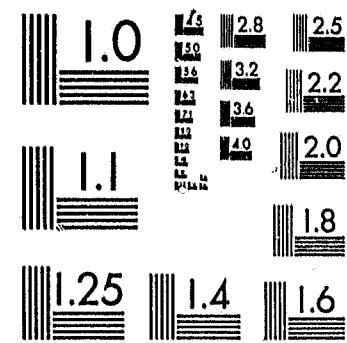


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

9/02/81

77709

APR 13 1981

INTRODUCTION

ACQUISITIONS

The Juvenile Division, Illinois Department of Corrections was involved in implementing a regional correctional system in Illinois for approximately 10 years.

Defined in the broadest, most basic terms, Juvenile regionalization in Illinois was the decentralization and, therefore, localization under one administration of the juvenile correctional functions: reception and assessment, institutionalization, aftercare and delinquency prevention.

It was also an attempt to deinstitutionalize corrections and increase the use of community services.

Regionalization in Illinois was not a precipitous event, but occurred in stages over the 10-year period. Because each state is unique, many of the problems, successes and manifestations of the regional experience in Illinois probably have little applicability to regional efforts in other states. On the other hand, there are some common factors that might be helpful to planners and administrators considering regionalization or currently involved in it.

The purpose of this paper is to describe what happened in Illinois as objectively as possible - put it all "on the table." If the reader sees something useful, didactic, then the effort is worthwhile.

The paper first discusses the history of juvenile regionalization in Illinois, reviewing the following program efforts which represented some form of regionalization: Counseling Continuum, Institutional-Based

Counseling Continuum (IBCC), Family Reintegration and the Regional Field Model (RFM). The above programs were to a large extent local programs that with the exception of the Regional Field Model did not represent a conscious effort at regional corrections.

The first conscious effort to regionalize juvenile corrections in Illinois was the East St. Louis Project which was funded by ILEC. It was the pilot effort and became the model for the regional structure that followed in the Northern Correctional Region, the Central Correctional Region, and the Cook County Correctional Region.

Further, the paper examines what was wrong with juvenile regionalization in Illinois leading to the reorganization of the Juvenile Division and the elimination of the regional structure.

HISTORIC PERSPECTIVE

COUNSELING CONTINUUM

The first variation of regionalization in Illinois was in the summer of 1970 under a Model Cities Grant to the Department of Corrections by the City of Chicago. It provided for eight (8) Parole Counselors and four (4) Parole Aides, ex-Juvenile Offenders, who carried a combined institutional and parole caseload and spent two (2) days per week at one of the three institutions that were involved: Valley View Boys School, Illinois State Training School for Girls-Geneva and Illinois State Training School for Boys-St. Charles. The youths in the program resided in either of two Model Cities areas: Uptown or Grand Boulevard.

77709

Theoretically, the program was supposed to provide a continuum of services from the institution to the community by having the Project Counselor spend two (2) days per week at the institutions.

The Juvenile Division was organized at the time with an Assistant Director who had responsibility for the entire division. There was an Administrator for Institutional Services to whom the Institutional Superintendents reported, and an Administrator for Field Services to whom the Superintendent of Juvenile Parole reported. There was a Coordinator for the project, but he had no line authority. He merely coordinated the activities of the Counselors between the institutions and the field. The Project Counselors reported to a Parole Supervisor.

Institutional second-line management complained that they had little control over the Counselors in the institution, and felt that they saw their role primarily as Parole Counselors. The Project Coordinator also complained of lack of power to remedy situations that he was aware of that cut across administrative lines. The strategy of joint personnel evaluations of Counselors was tried, but this proved ineffective and, in the end, the project was seen primarily as a Field Services Project.

The Counseling Continuum Project represented a movement toward regionalization in that it attempted to localize the institutional counseling function by integrating it with the Parole Counselor, primarily a Community Worker, by having the Parole Counselor carry an institutional caseload as well as a field caseload, and committing him to specified times at the institution.

A problem was created, however, with the crossing of administrative lines

and staff supervision and the Counselors' perceptions of their roles as primarily Parole Counselors and not a combination of institutional and parole counselors. The source of the problem was in part the fact that the Counselors who were recruited for the program were Parole Counselors, and continued to perceive themselves as such. Field Services supervision also tended to reinforce this perception.

In spite of the administrative problems, the Counseling Continuum Project provided valuable information for future planning: The morale and progress of youths in institutions who saw their Parole Counselor often and regularly was better than those who did not; the paroling process was facilitated by frequent visitations that eliminated communication problems, thus shortening the institutional length of stay for project youths.

The Counseling Continuum Project further pointed to the necessity of maintaining a single administrator whose authority cut across functional lines in any future regional endeavor.

INSTITUTIONAL-BASED COUNSELING CONTINUUM (IBCC)

The Counseling Continuum Program lasted for the life of the Model Cities Grant - one year. In IBCC, the basic concept of the program was maintained, providing a continuum of services from the institution to the community, but there were some important differences. IBCC was based at Valley View Boys School and the program was the responsibility of the Superintendent of Valley View. The project was funded through the Illinois Law Enforcement Commission. It was programatically different than the Counseling Continuum Program. IBCC made wide use of the authorized absence authority and purchase of services in the community with youths returning to Valley View periodically

for progress reviews and counseling. IBCC staff made visitations in the community on behalf of Valley View youths in the project and consulted with Parole staff. Parole staff had little involvement in supervision of Valley View youths while they were on authorized absence in the community.

Unlike Counseling Continuum, there was little confusion in regard to supervision or resentment over turf issues. The major reasons for lack of confusion and resentment in the IBCC Project were first that the lines of authority were clear: middle management at Valley View had direct responsibility for the project and reported to the Superintendent. IBCC Counselors were new hires, young recent college graduates who were oriented to the project and perceived their roles as Project Counselors; thus eliminating the Counseling Continuum dichotomy of institutional counselor vs. parole counselor. The program also illustrated that there are less problems programatically and administratively for institution-based staff to go into the community on behalf of youths on an institutional status than for field-based counselors to go into an institution.

Youths who went through the IBCC program also experienced considerable success while in the community on authorized absence and later parole.

IBCC was a variation of regionalization in that it combined institutional and community supervision under the same administration, made extensive use of community resources for youths on institutional status, thereby reducing their days of residency in the institution. IBCC was terminated after two (2) years of Illinois Law Enforcement Commission funding.

FAMILY REINTEGRATION

Family Reintegration was also an ILEC-funded program that operated for one year, 1973-74, at the Illinois State Training School for Boys-St. Charles. Like IBCC, it was institutional-based with staff reporting to middle management at St. Charles. The program identified youths at St. Charles with family problems and purchased family counseling for them in the community while the youths were on authorized absence. Project staff were responsible for community supervision and coordinating family counseling sessions. The project had start-up difficulties and in one instance suffered from poor staff selection.

Programatically, the project was sound and, like IBCC, there were no problems with staff correctly perceiving roles and functioning in the community.

Family Integration staff, like IBCC staff, were new hires and were oriented to the program.

Family Reintegration was also administered from St. Charles, and followed the successful model on institution-based staff going into the field for supervision and services. Like Counseling Continuum and IBCC, Family Reintegration was a form of regionalization combining institutional services and community supervision. The Community Reintegration Program was terminated after ILEC funding ran out.

REGIONAL FIELD MODEL (RFM)

During the summer of 1973, a project was implemented on the south side of Chicago, funded by LEAA discretionary funds. Named the Regional Field Model, the project concentrated in the Englewood area of Chicago, and estab-

lished a team model of service delivery. It did not include institutional services but combined two field services functions - parole and delinquency prevention. Services, parole and delinquency prevention, were the responsibility of service teams comprised of former parole and delinquency prevention workers.

The consolidation of parole and delinquency prevention workers under one administration in the Regional Field Project identified for the first time what was to be a serious problem in the regionalization effort in Illinois: The perception that one of the correctional functions - delinquency prevention - was being eliminated, diluted or denigrated. The problem was exacerbated by its political ramifications. The administration of delinquency prevention had considerable political influence and eventually it was used to secure legislation amending the Code of Corrections to form an independent commission for delinquency prevention.

The Regional Field Model was assimilated into the Chicago-Cook County regional structure after two years of funding by LEAA.

REGIONALIZATION STATEWIDE

EAST ST. LOUIS

During 1972-73, a committee was formed to develop a formal ILEC proposal establishing a community-based correctional regional program. The concept was included in the 1973 ILEC plan, and a grant proposal was submitted. The proposal called for correctional parole services, the prevention and diversionary services offered to communities by Community Services, and the

institutional services of the Pere Marquette Forestry Camp to be integrated into one system under one administrator. The three (3) services - Parole, Community Services and Forestry Camps - were administered separately and on a statewide basis. The services were to be centered in East St. Louis and made available to committed juvenile offenders in an eight (8) county area. Emphasis was placed on diversion from the institution by making available intensive counseling services, alternative placements such as group and foster homes and a variety of educational and vocational placements in the community.

In August of 1973, a project director was hired, and the implementation of the project began. In the spring of 1974, the East St. Louis Regional Project expanded from eight (8) counties to include the southern thirty-six (36) counties in the state. The East St. Louis Regional Project was the first large-scale regional effort in Illinois programatically and geographically.

The East St. Louis Regional Project was to be the prototype for juvenile regionalization in Illinois. The East St. Louis Regional Project, later to be called the Southern Correctional Region, was structured into two basic components - a field unit and an institutional unit - the institution being the former Forestry Camp, Pere Marquette. The field unit was divided into three districts with five basic functions: education, vocational, group and foster homes, assessment and case management. Each of the functions had specialized staff and a separate line of supervision. Assessment was located in East St. Louis utilizing the St. Clair County detention home on a contractual basis. Assessment was a three-day process, gathering information from the community and the court and conducting a brief evaluation to

determine whether a youth should remain in the region at Pere Marquette or be transferred into the statewide institutional system.

The East St. Louis (Southern Region) regional model had the following essential characteristics which administration in the Juvenile Division attempted to superimpose on the regional structure that was to follow in the remainder of the state:

- 1) A Regional Administrator who was responsible for all correctional services in a designated geographical area (region).
- 2) An institution restricted to youths committed from the region.
- 3) Assessment of youths committed from the region to determine placement in either the regional institution or the statewide institutional system.
- 4) Identification of the following functions as separate and distinct program entities: education, vocational, group and foster homes (alternative placements), assessment and case management (parole).
- 5) Extensive use of community resources for youths at the regional institution, and a short institutional length of stay.

REGIONALIZATION - CENTRAL AND NORTHERN ILLINOIS AND COOK COUNTY

In the fall of 1973, correctional regional boundaries were established, and were approved in the spring of 1974. The state was divided into four regions comprised of 36 counties in the south, 48 counties in the center, 17 counties in the north, and Cook County as a separate region.

In May of 1974, a committee was appointed to develop a plan for regionalizing services in the northern 17 counties, excluding Cook County. The plan incorporated the Mississippi Palisades Forestry Camp and the Juvenile Field

Services offices located in Rockford and Aurora into the regional plan. An administrator was appointed, and the Northern Region began business in October of 1974. Initially, primarily because of a lack of funds, assessment was done at the time of commitment while the youth was still being held in a county detention facility. This plan was abandoned because of numerous problems after a few months. Assessment in local detention facilities proved logistically impossible. It also created confusion and resentment on the part of local officials because it was perceived as an intrusion by Corrections staff, since there were no contractual agreements, and it was disruptive to the established routines at the detention centers. Assessment was done at the statewide reception and assessment center at St. Charles for the Northern Region until June, 1978, when the Kane County detention home was used contractually by the Northern Region for assessment. Regional planning for the 48 counties in the center of the state began in October of 1974, with the hiring of an administrator. Planning formally began with a planning committee and continued until January of 1975, when the plan was approved by the Director. The implementation of the plan began in March of 1975. The Central Region plan included the VAST Residential Center and the Juvenile Field Services offices in Peoria, Champaign, Springfield, Moline and Decatur. Moline was later transferred to the Northern Region when regional boundaries were altered to make them coterminous with judicial districts. Assessment in the Central Region was never really developed to the extent that it was developed in the other regions. Probably the main obstacles to the development of assessment in the Central Region were the geography that it covered - 48 counties - and the dearth of local resources that could be utilized contractually to detain and assess individuals. Assessment in the Central Region was really a screening process that made a

quick determination primarily on the basis of court records whether or not an individual should go to VAST or the statewide institutional system. Initial planning for the regionalization of Cook County began with a committee in January of 1974. The committee was strife-ridden: the source of controversy being whether or not Community Services (Delinquency Prevention) would be maintained as a separate program entity with its own administration. After six months of planning, a proposal was submitted in June of 1974. There were several different models recommended and there was a minority report by Community Services which recommended essentially that Community Services be excluded from any regional design.

Early in 1975, an administrator was hired for Cook County, and planning was begun again. A new proposal was developed and was approved in May of 1975 by the Director.

The Cook County Region included the Special Services Unit (Chicago Programs Center) which contained an educational and vocational program for youths on parole, a small transitional, residential program for parolees, and the Regional Field Model previously discussed. It also included the several field services offices in the Chicago-Cook County area. The Cook County region did not have an institution or assessment initially. The Chicago Programs Center, renamed the Chicago Residential Center, was converted to an institution in 1978, and assessment was begun in March of 1979, when the Department contracted for use of the Audy Home.

Thus, the last piece of regionalization, the East St. Louis Model, fell into place in March of 1979, with regional assessment in Cook County. In the fall of 1979, a Citizens Key Issue Task Force was appointed by the

Director to study issues related to the operation of the Juvenile Division. Based in part on the recommendations of the Task Force, juvenile regionalization in Illinois was ended in the winter of 1980 with the organization of parole services into two areas, and the formation of an administration for residential centers, the former regional institutions. After 10 years, the regional experiment in Juvenile Corrections in Illinois had come to an end.

WHAT WAS WRONG WITH IT?

Juvenile regionalization in Illinois undoubtedly drew some of its impetus from the deinstitutionalization crusade that was begun in Massachusetts by Jerome Miller. Though certainly not as radical, it stressed diversion of committed individuals from juvenile institutions without review and approval by the Parole and Pardon Board. With respect to deinstitutionalization, the idea and the philosophy were right but the timing was wrong. Revisions in the Juvenile Court Act, and federal funding of local diversionary programs, drastically lowered commitments to Corrections. Those individuals that were committed had committed serious law violations and, in most cases, local units of governments had exhausted community program resources; institutionalization was the purpose of commitment. Regional attempts at community services in lieu of institutions created anger and alarm on the part of courts and law enforcement, especially where new violations occurred. Oddly enough, success in the community was also met with consternation by local officials: community treatment was coddling, and afforded advantages that "even decent law-abiding children didn't have." The result was punitive legislation in regard to delinquents, the irony being apparent: a non-punitive system ultimately creating a punitive one.

Regionalization was also expensive. Many services were duplicated on a regional level and were also provided on a statewide basis. The most notable example of this duplication was assessment. There was a statewide reception and assessment center at St. Charles and a regional assessment in the Cook County, Northern and Southern Regions. Regional assessment determined placement in a regional institution. Those youths who were not placed in regional facilities were sent to statewide assessment for placement in the statewide institutional system consisting of seven institutions which housed 86% of the youths institutionalized in the Juvenile Division. The assessment process for youths going into the statewide institutional system was therefore duplicated. The propinquity of Cook County and the Northern Region's assessment centers to the statewide assessment center at St. Charles also raised serious questions of economy: Cook County assessment was 45 miles from St. Charles and Northern Regional assessment was but a few miles from St. Charles. In less than one year in Cook County and the Northern Region alone, the cost of duplicating assessment for individuals going into the statewide system was over \$57,000.

Regional assessment also raised the question of the wisdom of applying the East St. Louis Model to Cook and the Northern Region. East St. Louis is about 300 miles from St. Charles, making transportation an economic issue, which it was not in the Cook and Northern Region.

The increased costs of regionalization were also reflected in the specialization of direct service staff and administration; education, vocational, foster-group homes, and case management.

Prior to regionalization, juvenile parole counselors performed the duties

that were, under regionalization, performed by several specialized staff. Administratively, parole supervisors in the pre-regionalization era were replaced by coordinators for the various functions including a coordinator for case management (parole). With declining caseloads, a specialized system with its concomitant high costs became difficult to justify. The only logical justification for the increased cost of regionalization was superior outcome. Correctional outcome must inevitably be measured in terms of client perceptions and behaviors. Like most correctional endeavors, there was no evaluation of regional correctional outcome. There was the intuition and educated observation of many with several years of correctional experience. The consensus was that there was no improvement in correctional outcome. There were some that argued that the quality of correctional outcome diminished under regionalization. Further, those aspects of regionalization that proved effective - parole counselors visiting institutions and being involved in institutional staffings, and community services for institutionalized youths - had been done to some extent before regionalization and could be done with a more economical structure than regions. Perhaps regionalization most adversely affected institutional services. The four regional institutions, prior to regionalization, were part of the statewide system and provided specialized programs. When they became regional institutions they were forced to diversify their programs. Thus, specialized institutional programming was lost. Regional institutions also promoted racial segregation since downstate commitments were predominately white, and Cook County commitments predominately black. When the regional institutions were a part of the statewide system, a proportional racial balance could be maintained by statewide assignments.

REFLECTIONS ON HOW AND WHY

One of the more obvious mistakes was the attempt to impose the East St. Louis Model on the remainder of the state. This mistake manifested itself in regional assessment. Regional assessment was logical and economical in East St. Louis but, because of the easy accessibility of St. Charles, was not logical and economical in the Northern and Cook County Regions. Applying the regional concept to juvenile institutions is wrought with problems. Specialized institutional programming is necessary for juveniles and since state government has limited resources, it is impractical and uneconomical to specialize on a regional basis: specialization of institutions must be statewide by economic necessity. A state agency must also be able to maintain maximum flexibility in making institutional assignments, consistent with the welfare of the individuals committed to it but also in order to comply with the legal and moral mandates that are a fact of life. Two outstanding examples of the necessity for this flexibility in regard to legal and moral mandates are racial balance and equity in institutional program assignment. The Illinois experience leads to the strong recommendation that juvenile institutions should not be regionalized.

The regionalization of parole services has always been and will always be, except that it has been called by different names. Parolees are geographically distributed and, therefore, parole services must be organized according to geography. You may call that geography what you please: regions, districts, areas, etc. What one must be cognizant of in an era of diminishing juvenile populations is taking tasks away from parole workers, which is what regionalization did with specialized job functions. Small caseloads for the juvenile parole worker argues for the diversified parole worker. Accordingly, Juvenile Corrections in Illinois has been reorganized into statewide institu-

tions and parole services based on geography and population distribution which we call areas. The reorganization is also consistent with the recommendations of the Citizens Key Issue Task Force, appointed by the Director, which made an intensive study of the Juvenile Division during the winter of 1979-80.

END