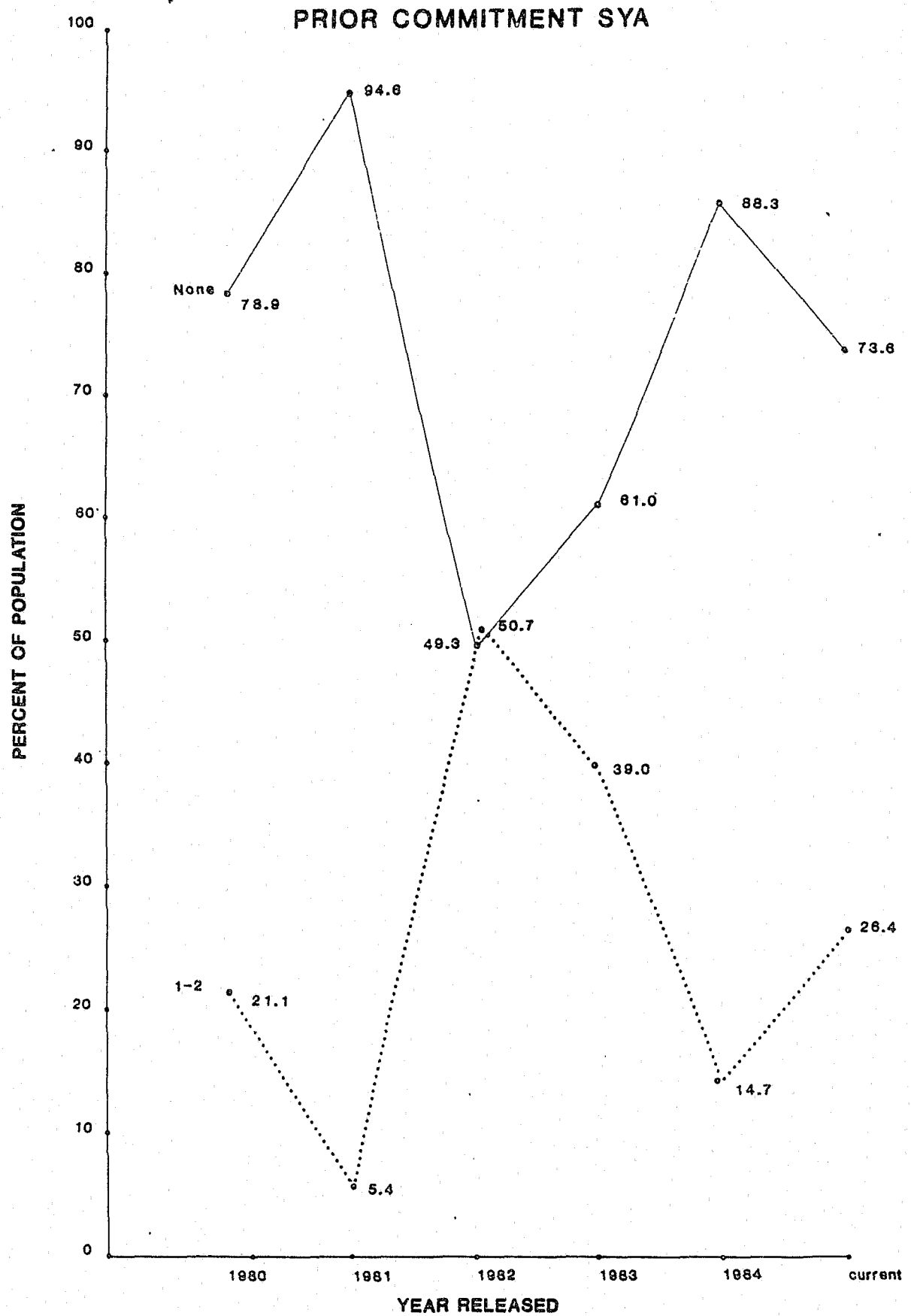
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



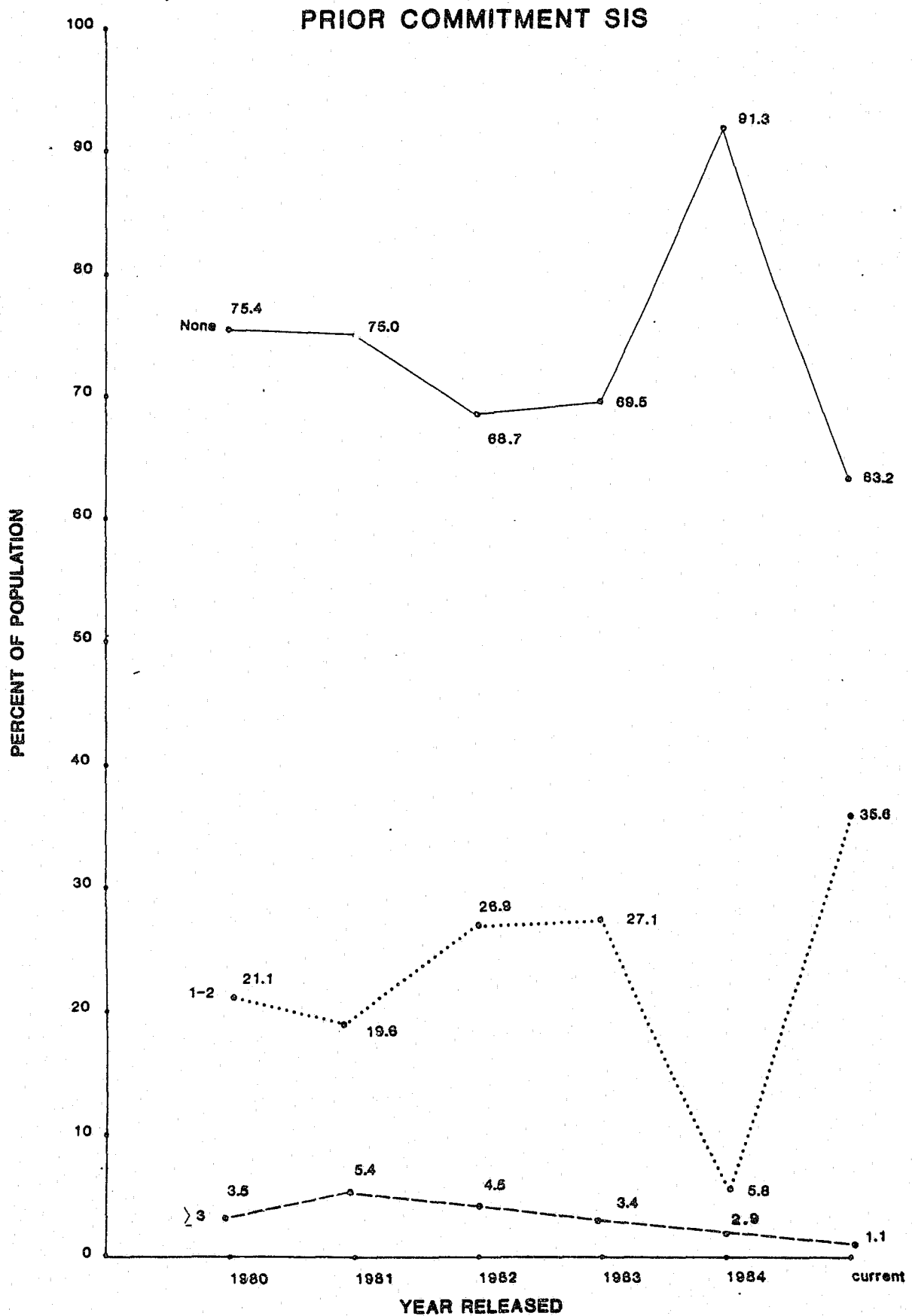
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



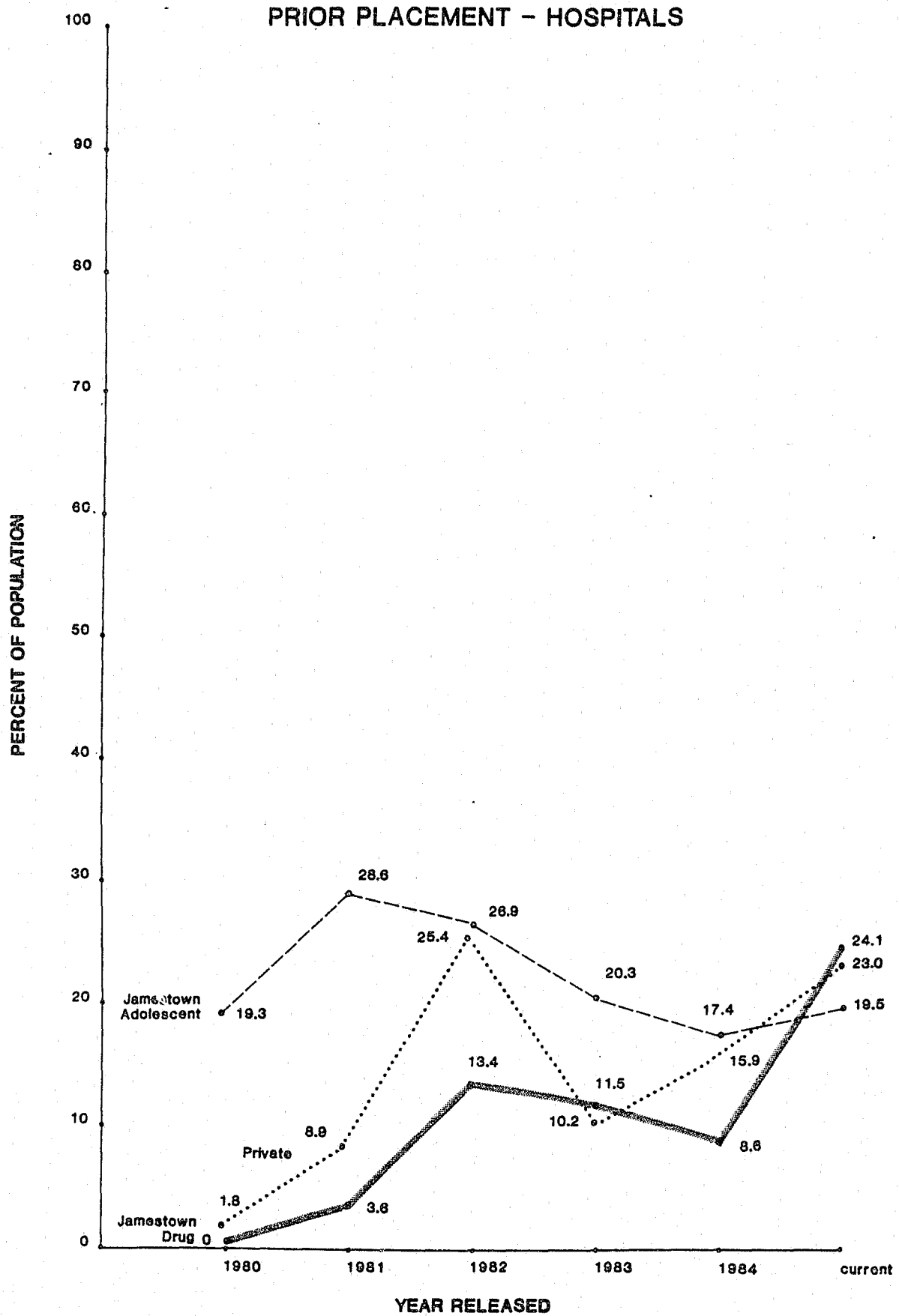
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



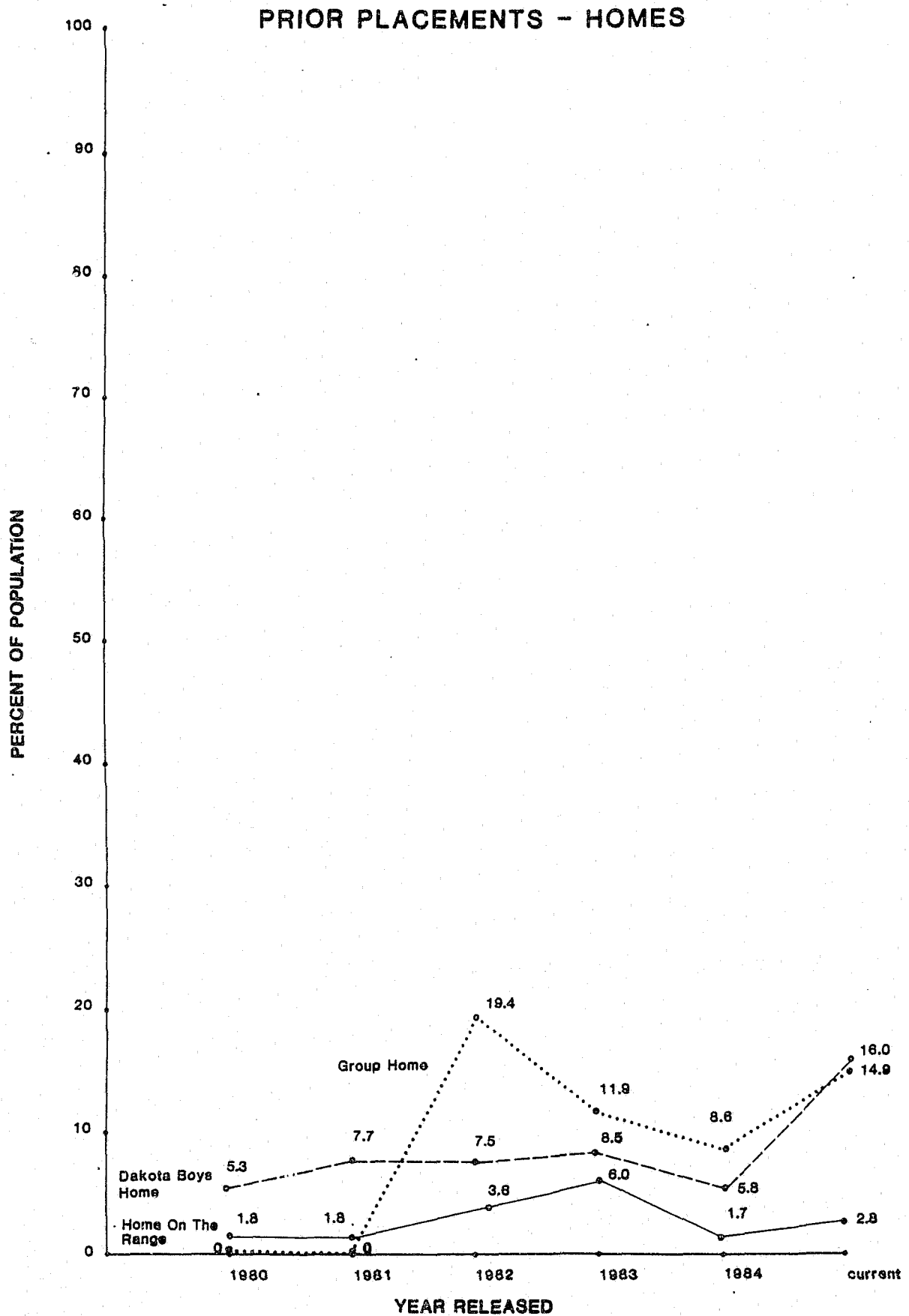
# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS





# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## Population Profiles (Continued)

### Prior Agency Placements

	Jamestown Adolescent	Jamestown Drug	Home on the Range	Dakota Boys Home <i>Ranch</i>	Private Hospital	Group Home	Other
1980	19.3 (11)	0 -	1.8 (1)	5.3 (3)	1.8 (1)	0 -	31.6 (18)
1981	28.6 (16)	3.6 (2)	1.8 (1)	7.1 4	8.9 (5)	0	12.5 (7)
1982	26.9 (18)	13.4 (9)	3.6 (2)	7.5 (5)	25.4 (17)	19.4 (13)	32.8 (22)
1983	20.3 (12)	11.5 (7)	6.0 (4)	8.5 (5)	10.2 (6)	11.9 (7)	32.2 (19)
1984	17.4 (12)	8.6 (6)	1.7 (1)	5.8 (4)	15.9 (11)	8.6 (6)	7.2 (5)
Current Popula- tion	19.5 (17)	24.1 (21)	2.8 (2)	16.0 (14)	23.0 (20)	14.9 (16)	24.1 21

PRIOR PLACEMENTS

	JAMESTOWN ADOLESCENT			JAMESTOWN DRUG			PRIVATE HOSPITAL			HOME ON THE RANGE			DAKOTA BOYS HOME RANCH			GROUP HOME		
	None % (#)	1-2 % (#)	≥ 3 % (#)	None % (#)	1-2 % (#)	≥ 3 % (#)	None % (#)	1-2 % (#)	≥ 3 % (#)	None % (#)	1-2 % (#)	≥ 3 % (#)	None % (#)	1-2 % (#)	≥ 3 % (#)	None % (#)	1-2 % (#)	≥ 3 % (#)
1980	80.7 (46)	17.6 (10)	1.6 (1)	100.0 (57)	0 (-)	0 (-)	98.2 (56)	1.8 (1)	0 (-)	98.2 (56)	1.8 (1)	0 (-)	94.7 (54)	5.3 (3)	0 (-)	100.0 (57)	0 (-)	0 (-)
1981	71.4 (40)	26.8 (15)	1.8 (2)	96.4 (54)	3.6 (2)	0 (-)	91.1 (51)	8.9 (5)	0 (-)	96.4 (54)	3.6 (2)	0 (-)	92.9 (52)	7.1 (4)	0 (-)	100.0 (56)	0 (-)	0 (-)
1982	73.1 (49)	25.4 (17)	1.5 (1)	86.6 (58)	13.4 (9)	0 (-)	74.6 (50)	25.4 (17)	0 (-)	94.0 (63)	6.0 (4)	0 (-)	92.5 (62)	7.5 (5)	0 (-)	80.6 (54)	17.9 (12)	1.5 (1)
1983	79.7 (47)	20.3 (12)	0 (-)	83.1 (52)	11.9 (7)	0 (-)	89.9 (53)	10.2 (6)	0 (-)	98.3 (58)	1.7 (1)	0 (-)	91.5 (54)	8.5 (5)	0 (-)	88.1 (52)	11.9 (7)	0 (-)
1984	82.6 (57)	14.5 (10)	2.9 (2)	91.3 (63)	8.6 (6)	0 (-)	84.1 (58)	14.5 (10)	1.4 (1)	97.1 (67)	2.8 (2)	0 (-)	94.2 (65)	5.8 (4)	0 (-)	91.3 (63)	7.2 (5)	1.4 (1)
Current	80.5 (70)	19.5 (17)	0 (-)	75.9 (66)	21.8 (19)	2.2 (2)	77.0 (67)	17.2 (15)	5.7 (5)	94.3 (82)	5.7 (5)	0 (-)	83.9 (73)	16.0 (14)	0 (-)	85.1 (74)	13.8 (12)	1.1 (4)

# 7. Population Trends

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# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Population Trends

### Introduction

Developing population projections is crucial for determining North Dakota's future juvenile incarceration needs. While no forecasting methodology can guarantee accurate projections, various prediction models have been utilized to help foretell future system activity.

One method often used for predicting future populations for example, is a multiple regression model. The model analyzes the relationship between the incarcerated population and other variables over a previous period in time. It then uses this statistical relationship as a basis for predicting the future incarcerated population. Traditionally, the "at risk" population (the age group for which incarceration is most likely to occur) has been demonstrated to be an accurate prediction factor.

We attempted to project future activity (both numbers of admissions and average yearly populations) for the State Industrial School using the juvenile "at risk" population (age 10 - 19)\* and a multiple regression model. We discovered during the course of our analysis that the model did not produce a strong enough relationship between the variables to warrant their use as a predictor of future system activity.

This implies that there are other variables, or factors, inherent to the juvenile justice system that are driving the number of admissions and daily population figures for the State Industrial School. According, the factors that actually do impact the juvenile incarceration rate in the State of North Dakota need to be further identified, so that their effect on juvenile incarceration can be measured.

Because there are many factors that affect the growth rate of the resident population at the State Industrial School, we feel that a simulation model may be a more appropriate method for projecting future systems. Such a model can be used to assess the impact various system-related variables may have on future State Industrial School activity. This method will prove especially appropriate if future juvenile justice system-wide options and recommendations are to be developed at a later date.

Although valid projects for the Industrial School hinge on future policy decisions affecting the entire North Dakota Juvenile Justice system, we did analyze Industrial School

\* The age group was used to conform to categories used by North Dakota State University for projected populations.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Population Trends (Continued)

### Introduction (Continued)

admissions, average yearly populations, and average lengths of stay information for the past six years. These trends, used as a measure of past correctional system activity may be indicative of future growth rate if other system factors were to remain constant over future years. Use of "trend line" analysis as a predictor of future activity assumes that system factors affecting population, admission, and length of stay rates will remain constant. The findings which follow must be viewed within these constraints. Changes in policy and procedure relative to the processing of juvenile offenders throughout the system will undoubtedly impact on population trends.

### Key Findings

The following key points relate to trend data for the last six years.

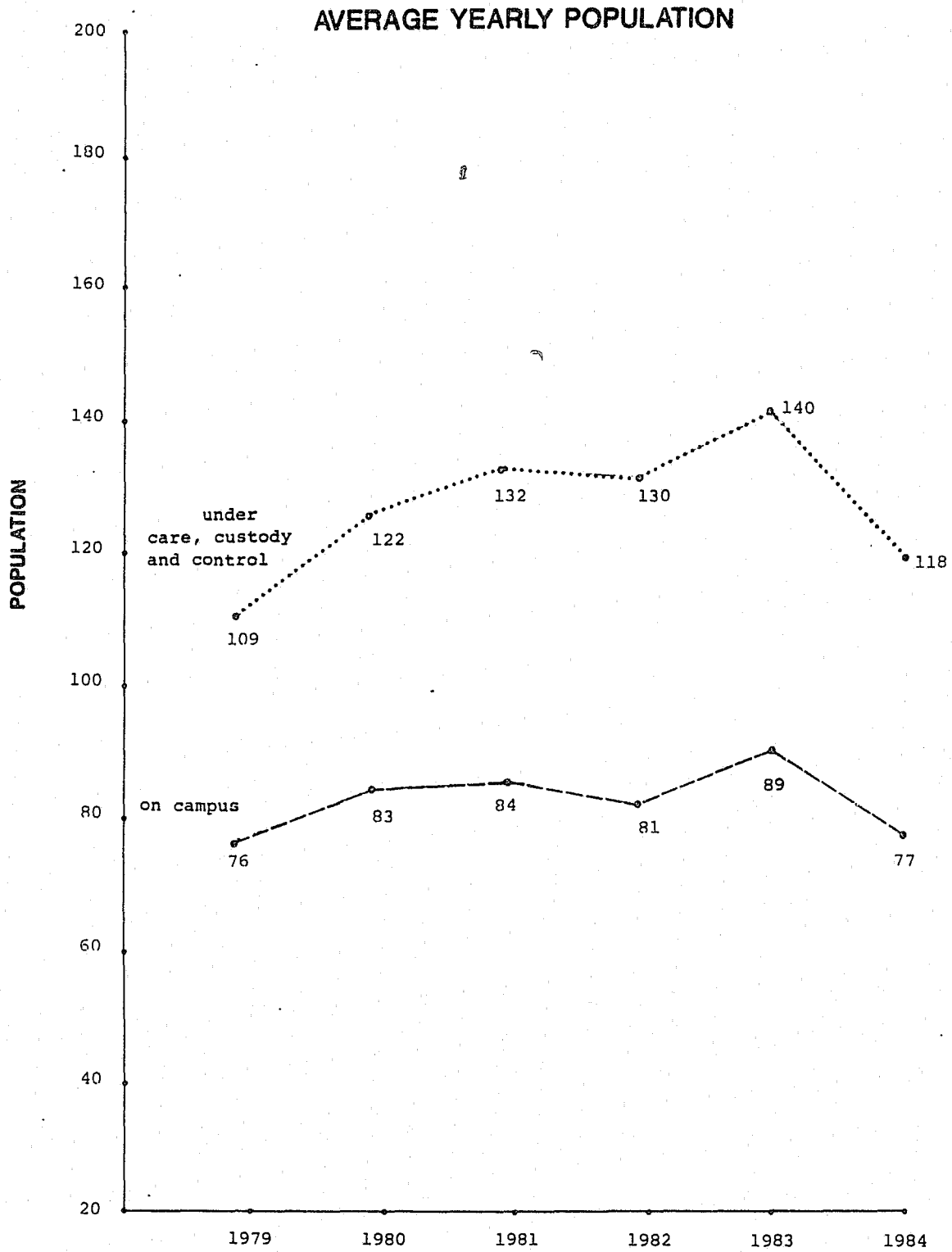
#### Average Yearly Population

Facility average daily populations are the product of the number of admissions and the average length of stay over a given period of time. While the Industrial School does not have control over the number of juveniles who enter the facility (admissions), the indeterminate sentencing structure of juvenile justice provides some flexibility in regard to the length of stay variable. Juveniles are not given "flat" sentences, where a specified period of incarceration is mandated, but are released by the Industrial School when a determination has been made that treatment or rehabilitation of the juvenile is complete. This is not to imply that release decisions are used to control population levels; but rather to say that the Industrial School does not experience the impact of sentencing guidelines, mandatory minimum sentencing and other factors that have traditionally contributed to longer lengths of stay and population increases.

Perhaps partly for these reasons, the average yearly population for the Industrial School has remained relatively constant over the past six years. (Figure 7.1). The frequency graphs which follow serve as a visual illustration of admission and population trends. The relationship between these variables, and length of stay, can also be discussed relative to the graphs.

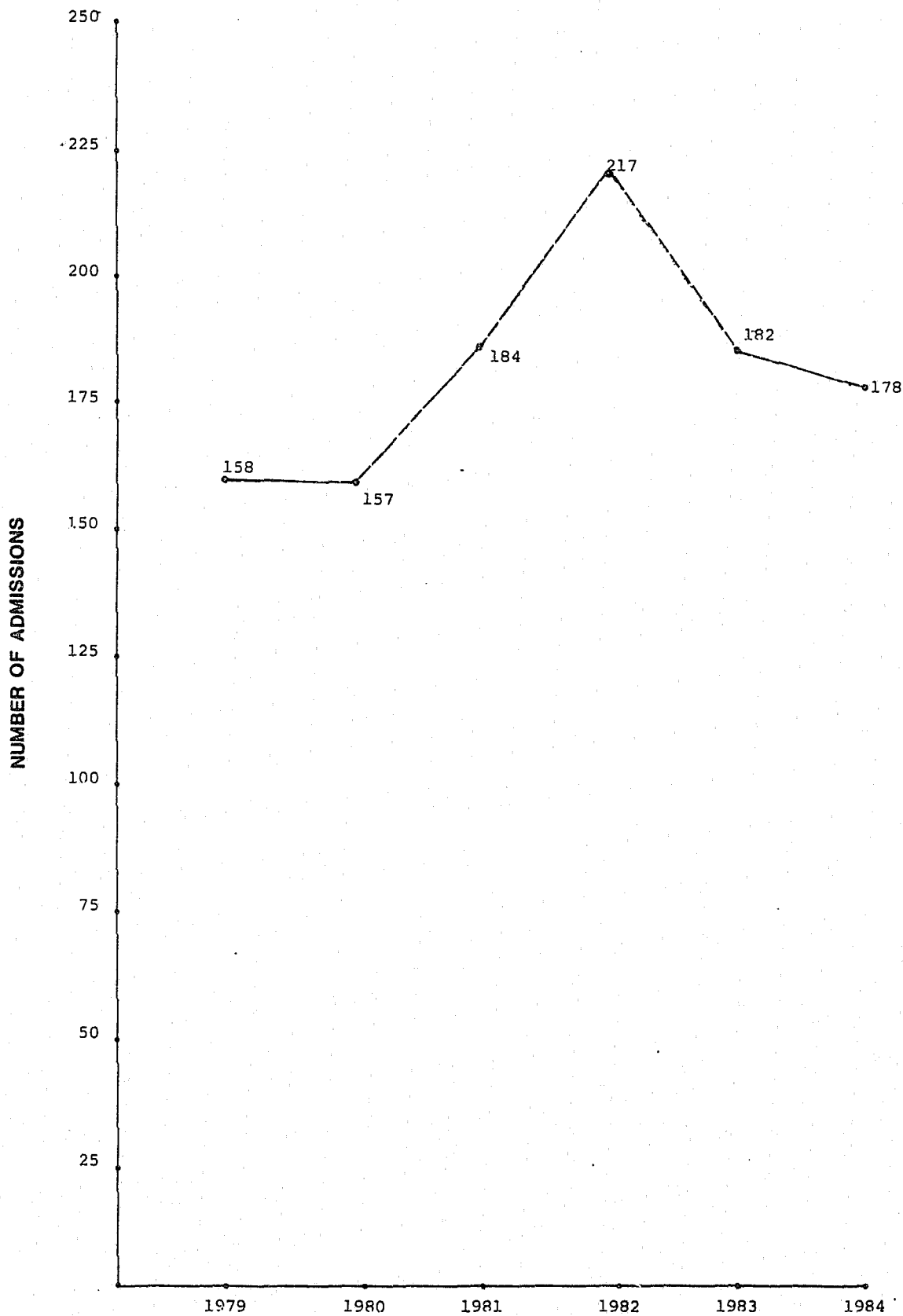
For example, in 1982 Industrial School admissions peaked to a high of 217 (Figure 7.2). Analysis of profile data indicates that average length of stay was relatively high for this year as well (6.7 months as compared to 6.2 and 6.3

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## TOTAL NUMBER OF ADMISSIONS



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Population Trends (Continued)

### Key Findings: (Continued)

for 1981 and 1983, respectively. Figure 7.3). Accordingly, average yearly population rose significantly in the subsequent year (1983). As might be expected, Figure 7.4 illustrates that average monthly populations were greatest at the beginning of 1983, when impact of 1982 admission and length of stay trends were most likely to be felt.

### Admissions Trends

The number of admissions to the State Industrial School has been erratic, with the greatest change occurring in 1982. More recently, a slight downward trend in admissions has been indicated. As discussed previously, we were not able to project future admissions to the Industrial School based solely on the at-risk population. This, combined with observed erratic trends, indicates that there are other system factors that are driving admission rates.

A definite trend has been observed in the type of admission to the Industrial School. As illustrated in Figure 7.5, use of the Industrial School for evaluation functions has been increasing, while the percentage of those committed to serve sentences has been decreasing accordingly.

For example, in 1979, those admitted for evaluations comprised 29.11% of all admissions for that year. In 1984, a full 46.63% of all admissions were for evaluations.

### Length of Stay

Figure 7.3 illustrates the average length of stay for the Industrial School population for the last five years. This information was obtained through analysis of a 25% sample of releases for the years indicated.

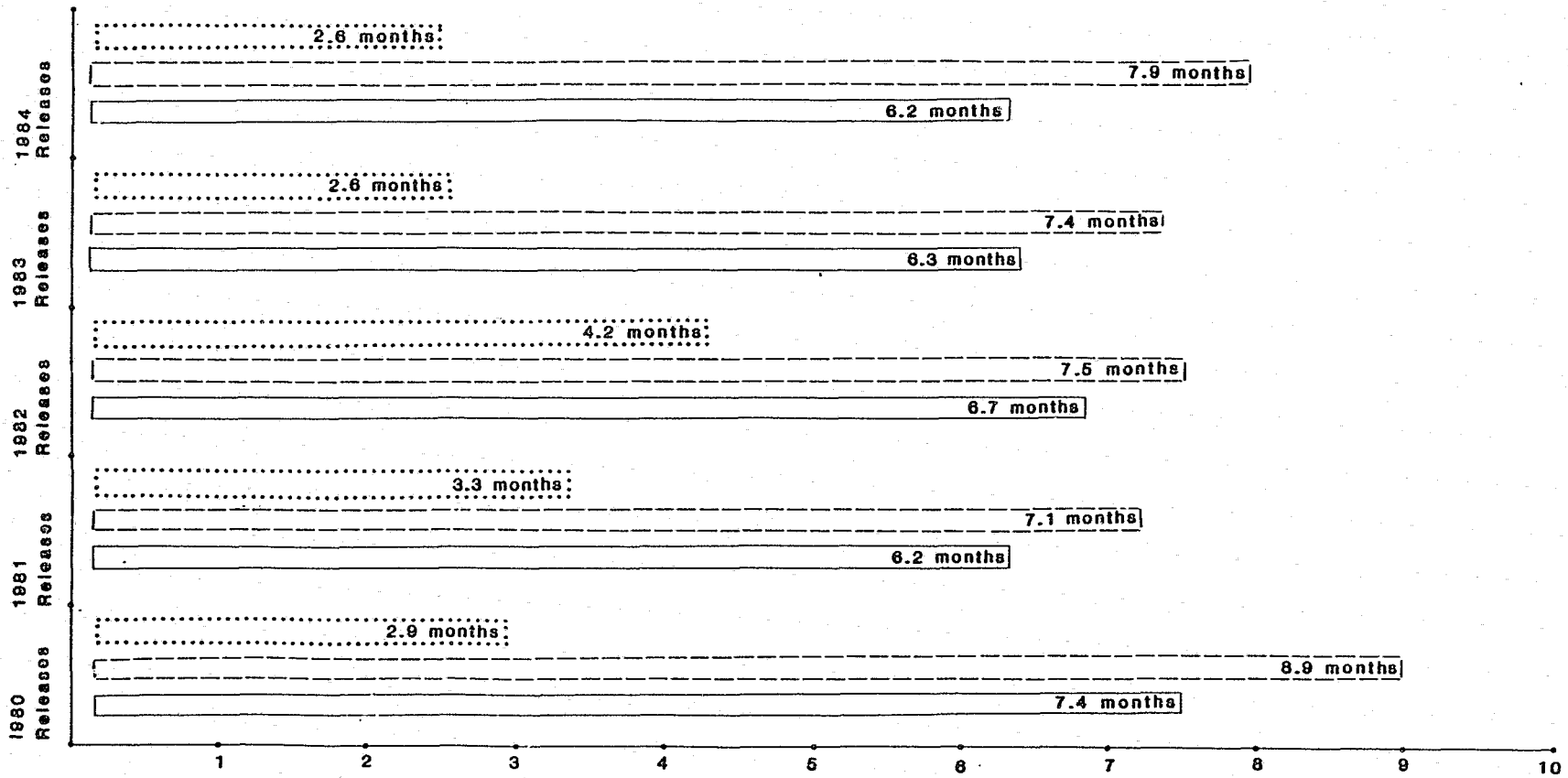
On an overall basis, length of stay at the Industrial School has remained relatively stable since 1981, with juveniles staying an average of 6.5 months,  $\pm .3$ .

On an overall basis, length of stay for those committed (sentenced) to the Industrial School has been increasing, from a low of 7.1 months in 1981 to 7.9 months in 1984.

The average length of stay for those incarcerated for evaluation purposes peaked in 1982 at 4.2 months, but remained relatively stable during the remaining years at about 2.9 months, plus/minus  $\pm .4$ .



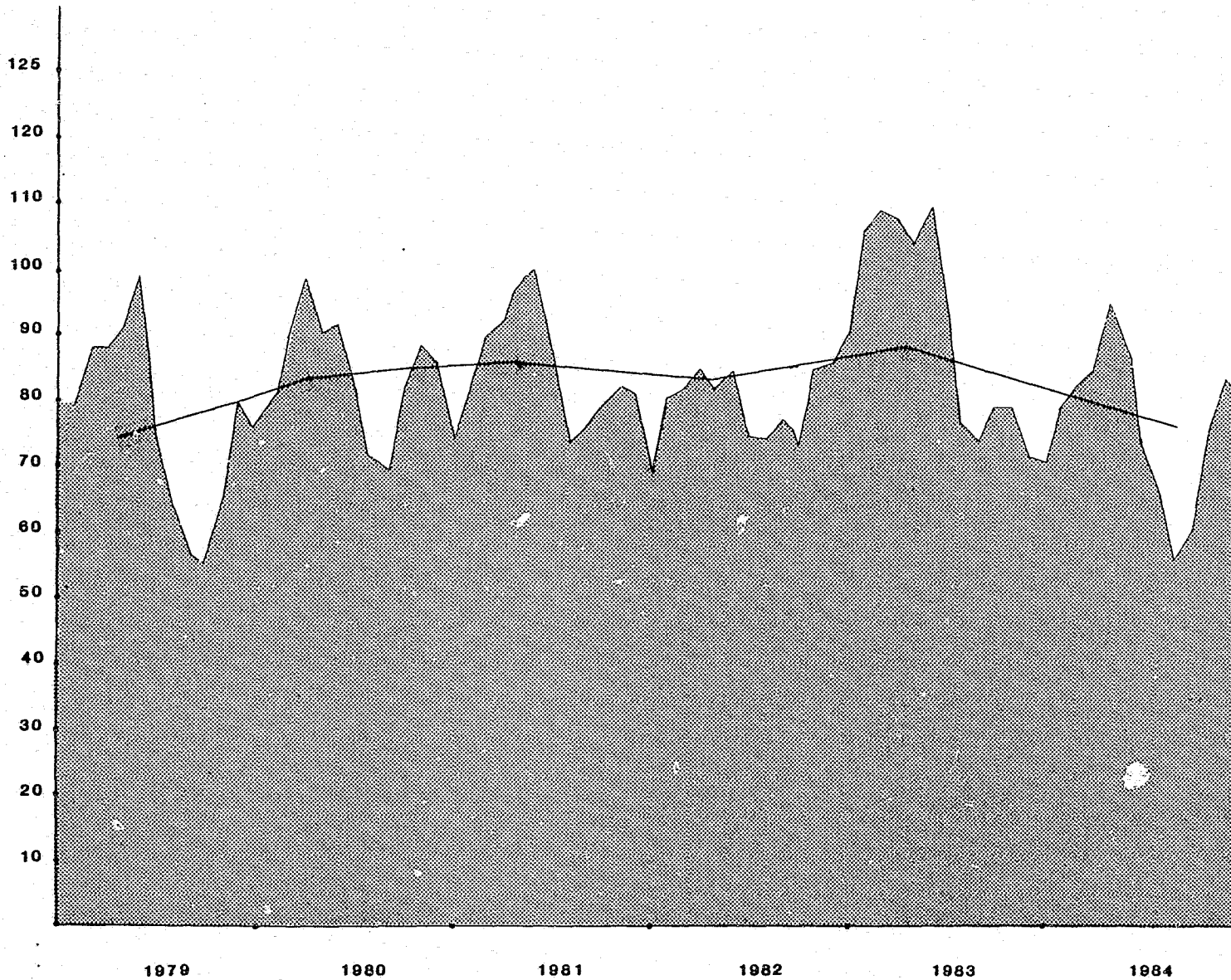
NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS



LEGEND

- total (combined)
- commitment
- evaluation

Average Length of Stay  
 North Dakota State  
 Industrial School  
 1980 - 1984



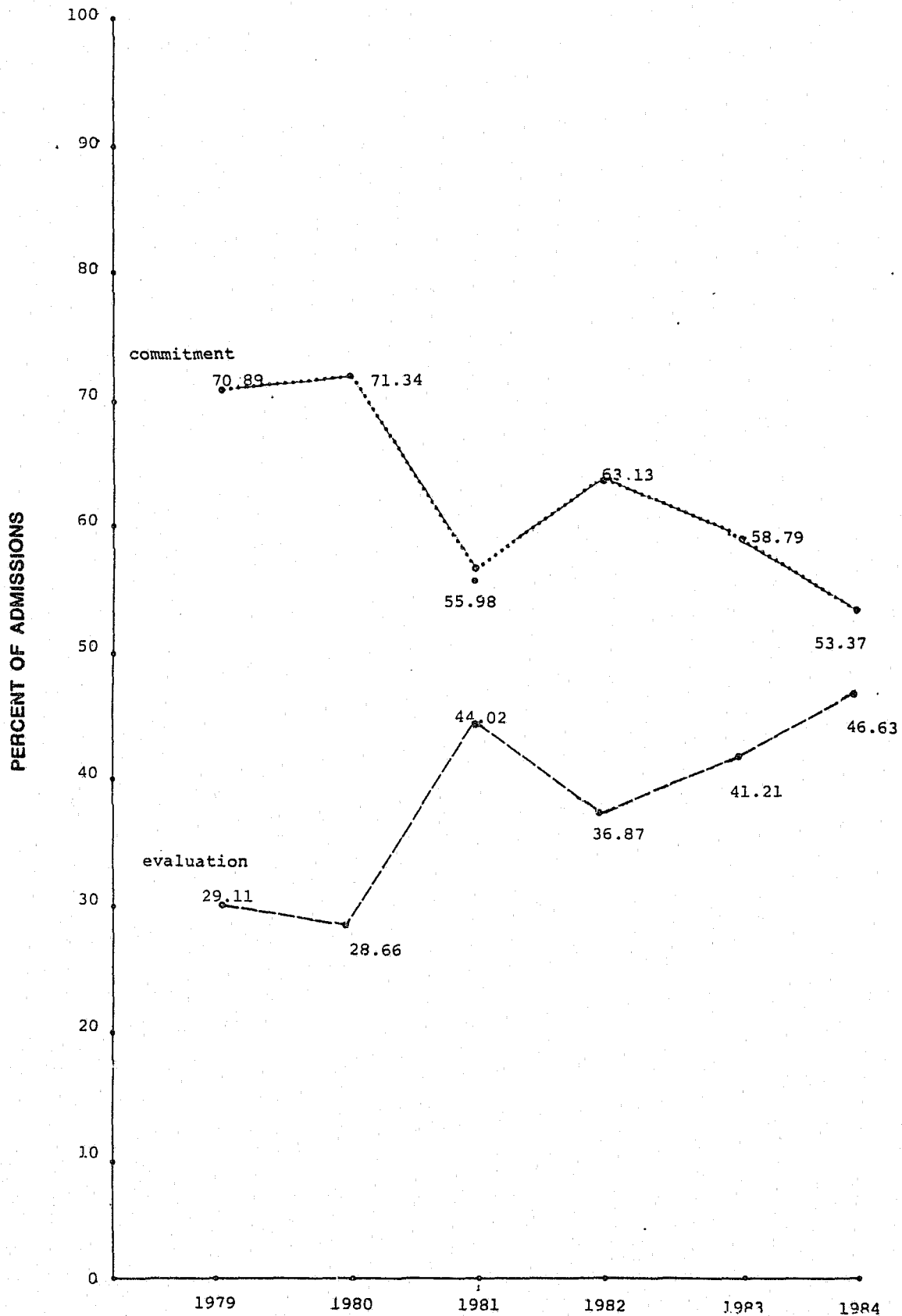
— Average Yearly Population

AVERAGE MONTHLY 1979 - 1984  
POPULATION NORTH DAKOTA STATE INDUSTRIAL SCHOOL

Figure 7.4

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

## STATE INDUSTRIAL SCHOOL ADMISSIONS



# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Population Trends (Continued)

### North Dakota Industrial School in National Perspective

While the Industrial School population has remained relatively stable, it is important to look at North Dakota's rate of incarceration for juveniles as compared to other states. According to the National Council on Crime and Delinquency, in 1982 North Dakota ranked 12th in juvenile training school incarceration rates: 127 juveniles per 100,000 eligible youth population. This reflects a higher incarceration rate than neighboring South Dakota (ranked 25th with 94 per 100,000) and Minnesota (ranked 35th with 76 per 100,000); and a slightly lower rate than Montana (ranked 10th with 135 per 100,000). Nationally, the average juvenile incarceration rate is 90 per 100,000.

These statistics refer to adjudicated juveniles who are incarcerated in State Training Schools, and do not reflect those detained in a pre-trial status. It should also be noted here that North Dakota is one of four states that does not currently participate in the Juvenile Justice and Delinquency Prevention Act. In part, this act provides for the removal of juveniles from jails and lock-ups for adults; and the removal of status offenders from secure detention facilities or secure correctional facilities within a specific time frame. The impact of compliance with this act, on the North Dakota Juvenile Correctional System, has yet to be assessed.

It is interesting to note that North Dakota's use of imprisonment for adult offenders is significantly lower than for its juvenile population. In 1982, North Dakota's adult incarceration rate was the nation's lowest, at 44 per 100,000. As indicated, the juvenile incarceration rate for the same year was 127 per 100,000. This implies that North Dakota uses incarceration in a much more conservative way with adult offenders than it does with its juvenile offenders.

\* South Dakota, Wyoming and Nevada are also non-participating states.

# NORTH DAKOTA JUVENILE CORRECTIONAL SYSTEM ANALYSIS

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## Population Trends (Continued)

### Conclusion

Review of population statistics indicates that North Dakota's Industrial School population has remained relatively stable over the past several years. Admissions, however, have been erratic, with a downward trend indicated. It was also noted that the type of admission to the School has been changing, with a larger proportion of the population being admitted for evaluative purposes.

Since typical variables did not prove to be predictors of Industrial School populations or admissions, we believe that there are other factors inherent in the Juvenile Justice System that are driving these figures. The factors that influence juvenile incarceration rates must be further identified and assessed, so that their effect on future system activity can be measured.

# Appendix

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## Appendix

The following Appendix provides the back-up data for the crosstabulation findings discussed in Chapter Six: Population Profiles.

Contingency tables for each of the selected pairs of variables are presented for each year of the study period. Each page of the Appendix refers to a specific pair of variables, indicated by the title at the top of the page.

# The Ehrenkrantz Group

..... CROSSTABULATION OF .....  
 OFFSTAT BY SEX  
 .....

OFFSTAT	COUNT	SEX		ROW TOTAL	
		ROW PCT	MALE		FEMALE
		COL PCT	1		2
		TOT PCT	1		2
UNRULY	1	7	12	19	
		36.8	63.2	33.3	
		17.5	70.6		
		12.3	21.1		
DELINQUENT	2	33	5	38	
		86.8	13.2	66.7	
		82.5	29.4		
		57.9	8.8		
COLUMN TOTAL		40	17	57	
		70.2	29.8	100.0	

OFFSTAT	COUNT	SEX		ROW TOTAL	
		ROW PCT	MALE		FEMALE
		COL PCT	1		2
		TOT PCT	1		2
UNRULY	1	1	5	6	
		16.7	83.3	10.2	
		2.2	38.5		
		1.7	9.5		
DELINQUENT	2	45	8	53	
		84.9	15.1	89.8	
		97.8	61.5		
		76.3	13.6		
COLUMN TOTAL		48	13	59	
		78.6	22.0	100.0	

1980

1983

OFFSTAT	COUNT	SEX		ROW TOTAL	
		ROW PCT	MALE		FEMALE
		COL PCT	1		2
		TOT PCT	1		2
UNRULY	1	9	13	22	
		40.9	59.1	39.3	
		22.5	81.3		
		16.1	23.2		
DELINQUENT	2	31	3	34	
		91.2	8.8	80.7	
		77.5	18.8		
		55.4	5.4		
COLUMN TOTAL		40	16	56	
		71.4	28.6	100.0	

OFFSTAT	COUNT	SEX		ROW TOTAL	
		ROW PCT	MALE		FEMALE
		COL PCT	1		2
		TOT PCT	1		2
UNRULY	1	4	9	13	
		30.8	69.2	18.8	
		8.2	45.0		
		5.8	13.0		
DELINQUENT	2	45	11	56	
		80.4	19.6	81.2	
		91.8	55.0		
		65.2	15.9		
COLUMN TOTAL		49	20	69	
		71.0	29.0	100.0	

1981

1984

OFFSTAT	COUNT	SEX		ROW TOTAL	
		ROW PCT	MALE		FEMALE
		COL PCT	1		2
		TOT PCT	1		2
UNRULY	1	7	22	29	
		24.1	75.9	43.3	
		17.5	81.5		
		10.4	32.8		
DELINQUENT	2	33	5	38	
		86.8	13.2	56.7	
		82.5	18.5		
		49.3	7.5		
COLUMN TOTAL		40	27	67	
		59.7	40.3	100.0	

OFFSTAT	COUNT	SEX		ROW TOTAL	
		ROW PCT	MALE		FEMALE
		COL PCT	1		2
		TOT PCT	1		2
UNRULY	1	12	19	31	
		38.7	61.3	35.6	
		19.0	79.2		
		13.8	21.8		
DELINQUENT	2	51	5	56	
		91.1	8.9	84.4	
		81.0	20.8		
		58.6	5.7		
COLUMN TOTAL		63	24	87	
		72.4	27.6	100.0	

1982

Current



# The Ehrenkrantz Group

..... CROSSTABULATION OF .....  
 OFFSTAT ..... BY AGE .....

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	AGE			ROW TOTAL		
		1	2	3			
		UNRULY	4	13		2	19
			21.1	68.4		10.5	33.3
	7.0	39.4	18.7				
DELINQUENT	8	20	10	38			
	21.1	52.6	26.3	66.7			
	66.7	60.6	83.3				
	14.0	35.1	17.5				
COLUMN TOTAL	12	33	12	57			
	21.1	57.9	21.1	100.0			

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	AGE			ROW TOTAL		
		1	2	3			
		UNRULY	0	4		2	6
			0.0	66.7		33.3	10.2
	0.0	14.8	6.9				
DELINQUENT	3	23	27	53			
	5.7	43.4	50.9	89.8			
	100.0	85.2	93.1				
	5.1	39.0	45.8				
COLUMN TOTAL	3	27	29	59			
	5.1	45.8	49.2	100.0			

1980

1983

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	AGE			ROW TOTAL		
		1	2	3			
		UNRULY	4	13		5	22
			18.2	59.1		22.7	39.3
	57.1	38.2	33.3				
	7.1	23.2	8.9				
DELINQUENT	3	21	10	34			
	8.8	61.8	29.4	60.7			
	42.9	61.8	86.7				
	5.4	37.5	17.9				
COLUMN TOTAL	7	34	15	56			
	12.5	60.7	26.8	100.0			

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	AGE			ROW TOTAL		
		1	2	3			
		UNRULY	2	8		3	13
			15.4	61.5		23.1	18.8
	18.2	20.0	16.7				
	2.9	11.6	4.3				
DELINQUENT	9	32	15	56			
	16.1	57.1	26.8	81.2			
	81.8	80.0	83.3				
	13.0	48.4	21.7				
COLUMN TOTAL	11	40	18	69			
	15.9	58.0	26.1	100.0			

1981

1984

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	AGE			ROW TOTAL		
		1	2	3			
		UNRULY	3	21		5	29
			10.3	72.4		17.2	43.3
	100.0	43.8	31.3				
	4.5	31.3	7.5				
DELINQUENT	0	27	11	38			
	0.0	71.1	28.9	56.7			
	0.0	56.3	68.8				
	0.0	40.3	16.4				
COLUMN TOTAL	3	48	16	67			
	4.5	71.6	23.9	100.0			

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	AGE			ROW TOTAL		
		1	2	3			
		UNRULY	11	17		3	31
			35.5	54.8		9.7	35.6
	64.7	32.1	17.6				
	12.6	19.5	3.4				
DELINQUENT	8	36	14	58			
	10.7	64.3	25.0	64.4			
	35.3	67.9	82.4				
	6.9	41.4	18.1				
COLUMN TOTAL	17	53	17	87			
	19.5	60.9	19.5	100.0			

1982

Current

# The Ehrenkrantz Group

..... CROSSTABULATION OF .....  
 OFFSTAT BY LOS  
 .....

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	LOS				ROW TOTAL
		1	2	3	4	
		10-LESS	31-60D	61-90D	3-6M	
		I	I	I	I	
UNRULY	1	7	2	6	4	19
		36.8	10.5	31.6	21.1	33.3
		63.6	11.1	31.6	44.4	
		12.3	3.5	10.5	7.0	
DELINQUENT	2	4	16	13	5	38
		10.5	42.1	34.2	13.2	66.7
		36.4	88.9	68.4	55.6	
		7.0	28.1	22.8	8.6	
COLUMN TOTAL		11	18	19	9	57
		19.3	31.8	33.3	15.8	100.0

1980

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	LOS				ROW TOTAL
		1	2	3	4	
		10-LESS	31-60D	61-90D	3-6M	
		I	I	I	I	
UNRULY	1	2	0	3	1	6
		33.3	0.0	50.0	16.7	10.2
		20.0	0.0	9.7	33.3	
		3.4	0.0	5.1	1.7	
DELINQUENT	2	8	15	28	2	53
		15.1	28.3	52.8	3.8	89.8
		80.0	100.0	90.3	66.7	
		13.6	25.4	47.5	3.4	
COLUMN TOTAL		10	15	31	3	59
		16.9	25.4	52.5	5.1	100.0

1983

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	LOS				ROW TOTAL
		1	2	3	4	
		10-LESS	31-60D	61-90D	3-6M	
		I	I	I	I	
UNRULY	1	3	8	7	4	22
		13.6	30.4	31.8	18.2	39.3
		27.3	47.1	31.8	66.7	
		5.4	14.3	12.5	7.1	
DELINQUENT	2	8	9	15	2	34
		23.5	28.5	44.1	5.9	60.7
		72.7	52.9	68.2	33.3	
		14.3	18.1	26.8	3.6	
COLUMN TOTAL		11	17	22	6	56
		19.6	30.4	39.3	10.7	100.0

1981

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	LOS				ROW TOTAL
		1	2	3	4	
		10-LESS	31-60D	61-90D	3-6M	
		I	I	I	I	
UNRULY	1	7	4	0	2	13
		53.8	30.8	0.0	15.4	18.8
		29.2	25.0	0.0	28.6	
		10.1	5.8	0.0	2.9	
DELINQUENT	2	17	12	22	5	56
		30.4	21.4	39.3	8.9	81.2
		70.8	75.0	100.0	71.4	
		24.6	17.4	31.9	7.2	
COLUMN TOTAL		24	18	22	7	69
		34.8	23.2	31.9	10.1	100.0

1984

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	LOS				ROW TOTAL
		1	2	3	4	
		10-LESS	31-60D	61-90D	3-6M	
		I	I	I	I	
UNRULY	1	8	7	8	6	29
		27.8	24.1	27.6	20.7	43.3
		53.3	41.2	30.8	66.7	
		11.9	10.4	11.9	9.0	
DELINQUENT	2	7	10	18	3	38
		18.4	26.3	47.4	7.9	56.7
		46.7	58.8	69.2	33.3	
		10.4	14.9	26.9	4.5	
COLUMN TOTAL		15	17	26	9	67
		22.4	25.4	38.8	13.4	100.0

1982

Current

# The Ehrenkrantz Group

..... CROSSTABULATION OF .....  
 OFFSTAT BY PRUNR

OFFSTAT	PRUNR			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	3	16	19
		15.8	84.2	33.3
		12.5	48.5	
		5.3	28.1	
DELINQUENT	2	21	17	38
		55.3	44.7	66.7
		87.5	51.5	
		38.8	29.8	
COLUMN TOTAL		24	33	57
		42.1	57.9	100.0

1980

OFFSTAT	PRUNR			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	1	5	6
		16.7	83.3	10.2
		4.3	13.9	
		1.7	8.5	
DELINQUENT	2	22	31	53
		41.5	58.5	89.8
		95.7	86.1	
		37.3	52.5	
COLUMN TOTAL		23	36	59
		39.0	61.0	100.0

1983

OFFSTAT	PRUNR			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	4	18	22
		18.2	81.8	39.3
		17.4	54.5	
		7.1	32.1	
DELINQUENT	2	19	15	34
		55.9	44.1	60.7
		82.6	45.5	
		33.9	26.8	
COLUMN TOTAL		23	33	56
		41.1	58.9	100.0

1981

OFFSTAT	PRUNR			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	3	10	13
		23.1	76.9	18.8
		8.6	29.4	
		4.3	14.5	
DELINQUENT	2	32	24	56
		57.1	42.9	81.2
		91.4	70.8	
		46.4	34.8	
COLUMN TOTAL		35	34	69
		50.7	49.3	100.0

1984

OFFSTAT	PRUNR			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	5	24	29
		17.2	82.8	43.3
		25.0	51.1	
		7.5	35.8	
DELINQUENT	2	15	23	38
		39.5	60.5	56.7
		75.0	48.9	
		22.4	34.3	
COLUMN TOTAL		20	47	67
		29.9	70.1	100.0

1982

OFFSTAT	PRUNR			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	7	24	31
		22.6	77.4	35.8
		15.9	55.8	
		8.0	27.6	
DELINQUENT	2	37	19	56
		66.1	33.9	64.4
		84.1	44.2	
		42.5	21.8	
COLUMN TOTAL		44	43	87
		50.8	49.4	100.0

Current

# The Ehrenkrantz Group

\*\*\*\*\* CROSSTABULATION OF \*\*\*\*\*  
 OFFSTAT BY PRDEL  
 \*\*\*\*\*

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	PRDEL		ROW TOTAL			
		0	1				
		UNRULY	1		14	5	19
			73.7		26.3	33.3	
	70.0	13.5					
		24.6	9.8				
DELINQUENT	2	6	32	38			
	15.8	84.2	66.7				
	30.0	86.5					
	10.5	56.1					
COLUMN TOTAL		20	37	57			
		35.1	64.9	100.0			

1980

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	PRDEL		ROW TOTAL			
		0	1				
		UNRULY	1		4	2	6
			66.7		33.3	10.2	
	30.8	4.3					
		6.8	3.4				
DELINQUENT	2	9	44	53			
	17.0	83.0	89.8				
	69.2	95.7					
	15.3	74.8					
COLUMN TOTAL		13	46	59			
		22.0	78.0	100.0			

1983

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	PRDEL		ROW TOTAL			
		0	1				
		UNRULY	1		12	10	22
			54.5		45.5	39.3	
	80.0	27.8					
		21.4	17.9				
DELINQUENT	2	8	26	34			
	23.5	76.5	60.7				
	40.0	72.2					
	14.3	46.4					
COLUMN TOTAL		20	36	56			
		35.7	64.3	100.0			

1981

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	PRDEL		ROW TOTAL			
		0	1				
		UNRULY	1		9	4	13
			69.2		30.8	18.8	
	36.5	11.4					
		13.0	5.8				
DELINQUENT	2	25	31	56			
	44.8	55.4	81.2				
	73.5	88.8					
	36.2	44.9					
COLUMN TOTAL		34	35	69			
		49.3	50.7	100.0			

1984

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	PRDEL		ROW TOTAL			
		0	1				
		UNRULY	1		14	15	29
			48.3		51.7	43.3	
	73.7	31.3					
		20.9	22.4				
DELINQUENT	2	5	33	38			
	13.2	86.8	58.7				
	26.3	68.8					
	7.5	49.3					
COLUMN TOTAL		19	48	67			
		28.4	71.6	100.0			

1982

OFFSTAT	COUNT ROW PCT COL PCT TOT PCT	PRDEL		ROW TOTAL			
		0	1				
		UNRULY	1		22	9	31
			71.0		29.0	35.6	
	53.7	19.6					
		25.3	10.3				
DELINQUENT	2	19	37	56			
	33.9	66.1	64.4				
	48.3	80.4					
	21.8	42.5					
COLUMN TOTAL		41	46	87			
		47.1	52.9	100.0			

Current

# The Ehrenkrantz Group

\*\*\*\*\* CROSSTABULATION OF \*\*\*\*\*  
 OFFSTAT BY PRSIS  
 \*\*\*\*\*

OFFSTAT	PRSIS			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	13	6	19
		68.4	31.6	33.3
		30.2	42.9	
		22.8	10.5	
DELINQUENT	2	30	8	38
		78.9	21.1	66.7
		69.8	57.1	
		52.6	14.0	
COLUMN TOTAL		43	14	57
		75.4	24.8	100.0

1980

OFFSTAT	PRSIS			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	5	1	6
		83.3	16.7	10.2
		12.2	5.6	
		8.5	1.7	
DELINQUENT	2	36	17	53
		67.9	32.1	89.8
		87.8	94.4	
		61.0	28.8	
COLUMN TOTAL		41	18	59
		69.5	30.5	100.0

1983

OFFSTAT	PRSIS			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	18	8	22
		72.7	27.3	39.3
		38.1	42.9	
		28.8	10.7	
DELINQUENT	2	26	8	34
		78.5	23.5	60.7
		61.9	57.1	
		46.4	14.3	
COLUMN TOTAL		42	14	56
		75.0	25.0	100.0

1981

OFFSTAT	PRSIS			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	12	1	13
		92.3	7.7	18.8
		19.0	18.7	
		17.4	1.4	
DELINQUENT	2	51	5	56
		91.1	8.9	81.2
		81.0	83.3	
		73.9	7.2	
COLUMN TOTAL		63	8	69
		91.3	8.7	100.0

1984

OFFSTAT	PRSIS			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	18	11	29
		62.1	37.9	43.3
		39.1	52.4	
		28.9	16.4	
DELINQUENT	2	28	10	38
		73.7	26.3	56.7
		60.9	47.6	
		41.8	14.9	
COLUMN TOTAL		46	21	67
		68.7	31.3	100.0

1982

OFFSTAT	PRSIS			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	18	13	31
		58.1	41.9	35.8
		32.7	40.8	
		20.7	14.9	
DELINQUENT	2	37	19	56
		68.1	33.9	64.4
		67.3	59.4	
		42.5	21.8	
COLUMN TOTAL		55	32	87
		63.2	36.8	100.0

Current

# The Ehrenkrantz Group

..... CROSSTABULATION OF .....  
 OFFSTAT BY PRSYA .....

OFFSTAT	PRSYA			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	12	7	19
		63.2	36.8	33.3
		26.7	58.3	
		21.1	12.3	
DELINQUENT	2	33	5	38
		86.8	13.2	66.7
		73.3	41.7	
		57.9	8.8	
COLUMN TOTAL		45	12	57
		78.9	21.1	100.0

1980

OFFSTAT	PRSYA			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	3	3	6
		50.0	50.0	10.2
		8.3	13.0	
		5.1	5.1	
DELINQUENT	2	33	20	53
		62.3	37.7	89.8
		91.7	87.0	
		55.9	33.9	
COLUMN TOTAL		36	23	59
		61.0	39.0	100.0

1983

OFFSTAT	PRSYA			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	20	2	22
		90.9	9.1	39.3
		37.7	68.7	
		35.7	3.6	
DELINQUENT	2	33	1	34
		97.1	2.9	60.7
		62.3	33.3	
		58.9	1.8	
COLUMN TOTAL		53	3	56
		94.6	5.4	100.0

1981

OFFSTAT	PRSYA			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	9	4	13
		89.2	30.8	18.8
		15.5	36.4	
		13.0	5.8	
DELINQUENT	2	49	7	56
		87.5	12.5	81.2
		84.5	63.6	
		71.0	10.1	
COLUMN TOTAL		58	11	69
		84.1	15.9	100.0

1984

OFFSTAT	PRSYA			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	14	15	29
		48.3	51.7	43.3
		42.4	44.1	
		20.9	22.4	
DELINQUENT	2	19	19	38
		50.0	50.0	56.7
		57.6	55.9	
		28.4	28.4	
COLUMN TOTAL		33	34	67
		49.3	50.7	100.0

1982

OFFSTAT	PRSYA			ROW TOTAL
	COUNT	0	1	
	ROW PCT			
	COL PCT			
UNRULY	1	20	11	31
		64.5	35.5	35.8
		31.3	47.8	
		23.0	12.6	
DELINQUENT	2	44	12	56
		78.6	21.4	64.4
		68.8	52.2	
		50.6	13.8	
COLUMN TOTAL		64	23	87
		73.6	26.4	100.0

Current

\*\*\*\*\* CROSSTABULATION OF \*\*\*\*\*  
 OFFSTAT BY COM \*\*\*\*\*

		COM							ROW TOTAL
		ICRT COM	CRT EVAL	SYA COM	SYA EVAL	BIA COM	BIA EVAL	OTHER	
OFFSTAT	COUNT	1	2	3	4	5	6	7	
UNRULY	1	5	1	5	4	3	0	1	19
		26.3	5.3	26.3	21.1	15.8	0.0	5.3	33.3
	TOT PCT	20.8	25.0	38.5	44.4	75.0	0.0	50.0	
DELINQUENT	2	19	3	8	5	1	1	1	38
		50.0	7.9	21.1	13.2	2.6	2.6	2.6	66.7
	TOT PCT	79.2	75.0	61.5	55.6	25.0	100.0	50.0	
COLUMN TOTAL		24	4	13	9	4	1	2	57
		42.1	7.0	22.8	15.8	7.0	1.8	3.5	100.0

1980

		COM							ROW TOTAL
		ICRT COM	CRT EVAL	SYA COM	SYA EVAL	BIA COM	BIA EVAL	OTHER	
OFFSTAT	COUNT	1	2	3	4	5	6	7	
UNRULY	1	2	2	0	1	1	0	0	6
		33.3	33.3	0.0	16.7	16.7	0.0	0.0	10.2
	TOT PCT	6.5	22.2	0.0	25.0	33.3	0.0	0.0	
DELINQUENT	2	29	7	10	3	2	1	1	53
		54.7	13.2	18.9	5.7	3.8	1.9	1.9	89.8
	TOT PCT	93.5	77.8	100.0	75.0	66.7	100.0	100.0	
COLUMN TOTAL		31	9	10	4	3	1	1	59
		52.5	15.3	16.9	6.8	5.1	1.7	1.7	100.0

1983

		COM					ROW TOTAL
		ICRT COM	CRT EVAL	SYA COM	SYA EVAL	BIA COM	
OFFSTAT	COUNT	1	3	3	4	5	
UNRULY	1	10	5	2	2	3	22
		45.5	22.7	9.1	9.1	13.6	39.3
	TOT PCT	32.3	50.0	33.3	66.7	50.0	
DELINQUENT	2	21	5	4	1	3	34
		61.8	14.7	11.8	2.9	8.8	60.7
	TOT PCT	67.7	50.0	66.7	33.3	50.0	
COLUMN TOTAL		31	10	6	3	6	56
		55.4	17.9	10.7	5.4	10.7	100.0

1981

		COM							ROW TOTAL
		ICRT COM	CRT EVAL	SYA COM	SYA EVAL	BIA COM	OTHER		
OFFSTAT	COUNT	1	2	3	4	5	7		
UNRULY	1	5	4	0	1	2	1	13	
		38.5	30.8	0.0	7.7	15.4	7.7	19.4	
	TOT PCT	17.2	23.5	0.0	25.0	33.3	100.0		
DELINQUENT	2	24	13	10	3	4	0	54	
		44.4	24.1	18.5	5.5	7.4	0.0	80.6	
	TOT PCT	82.8	76.5	100.0	75.0	66.7	0.0		
COLUMN TOTAL		29	17	10	4	6	1	67	
		43.3	25.4	14.9	6.0	9.0	1.5	100.0	

NUMBER OF MISSING OBSERVATIONS = 2

1984

		COM					ROW TOTAL
		ICRT COM	CRT EVAL	SYA COM	SYA EVAL	BIA COM	
OFFSTAT	COUNT	1	2	3	4	5	
UNRULY	1	12	4	3	6	3	28
		42.9	14.3	10.7	21.4	10.7	42.4
	TOT PCT	38.7	44.4	25.0	54.5	100.0	
DELINQUENT	2	19	5	9	5	0	38
		50.0	13.2	23.7	13.2	0.0	57.6
	TOT PCT	61.3	55.6	75.0	45.5	0.0	
COLUMN TOTAL		31	9	12	11	3	66
		47.0	13.6	18.2	16.7	4.5	100.0

NUMBER OF MISSING OBSERVATIONS = 1

1982

		COM					ROW TOTAL
		ICRT COM	CRT EVAL	SYA COM	SYA EVAL	BIA COM	
OFFSTAT	COUNT	1	2	3	4	5	
UNRULY	1	6	2	16	3	4	31
		19.4	6.5	51.6	9.7	12.9	35.6
	TOT PCT	18.8	20.0	59.3	27.3	57.1	
DELINQUENT	2	26	8	11	8	3	56
		46.4	14.3	19.6	14.3	5.4	64.4
	TOT PCT	81.3	80.0	40.7	72.7	42.9	
COLUMN TOTAL		32	10	27	11	7	87
		36.8	11.5	31.0	12.6	8.0	100.0

Current