


ING.2/C75/1968

C.1

COLORADO STATE PUBLICATIONS LIBRARY  
 ING.2/C75/1968 local  
 /Condensed report : Child and Youth Serv



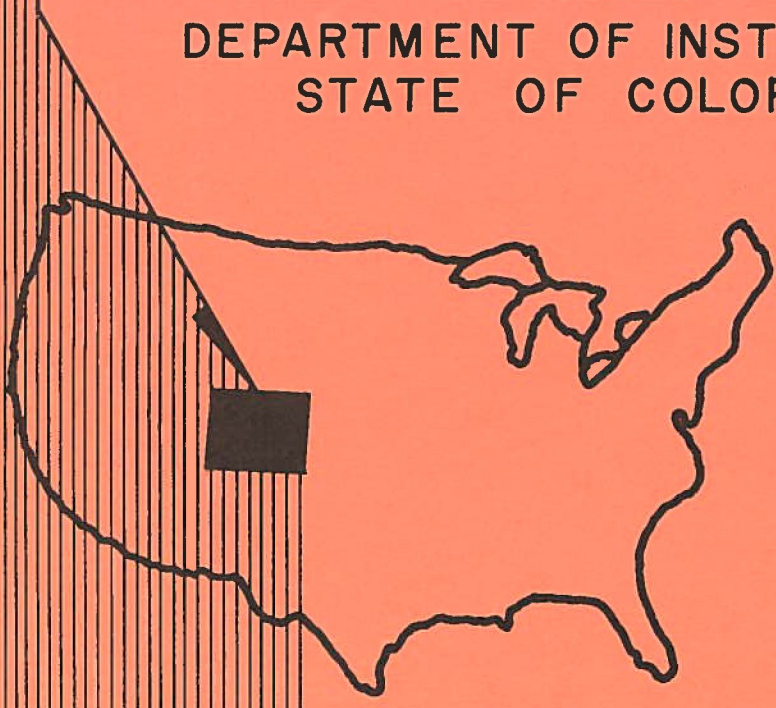
3 1799 00028 0511

~~FOR THE OFFICE~~  
~~OF THE DIRECTOR~~  
~~OF INSTITUTIONS~~

# CONDENSED REPORT CHILD AND YOUTH SERVICES PLANNING PROJECT

DESMOND S. CARTWRIGHT, PH.D  
 PROJECT DIRECTOR

YOUTH SERVICES DIVISION  
 DEPARTMENT OF INSTITUTIONS  
 STATE OF COLORADO



NOVEMBER  
 1968

STATE OF COLORADO  
JOHN A. LOVE, GOVERNOR

DEPARTMENT OF INSTITUTIONS  
DAVID A. HAMIL, DIRECTOR

DIVISION OF YOUTH SERVICES  
MYLTON L. KENNEDY, CHIEF

Edited by Goodrich Walton  
November 1968

---

The project is sponsored under contract by the Office of Juvenile Delinquency and Youth Development, United States Department of Health, Education and Welfare. It is co-sponsored by the National Council on Crime and Delinquency.

TABLE INDEX

An Index to the Condensed Report  
of the Child and Youth Services Planning Project

Section	Subsection	#PP	Code
Index	1. An Index to the Condensed Report	1	INDEX
Purpose	1. The Purpose: Planning and Comprehensive Service to Children and Youth	5	P1
Forecasting	1. Demographic Projections: Colorado 1970-1980	7	F1
	2. Forecasted Law Enforcement Handling of Juveniles for Selected Years	4	F2
	3. Forecasted Court Handling of Juveniles for Selected Years	8	F3
	4. Forecasting Commitments to the Department of Institutions, Youth Services Division, for Selected Years	3	F4
Recommendations	1. General Recommendations for Child and Youth Services in the State of Colorado	32	R1
	2. Recommendations Relating to Law Enforcement in the State of Colorado	7	R2
	3. Recommendations of the Child and Youth Services Planning Project: Judicial System	35	R3
	4. Recommendations for Child and Youth Services in Colorado: Corrections and Aftercare	11	R4
	5. Recommendations of the Child and Youth Services Planning Project: Community and Prevention Services	11	R5
Brief Report	1. Brief Report of the Child and Youth Services Planning Project	4	BR
Acknowledgements	1. Acknowledgements: Consultation, Support, Participation	6	A

## FOREWORD

This condensed version of the report of the Child and Youth Services Planning Project is compiled for distribution to citizens and public officials who desire to have access to the recommendations and other basic information from the report, but who are not concerned with the more technical aspects of the project study, such as methodology, procedures and instruments used in obtaining the material for the report.

In addition to the material in the Condensed Report, the full report includes series on survey methods, system flows, program evaluations and consultant advice.

Readers who wish to obtain the full report for research purposes may order it from:

Mylton L. Kennedy, Chief  
Division of Youth Services  
P. O. Box 206  
Fort Logan, Colorado 80115

The Purpose: Planning Comprehensive  
Services to Children and Youth

by

Desmond S. Cartwright, Ph.D.

THE PURPOSE: PLANNING COMPREHENSIVE SERVICES TO CHILDREN AND YOUTH

The President's Commission on Law Enforcement and Administration of Justice has urged every state to establish some body or bodies specifically responsible for planning improvements in crime prevention and control. The Commission recognizes that most criminal careers begin in youth and that extensive, concerted, early planning and work by state and local community agencies are needed to mount an effective fight against delinquency and crime in the United States.

On the basis of recent statutory revisions (a new "Children's Code"), Colorado is faced with massive changes in its legal system with respect to children and youth, particularly concerning juvenile rights to counsel and due process at all stages of the enforcement and judicial process as well as during detention in the State's custody.

These many changes were made in the light of national concerns with the welfare and rights of children and youth, and in the light of the State's own concerns to improve its services. As reported in the Denver Post, December 7, 1966, the Supreme Court of the United States is now questioning the justification of the "free-wheeling court procedures that deny counsel and other safeguards to young defendants." Such procedures are intended to avoid the implications of the usual "adversary proceedings" of an adult court.

In a recent paper,<sup>1</sup> Susman and Kupperstein write:

"The most notable fact of the juvenile court movement was the removal of the juvenile offender from the jurisdiction of criminal law and the concomitant establishment of special proceedings for handling those youngsters over whom the court would assume responsibility.

"In essence, the philosophy of juvenile justice theoretically accorded primary consideration to the needs of the offender rather than to the deviant act itself, for the latter was considered as symptomatic of a more general social or psychological problem or pathology."

<sup>1</sup>Susman, R.M., and Kupperstein, Lenore R., The Juvenile Court Process. Paper read at the 1966 annual meetings of the American Society of Criminology. Mimeo. page 1.

These authors proceed to document the sadly deficient capabilities of most juvenile courts throughout the country: deficiencies in level of personnel associated with the court (probation officers, social workers); deficiencies in court procedures due to various factors such as case-overload, factors which result in children being committed to institutions for want of personnel or money to treat them according to their need; deficiencies in detention facilities, whereby children waiting for a court hearing are kept in the city jail along with adult criminals; and many other deficiencies. The therapeutic part of the philosophy is not matched in practice; but the free-wheeling procedures allowed by the "non-adversary" part of the philosophy are widely followed, perhaps to the detriment of the child. Susman and Kupperstein quote a recent opinion by Justice Fortas in which he states that although the Juvenile Court Act properly allows for wide discretionary powers on the part of juvenile judges, nevertheless:<sup>2</sup>

"There is evidence, in fact, that there may be grounds for concern that the child receives the worst of both worlds--that he neither gets the protection accorded to adults nor the solicitous care and regenerative treatment postulated for children."

Among many proposals made by Susman and Kupperstein, one in particular may be mentioned here.<sup>3</sup>

"(7) The court should take a leadership position in assisting the community to more effectively utilize, coordinate, and upgrade its existing services and resources, as well as providing direction in the establishment and development, where necessary, of new services."

What are the existing services in any given community? Of what quality are they and how much enrichment, redirection, upgrading or change do they need? What are the resources possessed by a community for handling the problems of its children and youth? Just where should a court put its greatest efforts? How can the State help courts to improve their community services? What are the existing state-level services? Of what quality are they and how much upgrading, change,

<sup>2</sup>Kent vs. United States, March 21, 1966, page 14. Quoted in Susman and Kupperstein, op. cit., page 6.

<sup>3</sup>Ibid, page 22.

enrichment, or redirection do they need? What are the resources possessed by the state government for handling the problems of its children and youth? For what should the legislature be appropriating the State's monies?

The new Colorado Children's Code establishes numerous statutory requirements upon the juvenile courts and the State's juvenile facilities. However, to statutes must be added monies, personnel and concrete program proposals in order to assist courts or institutions in the upgrading of existing services and the establishment of necessary new services. Maximum benefit from available resources can be obtained only if efforts and monies are expended under a carefully formulated overall plan. The State of Colorado has never had a central plan for the development of its services to children and youth in the prevention and control of delinquency. It is now seeking to formulate such a plan, using the present project as a basis.

Specifically the aim of this project is to field-test and refine a model designed to provide the information basis required for a long-range State plan. The model rests upon a concept of planning that calls for three basic sets of information:

<u>In general</u>	<u>Specifically for this project</u>
1. The existing situation:	What programs and services now exist for preventing and treating delinquency?
2. The predictable future:	What will be the needs of five, ten, fifteen years hence, given predictable changes in demand for services, availability of resources, and other pertinent conditions?
3. The desirable situation:	What kinds and amounts of services are thought ideally desirable by competent authorities at community, State and national level?

In the concept of planning here adopted, knowledge of the three basic sets of information then allows the specification of goals to be attained and the deployment of efforts to secure or create the requisite means for goal-attainment.

MODEL-BUILDING AND MODEL-USING  
The Child and Youth Services Planning

Project was established for a one-year period through the collaboration of a State agency, the Department of Institutions, State of Colorado, with a Federal agency, the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare, and under the co-sponsorship of a national organization, the National Council on Crime and Delinquency. The Federal agency, OJDYD, entered into a contract with the State to conduct a study entitled:

A Field Test and Refinement of a Model to be Utilized in Surveying Existing Programs for Present and Future Needs in Child and Youth Services Insofar as They Concern Delinquency

The National Council on Crime and Delinquency undertook to provide expert consultation to the Project. Both the Council and OJDYD were interested to see how the particular model of statewide survey would work out in practice, with a view to possibly employing similar procedures in other states. The Department of Institutions was mainly interested in the contents of information and recommendations that would come out of the Project's work. Specifically, the Department wished to use the information so gained in order to make long-range plans for deployment of resources and development of programs.

Thus, the Federal and national agencies were primarily interested in the building of a survey model through field-testing and refining it. The State agency was primarily interested in using the model to generate specific types of needed information.

WHAT THE MODEL HAS TO ACCOMPLISH

There are many different ways of planning, but most of them depend upon the nature of the situation being planned for and upon the nature of the planner. One dimension is that of activity, whether the planner can actively create the situation he is planning, versus whether that situation is predictable only, and the planner must do his best to prepare for it. Another distinction bears upon the difference between goals and means: the planner may be in a position of choosing his own goals, and planning in that sense, as in planning what to do on a holiday; or the planner may have already set the goal, or had it set for him in some way, and his task is to figure out the best way to reach the goal. A further set of differences has to do with the duration of the matter to be planned for: the difference between planning for D-Day on the Normandy beaches versus planning for the occupation

of Germany for an indefinite period. Then there is the difference between short-range and long-range planning, and the difference between plans made for the planner and those made for an institution in which others actually have to carry out the plan. Finally (at least in this short list of considerations) there is the matter of complexity, by which is meant the sheer number of different matters and people or agencies and their role-incumbents involved.

A comprehensive state plan for long-range deployment of resources and development of programs is probably in third place for complexity: world planning takes first place, and national planning second. It must also be long-range, and involve many other people and institutions than those directly making the plans. It must be for extended duration. In part the goals are set by the nature of the State's constitution and legislative enactments; but subgoals can be chosen. In part the planning must be based upon predictable situations which the state must face, like population increase or decline; and to that extent it must simply prepare to meet the future. But also in part the state can create the future situation through active organization of new community and governmental structures, and through creative legislation.

A survey model designed to provide information for a comprehensive, long-range state plan for services to children and youth must address itself to the fact of extremely high complexity in such planning; and it must seek to impose order upon that complexity. We begin by considering the composition of the State from the point of view of judicial and political subdivisions. The State government is made up of the Governor, Lieutenant Governor, Legislature, and Departments of State Government. There are 63 counties in Colorado, and 248 incorporated towns and cities. Thus, each county has an average of 3.94 law-enforcement agencies (police) as well as its sheriff's department. Each county has a welfare department and one or more school districts. There are 22 Judicial Districts, each covering an average of 2.86 counties. Within each Judicial District there is a District Attorney, one or more District Judges handling juvenile matters (in Denver the Denver Juvenile Court handles all juvenile matters), and a Juvenile Probation Department associated with the court. There are 22 Community Mental Health Clinics, each also covering an average of 2.86 counties, but not organized in the same way as the Judicial Districts. There are two Juve-

nile Parole Districts, each with two or more Supervision Areas.

The model must simplify consideration of these many entities, their individual complex functions, and their interrelations in dealing with persons, in exerting authority, and in finances.

#### FOCUS UPON SINGLE AGENCIES AS THE UNIT ENTITIES

The persons, roles, processes and so on that constitute services to children and youth in the State of Colorado are conceived as inhering in a collection of agencies. The agencies exist at the State and at the local level. The local level may include Districts, counties, or cities and towns. Each agency is considered in several aspects, such as the persons it deals with (its clients), the staff who carry out the agency functions, the physical plant where these functions are carried out, and so forth. For each of these aspects, consideration is given to the present situation, the planned future, the projected future and the ideal future. The projected future is based upon many factors, but notably upon projections of population figures. The ideal future is considered from the point of view of agency personnel, of State planners, of national authority, and of evaluated research. Table P1.1 provides an initial insight into the type of information that might be gathered for a single court.



TABLE P1.1

Partial Results on a Hypothetical Court

Item	Actual	Plans	Predictions	Ideals
Persons	1966: 300 delinquency cases filed Probation: 177 boys 40 girls  Committed: 32 boys 10 girls	None	1970 - 400 Filings 1975 - 475 Filings 1980 - 525 Filings Lowered commitment ratio would increase probation numbers: 1970- 280 1975- 350 1980- 420	Judge would prefer alternatives to commitment. Div. of Youth Services would prefer a lower ratio of commitments to filings.
Staff	Judge R. H. Smith 1/4 T. (juv. cases) Sec'y. F.T. (handles all court business) Chief Prob. Couns. F.T. (also supervises Asst. Prob. Couns.)	An Additional Asst. Prob. Couns. will be hired 6-68.	Minimum need for cnslrs 1970 - 7 1975 - 9 1980 -11 Based on NCCD standards 35-50 work units / mo.	Judge feels caseload for counselors should be max. 50. Div. of Youth Services feels they should have max. 50 and girls should have female couns. NCCD stresses need for personnel to do social studies as well as supervision
Plant	Chambers, courtroom, waiting area, three small offices. City jail used for detention. A group of cells is earmarked for juveniles.	Judge is seeking funds from city and state to build or buy and convert so that detention facilities for 10 juveniles will be available.	Pending legislation would permit combining districts to provide multi-district regional detention centers.	Judge would prefer not to house juveniles in city jail. Div. of Youth Services recommends binding over to Youth Services Bureau (as proposed by President's Commission). NCCD recommends completely separate facilities.

4

As another example, for statewide planning it is necessary to assemble information on single aspects taken across all the agencies of a given type. Table P1.2 exemplifies

an assemblage of information on projected numbers of juvenile cases to be handled by the district courts.

TABLE P1.2

Hypothetical Statewide Figures for Court Handling of Juvenile Cases (Partial)

<u>District Court</u>	<u>Aspect</u>	<u>Projections made by Project Staff</u>		
		<u>1970</u>	<u>1975</u>	<u>1980</u>
	<u>Population</u>			
I	***Numbers Handled	600	1800	1800
II	***Numbers Handled	2535	2638	2733
III	***Numbers Handled	170	150	120
XXII	***Numbers Handled	95	83	52

Since evaluation of the effectiveness of preventative and correctional treatment programs is extremely time-consuming two major approaches were taken: (1) to appraise systematically the reports of evaluation studies conducted in the past ten years by other workers throughout the nation; (2) to survey the subject population through stratified sampling of probationers, institutionalized children and youth, and parolees.

These two approaches are fully described in Reports E1 and E2. The results join with expressed ideals and other Project appraisals of programs throughout the nation in providing the basis for recommendations to be made to the State of Colorado. These recommendations may be found in Reports R1 through R5.

MORE SPECIFIC STATEMENT OF PROJECT PURPOSES

1. Development of an appropriate survey model and methodology.
2. Development of a method of forecasting demand for services to delinquent youth and those in need of supervision.
3. Development of techniques for evaluating programs in prevention and correction.
4. Application of the above to the State of Colorado.
5. Provision of materials and recommendations to the Department of Institutions, State of Colorado, pertinent to its long-range planning for the enrichment and upgrading of services to children and youth.

Demographic Projections: Colorado, 1970 - 1980

by

Desmond S. Cartwright and Nicholas A. Reuterman

BASIC DEMOGRAPHIC PROJECTIONS

Basic population figures were obtained from the recent Demographic Study<sup>1</sup> conducted for the State Planning Division, State of Colorado. The Demographic Study provides population projections by county for the years 1970, 1975, 1980. The brief outline of the methods employed to make these projections is given here.

First, the methods used were tested out on a known case. Using 1960 census data, the projection methods were applied to produce expected population figures for 1965. The methods and assumptions were adjusted then, so that the expected figures matched the figures already obtained by intercensal counts and estimates for that year. With this check upon the most recent five-year period, it was assumed that the methods would be valid for the near term of three to five more five-year periods.

The methods and assumptions<sup>2</sup> which thereby were shown to be successful in projecting

<sup>1</sup>The prime contracting agency for the Study was the Center for Research and Education, Estes Park, Colorado. The detailed demographic methods, conducted by Sigler, Berglund and Associates, are described in: Leasure, J. W. (ed.), State of Colorado Demographic Study, Part I. Center for Research and Education, Estes Park, Colorado, 1967. The computer programing for the basic model of demographic change was carried out by L. A. Whitney.

<sup>2</sup>The basic assumptions were as follows:

- (1) The survival rates for a given age group as determined for the five-year period 1960 - 65 will remain essentially constant through 1980.
- (2) Fertility rates in Colorado, while differing from county to county, will decline slowly in the same pattern as that expected for the United States on a whole: 1965 - 3.3 children per family; 1970 - 2.8; 1975 - 2.6; 1980 - 2.5.
- (3) Using the Bureau of Census Component Method II for estimating net migration 1960 - 1965, certain migration contacts were developed for counties. The method employs actual school enrollment in intercensal years. If this figure differs from the figure expected from natural population change (aging, addition of birth, subtraction of deaths), the difference is attributed to net migration. Net migration is the result of all immigrants to a county minus all out migrants from the county. Several assumptions were made:

from 1960 to 1965 were then applied to succeeding five-year periods, 1965 - 70, 1970 - 75, 1975 - 1980. Thus point estimates could be obtained for the years 1970, 1975, 1980,

(i) It was assumed that the migration pattern of 1960 - 65 would characterize the trend for that county over the period through 1980.

(ii) It was reasoned that a county with negative net migration (i.e., overall, the flow of people is out of the county) would have progressively fewer people left to migrate, and that, therefore, a migration rate should be employed. For counties with positive net migration, however, the number of net migrants should be employed, since the number of people available to move into a county from elsewhere does not decline. Whether number or rate, the value obtained for 1965 for a given county was employed as a constant (h) for projections to later years.

(iii) It was assumed that migration would leave off over the years; and, therefore, the value of h should be multiplied by weight (W) of decreasing size.

(iv) It was assumed that a range of migration possibilities might exist, depending upon changing circumstances of economic growth and other factors. To represent this range a High and a Low projection was made, using two series of weight,  $W_h$  and  $W_e$ . The  $W_h$  values were such as to present the values of population in a given county; thus, for counties with positive net migration, the 1965 - 70  $W_h$  value was 1.00, while the  $W_e$  value was .75, the latter reducing the number of net immigrants expected by 1970. By contrast, for counties with negative net migration, the 1965 - 70  $W_h$  value was .75, while the  $W_e$  value was 1.00; thus, the smaller  $W_h$  value reduced the number of expected out migrants by 1970. To the constant h for counties, then, multipliers W were applied in accordance with the following table:

County positive net migration	1968-70	1970-75	1975-80
$W_h$	1.00	.75	.50
$W_e$	.75	.50	.25
County negative net migration			
$W_h$	.75	.50	.25
$W_e$	1.00	.75	.50

and also ranges, as will be seen below in the discussion of High and Low migration.

ESTIMATING FOR THE  
TARGET POPULATION: AGE GROUP

The target population of the Child and Youth Services Planning Project was composed of children and youth from the 10 - 17 age group.

<sup>2</sup>(continued) (v) It is apparent that the larger net migration figures obtainable during 1965 - 1980 according to the above method, would arise in the 1965 - 70 period and would be the same as the 1960 - 65 period; for the larger W value employed is 1.00.

The State Demographic Study provided projections for two related age groups 10 - 14 and 15 - 19. It was thus necessary to estimate the number of persons 15 - 17 from the projection for 15 - 19. This estimation was made in the following way.

(4) The above assumptions were incorporated in elegant computer programs applicable to versatile stored data banks. The values of the assumptions may be changed at any time in accordance with new evidence and a complete set of new projections may be obtained in two minutes. The flexibility and constructive utility of the system is obvious.

Because of the crucial school-leaving, job-seeking nature of the 15 - 19 period, it was felt that the ratios to be employed on projected figures should be obtained individually for counties and separately for sex and race groups. Using the 1960 census data for Colorado counties,<sup>3</sup> the proportions 15 - 17 / 15 - 19 by sex and race were calculated. These values (EP for "expected proportions") were then applied to the 15 - 19 projections through 1980.

To give the reader an idea of the range of EP values obtained, those for the first three counties alphabetically are given here:

	White Female	White Male	Nonwhite Female	Nonwhite Male
Adams	.665	.701	.593	.701
Alamosa	.552	.552	.438	.182
Arapahoe	.688	.565	.545	.354

Application of the EP values to projected figures may be illustrated as follows:

1970				
	White Female	White Male	Nonwhite Female	Nonwhite Male
Adams	10227--	10653	155	148
10-14	(a)			
15-19	7269--	7237	122	115
	(b)			
15-17	4834--	5073	72	81
	(b x EP=c)			
10-17	15061--	15726	227	229
	(a + c)			

<sup>3</sup>United States Bureau of the Census. United States Census of Population: 1960. Detailed Characteristics. Colorado. Final Report P C (1) - 7 D. United States Government Printing Office, Washington, D. C. 1962.

F1

	White	White	Nonwhite	Nonwhite
	Female	Male	Female	Male
Alamosa				
10-14	554	560	7	15
15-19	526	486	7	9
15-17	290	268	3	2
10-17	844	828	10	17

Arapahoe				
10-14	7938	8178	56	58
15-19	6142	6457	35	40
15-17	4226	3648	19	14
10-17	12164	11826	75	72

ESTIMATING FOR THE  
TARGET POPULATION: CULTURAL GROUP

Court records, and those of many institutions and some enforcement agencies, differentiate between Anglo and Spanish-named persons. In order to provide appropriate projections, it was necessary to differentiate the figures of white male and white female as given by the State Demographic Study. This differentiation was accomplished in the following way.

From 1960 census data for total white and Spanish-named persons, the proportion Spanish was calculated.<sup>4</sup> In these calculations, only the 10-17 age groups of white and of Spanish-named were employed. Data for each county separately were obtained, since there is considerable variation in the proportion of Spanish-named persons in Colorado counties.

These proportions were called S - values:

$$S = \frac{\text{Number of Spanish-named persons}}{\text{Number of white persons}}$$

S - values were computed separately for males and females. Denver figures were supplied by the Denver Planning Office. The S - values obtained for 1960 were applied to the projection figures for white male and white female, aged 10 - 17, for 1965, 70, 75, and 80.

To give the reader an idea of the range of S - values obtained, those for the first three counties alphabetically are given here:

<sup>4</sup>United States Bureau of the Census. United States Census of Population: 1960. Subject Reports. Persons of Spanish Surname. Final Report P C (2) - 1 B. United States Government Printing Office, Washington, D. C. 1963. Tables 2, 4, 14.

	Male	Female
Adams	.091	.086
Alamosa	.289	.292
Arapahoe	.030	.035

CHOICE OF HIGH OR LOW MIGRATION

Upon the advice of Arthur Thompson, Statistician for the State Planning Division, the following weights were selected for migration rates that would present the currently best estimates of point values for population projections:

	1970	1975	1980
	Low	Low	High
Counties with positive migration	.75 <u>h</u>	.50 <u>h</u>	.50 <u>h</u>
Counties with negative migration	1.00 <u>h</u>	.75 <u>h</u>	.25 <u>h</u>

In footnote 2 above h is given as the county - specific net migration rate or number for the 1960 - 1965 period.

The wisdom of the particular weight chosen is reflected in the asymptote for counties with positive migration and the continuous decline for those with negative migration. Given a stable rate of indigenous births and deaths in the latter counties, the weights accord with the notion that there will be at least some people living there for the indefinite future.

USE OF THE 1965 PROJECTIONS

For many purposes it would be necessary to be able to estimate base populations for individual years between 1960 and 1980. The Demographic Study provided point values for 1965, 1970, 1975, and 1980. Since the Child and Youth Services Planning Project was collecting data for the 1966-67 fiscal year or the 1967 calendar year (whichever was available), it would frequently need base figures for the 1967 year. Accordingly the 1965 figures were plotted along with figures for 1970, 1975 and 1980. Straight-line interpolations were made between 1965 and 1970 in order to obtain 1967 estimates.

DEMOGRAPHIC PROJECTIONS

The projections resulting from the foregoing procedures are shown by county in Table F1.1.

F1

TABLE F1.1  
Population Projections for Colorado Counties 1965 - 1980  
by Sex and Cultural Group for Persons 10 - 17 Years of Age

County	Group	1965		1970		1975		1980	
		Female	Male	Female	Male	Female	Male	Female	Male
Adams	A*	8873	8723	13766	14295	18271	19242	21609	22812
	S	835	873	1295	1431	1719	1926	2033	2284
	N	156	163	227	229	274	291	319	339
Alamo	A	561	526	598	589	680	693	746	769
	S	231	214	246	239	280	281	307	313
	N	13	11	10	17	18	15	29	23
Arap	A	8283	8737	11738	11471	13915	13397	14589	14137
	S	300	270	426	355	505	414	529	437
	N	47	56	75	72	88	78	98	90
Arch	A	118	134	107	128	101	125	118	138
	S	75	72	68	69	63	66	74	74
	N	-	-	-	-	-	-	-	-
Baca	A	440	472	493	512	464	460	401	399
	S	15	13	17	14	16	13	14	11
	N	-	-	-	-	-	-	-	-
Bent	A	367	445	392	479	388	417	356	389
	S	122	115	131	123	130	107	119	100
	N	-	-	-	-	-	-	-	-
Boul	A	5910	6170	6910	7397	8330	8908	11002	11944
	S	397	493	465	591	560	712	740	954
	N	33	94	49	94	71	104	103	164
Chaf	A	570	781	766	881	827	1023	985	1258
	S	74	79	99	89	107	104	128	127
	N	-	-	-	-	-	-	-	-
Chey	A	239	201	217	196	160	160	154	140
	S	1	1	1	1	1	1	1	1
	N	-	-	-	-	-	-	-	-
ClCr	A	207	247	283	315	318	333	386	411
	S	2	1	3	2	4	2	4	2
	N	-	-	-	-	-	-	-	-
Cone	A	316	330	364	381	364	342	352	330
	S	451	426	520	494	520	442	503	427
	N	-	-	-	-	-	-	-	-
Cost	A	77	52	61	47	49	34	50	36
	S	301	340	240	309	194	221	195	233
	N	-	-	-	-	-	-	-	-
Crow	A	206	219	217	228	193	191	170	164
	S	87	78	92	82	81	69	72	59
	N	4	2	2	1	0	1	0	1
Cust	A	84	92	96	101	72	79	61	71
	S	8	8	9	8	7	7	6	6
	N	-	-	-	-	-	-	-	-
Delt	A	1065	1148	1073	1171	965	1093	967	1066
	S	104	97	105	99	94	92	94	90
	N	-	-	-	-	-	-	-	-

\*  
A - Anglo  
S - Spanish-name  
N - Negro

TABLE F1.1 (cont)

County	Group	1965		1970		1975		1980	
		Female	Male	Female	Male	Female	Male	Female	Male
Deny**	A	20445	19934	20526	20322	20377	19758	21064	20639
	S	4011	4258	4506	4829	4873	5095	5431	5720
	N	2780	2587	4445	4282	6315	6459	7288	6863
Dolo	A	132	143	156	127	114	83	92	81
	S	-	-	-	-	-	-	-	-
	N	-	-	-	-	-	-	-	-
Doug	A	461	467	693	718	775	898	906	1090
	S	22	20	33	31	36	39	43	48
	N	-	-	-	-	-	-	-	-
Eagl	A	213	240	288	316	371	385	378	404
	S	109	102	147	134	191	164	194	172
	N	-	-	-	-	-	-	-	-
Elbe	A	258	271	293	329	286	332	258	286
	S	6	5	7	6	7	6	6	5
	N	-	-	-	-	-	-	-	-
ElPa	A	9594	10596	12500	12835	14994	15155	16247	16457
	S	689	641	898	776	1077	916	1167	995
	N	360	449	556	587	898	894	1124	1160
Frem	A	1210	1354	1307	1480	1350	1462	1345	1415
	S	175	154	188	168	195	166	194	161
	N	-	4	-	2	-	-	6	4
Garf	A	920	1043	1105	1470	1186	1761	1280	2070
	S	28	29	34	41	37	49	40	57
	N	-	-	-	-	-	-	-	-
Gilp	A	24	43	41	49	56	60	69	77
	S	9	7	14	8	19	10	24	13
	N	-	-	-	-	-	-	-	-
Gran	A	273	274	345	382	387	426	402	434
	S	8	8	11	12	12	13	12	13
	N	-	-	-	-	-	-	-	-
Gunn	A	437	400	482	428	544	553	714	767
	S	17	16	19	17	21	22	27	30
	N	-	-	-	-	-	-	-	-
Hins	A	9	12	16	12	11	16	9	12
	S	-	-	-	-	-	-	-	-
	N	-	-	-	-	-	-	-	-
Huer	A	247	238	248	243	212	201	196	198
	S	374	341	375	348	321	287	297	284
	N	-	-	-	-	-	-	-	-

\*\* The Denver Planning Office predicts a rise of Spanish-named population over the next decade. From 8.7% in 1960 it is expected to go to 11.8% by 1970. In 1960, the 10-17 Spanish-named persons were 14.9% and 16.1% of the population for females and males respectively. Applying the 3.1% increase to taper off, the present Project estimated a 2.5% increase from 1970 to 1980, yielding 20.5% for females, 21.7% for males. Interpolating, the five-year internal figures are as follows:

	1965	1970	1975	1980
Female	16.4	18.0	19.3	20.5
Male	17.6	19.2	20.5	21.7



TABLE F1.1 (cont)

County	Group	1965		1970		1975		1980	
		Female	Male	Female	Male	Female	Male	Female	Male
Jack	A	89	132	112	110	129	102	137	132
	S	5	5	6	4	7	3	7	4
	N	-	-	-	-	-	-	-	-
Jeff	A	12799	13208	19663	20065	24628	25433	32799	33969
	S	315	408	484	621	606	787	807	1051
	N	75	171	111	144	133	105	184	137
Kiow	A	164	171	187	157	168	123	158	139
	S	2	1	2	1	2	1	2	1
	N	-	-	-	-	-	-	-	-
KitC	A	525	562	593	673	614	662	588	615
	S	6	6	7	7	7	7	7	6
	N	-	-	-	-	-	-	-	-
Lake	A	461	425	599	585	715	768	908	978
	S	85	79	110	108	131	142	166	181
	N	-	-	-	-	-	-	-	-
LaPl	A	1139	1136	1253	1329	1203	1168	1110	1096
	S	196	182	216	197	207	187	191	175
	N	41	60	57	59	51	42	45	38
Lari	A	3964	4632	4346	5281	5021	5989	6379	7735
	S	240	244	263	278	303	315	386	407
	N	32	40	36	34	49	47	85	89
LasA	A	764	758	608	592	424	463	371	401
	S	686	713	545	557	381	436	333	378
	N	-	-	-	-	-	-	-	-
Linc	A	361	386	407	377	360	391	335	367
	S	5	5	5	5	5	5	4	4
	N	-	-	-	-	-	-	-	-
Loga	A	1475	1366	1688	1510	1656	1466	1484	1340
	S	73	64	83	71	82	69	73	63
	N	-	-	-	-	-	-	-	-
Mesa	A	3814	3899	4518	4687	4672	4970	4549	4868
	S	274	303	324	364	336	386	327	378
	N	16	25	24	28	32	36	35	42
Mine	A	39	34	39	39	35	53	51	65
	S	-	-	-	-	-	-	-	-
	N	-	-	-	-	-	-	-	-
Moff	A	485	463	573	569	671	653	671	675
	S	19	16	22	20	26	23	26	24
	N	-	-	-	-	-	-	-	-
Muma	A	883	937	1008	990	962	1012	880	883
	S	76	69	86	73	82	75	76	65
	N	42	53	75	56	115	98	94	66
Mose	A	1336	1358	1574	1710	1722	1916	1703	1904
	S	119	110	141	139	154	155	152	154
	N	7	9	18	12	30	24	32	37
Morg	A	1422	1307	1574	1460	1519	1359	1416	1267
	S	137	123	152	137	147	128	137	119
	N	-	-	-	-	-	-	-	-
Oter	A	1430	1362	1560	1594	1529	1668	1650	1739
	S	576	557	628	651	615	681	664	711
	N	20	20	31	22	30	23	23	21

TABLE F1.1 (cont)

County	Group	1965		1970		1975		1980	
		Female	Male	Female	Male	Female	Male	Female	Male
Oura	A	96	135	111	126	111	107	108	117
	S	20	18	23	16	23	14	22	15
	N	-	-	-	-	-	-	-	-
Park	A	92	85	82	82	59	51	42	50
	S	3	2	3	2	2	1	1	1
	N	-	-	-	-	-	-	-	-
Phil	A	318	363	337	366	295	311	255	269
	S	3	3	3	3	3	3	2	2
	N	-	-	-	-	-	-	-	-
Pitk	A	148	158	231	200	281	235	336	325
	S	-	-	-	-	-	-	-	-
	N	-	-	-	-	-	-	-	-
Prow	A	923	993	1058	1110	1119	1134	1162	1207
	S	128	119	148	133	156	136	161	145
	N	-	-	-	-	-	-	-	-
Pueb	A	6117	6006	7342	7209	7748	7488	7332	7244
	S	2161	2336	2593	2803	2736	2912	2590	2817
	N	161	186	201	226	200	218	234	245
RioB	A	371	401	450	488	476	545	466	527
	S	3	3	4	3	4	4	4	4
	N	-	-	-	-	-	-	-	-
RioG	A	696	628	810	717	833	755	811	767
	S	281	343	328	391	337	412	328	419
	N	-	-	-	-	-	-	-	-
Rout	A	454	504	544	552	557	553	566	580
	S	9	8	11	9	11	9	12	9
	N	-	-	-	-	-	-	-	-
Sagu	A	274	284	317	318	308	317	328	343
	S	126	116	146	131	142	130	152	141
	N	-	-	-	-	-	-	-	-
SanJ	A	64	70	73	87	83	92	93	104
	S	14	13	16	16	18	17	20	19
	N	-	-	-	-	-	-	-	-
SanM	A	93	129	96	116	156	107	131	98
	S	8	7	8	7	13	6	11	6
	N	-	-	-	-	-	-	-	-
Sedg	A	293	317	311	337	288	308	247	263
	S	28	26	30	27	27	25	23	21
	N	-	-	-	-	-	-	-	-
Summ	A	98	109	112	102	117	107	96	97
	S	2	2	2	1	2	2	2	1
	N	-	-	-	-	-	-	-	-
Tell	A	209	228	251	287	281	298	337	330
	S	2	2	3	3	3	3	4	3
	N	-	-	-	-	-	-	-	-
Wash	A	494	491	567	519	532	464	412	379
	S	4	4	5	4	4	4	3	3
	N	-	-	-	-	-	-	-	-
Weld	A	4537	4548	4772	5241	5059	5530	5291	5725
	S	923	931	970	1073	1029	1133	1076	1172
	N	58	56	66	64	49	79	103	126
Yuma	A	616	671	659	673	616	574	541	523
	S	7	5	7	5	7	5	6	4
	N	-	-	-	-	-	-	-	-

Forecasted Law Enforcement Handling  
of Juveniles for Selected Years

by

Nicholas Reuteran, Elizabeth Lemmey,  
and  
Philip Gartland

## INTRODUCTION

Projections of handling of juveniles by law enforcement agencies were based on the interview figures for the 1966-1967 period. These figures did not normally include a sex or ethnic breakdown so these two factors were not considered in the projection. One check on the accuracy of the interview figures was possible through the use of the "source of referral" data in the Judicial Administrator's report on numbers of juvenile handled by the District Courts. It would be expected that the number of juveniles contacted by law enforcement in a given Judicial District would exceed the number referred to the court by law enforcement in that district. This was found to be true in all cases. Thus, there is some assurance that the interview figures regarding the number of juveniles contacted by law enforcement are not seriously underestimated. A check on the degree of overestimation contained in the interview figures was made by having one of the project staff, who had extensive experience in the area of law enforcement with juveniles, judge the accuracy of the "total contacted" interview figures. In a few cases there was an indication of extensive overestimation in the "total contacted" figure. In these instances, a lower, more realistic figure (usually the "lecture and release" figure provided by the given agency) was employed in making the projections.

Procedure

Police: The base population age 10-17 for 1967 was obtained for every city visited by the project. This was done by obtaining the proportion<sup>1</sup> of the total county population residing in a given city and applying this proportion to the age 10-17 county population obtained according to procedures outlined in Project Report F1. This procedure assumes that the population distribution among the cities of each county will remain stable through time and that the age 10-17 population is evenly distributed among the cities according to the proportion that their total population bears to the total county population.

The interview figures regarding the number of juveniles contacted by the police were then combined with the age 10-17 city population figures to obtain a 1967 contact probability for the various cities. The 10-17 population figures, the numbers contacted by the police

and the contact probability for the cities visited by the Project are presented in Table F2.1.

TABLE F2.1  
1967 10-17 City Population, Numbers  
Contacted by Police and Contact Probability

City	10-17 Population	Police Contacts	Contact Probability
ALA	1,000	100	.10000
ARJ	4,922	540	.10971
AUA/A	9,233	1,178	.12579
BOB	7,142	630	.08821
BRA	1,423	154	.10822
BRB/J	1,010	280	.27723
BRM	533	8	.01501
CAF	1,331	48	.03606
CHA	344	45*	.13178
COE	12,039	1,339	.11123
COA	1,811	637	.35174
COM	1,037	222	.21408
CRM	598	50	.08361
DER	344	45*	.13178
DED	595	45	.17563
DRD	55,978	7,019	.12539
DUL	1,587	190	.11972
EDJ	1,102	306	.27768
ENA	5,964	728	.12207
FLF	417	35	.08393
FOL	4,499	475	.10558
FCM	1,087	143	.13155
GLG	187	200	.29112
GOJ	1,819	100	.05498
GRM	3,308	279	.18434
GRW	4,184	1,294	.30927
GUG	571	375	.65674
LAB	494	23	.04656
LSB	495	237	.47879
LAO	1,388	400	.28818
LAP	1,261	14	.01110
LEL	672	200	.29762
LIA	2,442	379	.15520
LOB	2,174	236	.10856
LOL	1,749	69	.03945
MAE	621	82*	.13178
MOR	627	29	.04625
MOM	883	100	.11325
PUP	14,079	1,822	.12941
ROO	853	354	.41501
SAC	899	54	.06007
SHA	635	84*	.13178
STR	321	45	.14019
STL	1,656	218*	.13178
THA	2,290	390	.17031
TRL	1,431	75	.05241
WAH	777	30	.03861
WEA	2,793	188	.06731
STATE	159,505	21,020	.13178

<sup>1</sup>State Planning Division. "Colorado Gazetteer, 1965." Denver, Colorado, 1966.

\*No interview data available. Figures estimated from mean rate for all 43 cities.

Sheriff: The base age 10-17 population for the Sheriffs was obtained by summing the proportion of the total population living in the cities of a given county and subtracting this sum from one, yielding the proportion of the total county population not residing in cities. This proportion was applied to the age 10-17 population of the county to obtain the total 1967 age 10-17 non-city residents. This procedure also assumes the equality of distribution of total population and age 10-17 population.

The interview figures regarding the number of juveniles contacted by the sheriffs were combined with the age 10-17 non-city population to obtain a 1967 contact probability for the various counties. The 10-17 non-city population, the numbers contacted by the sheriffs and the contact probabilities for the counties visited by the Project are presented in Table F2.2.

TABLE F2.2  
1967 10-17 Non-City Population, Numbers  
Contacted by Sheriffs and Contact Probabilities

County	10-17 Population	Sheriff Contacts	Contact Probability
BRA	11,055	3,910	.35368
ALA	613	45	.07340
LIA	6,540	265	.04051
LSB	585	15	.02564
BOB	3,818	564	.14772
SAC	737	32	.04341
DED	1,832	100	.05458
COE	11,998	166	.01383
CAF	1,248	244	.19551
GLG	1,585	45	.02839
GUG	329	5	.01519
WAH	428	30	.07009
GOJ	24,195	2,000	.08266
LEL	519	60	.11560
DUL	1,310	100	.07633
FOL	3,481	44	.01264
TRL	1,244	137	.11012
STL	1,472	62	.04211
GRM	5,668	197	.03475
COM	1,114	34	.03052
MM	2,318	25	.01078
FCM	1,503	90	.05988
LAO	1,933	312	.16148
CRM	465	50	.10752
LAP	1,017	32	.03146
PUP	4,251	80	.01881
DER	1,098	200	.18214
STR	710	50	.07042
GRW	7,322	179	.02444
STATE	100,388	9,073	.09037

Results

Police: Projected 10-17 city populations for various years were obtained by applying the proportions of the county population living in given city, to the projected 10-17 county population. This assumes, within counties, an equal rate of growth of city populations and non-city populations. The

police contact probabilities (obtained as outlined above) were then applied to obtain the expected number of juveniles contacted by police in the various years. The projected 10-17 city populations and the expected number of juvenile contacts by police in selected years are presented in Table F2.3.

TABLE F2.3  
Projected 10-17 City Populations and  
Expected Police Contacts with Juveniles for Selected Years

Town	Projected 10-17 Population			Expected Contacts		
	1970	1975	1980	1970	1975	1980
ALA	1,053	1,220	1,356	105	122	136
ARJ	6,201	7,800	10,405	680	856	1,142
AUA/A	11,470	14,498	16,352	1,463	1,850	2,086
BOB	7,877	9,492	12,652	695	837	1,116
BRA	1,831	2,446	2,895	198	265	313
BRB/J	1,205	1,490	1,987	334	413	551
BRM	568	539	502	9	8	8
CAF	1,399	1,411	1,390	50	51	50
CHA	410	483	508	54 <sup>a</sup>	64	67
COE	13,746	16,570	18,140	1,529	1,843	2,018
COA	2,331	3,112	3,685	820	1,095	1,296
COM	1,102	1,130	1,026	236	242	220
CRM	667	775	789	56	65	66
DER	374	390	388	49 <sup>a</sup>	51	51
DED	602	551	544	46	42	41
DRD	58,910	62,877	67,005	7,419	7,918	8,438
DUL	1,703	1,565	1,455	204	187	174
EDJ	1,389	1,747	2,331	386	485	647
ENA	7,106	8,361	8,797	867	1,021	1,074
FLF	439	443	437	37	37	37
FOL	4,803	5,501	7,076	507	581	747
FOM	1,157	1,098	1,024	152	144	135
GLG	801	918	1,043	233	267	304
GOJ	2,293	2,884	3,847	126	159	212
GRM	3,665	3,845	3,759	309	324	317
GRW	4,432	4,684	4,906	1,371	1,449	1,517
GUG	601	723	970	395	475	637
LAB	545	658	877	25	31	41
LSB	516	478	442	247	229	212
LAO	1,491	1,514	1,599	430	436	461
LAP	1,356	1,409	1,482	15	16	16
LEL	791	991	1,260	235	295	375
LIA	2,908	3,423	3,602	451	531	559
LOB	2,399	2,891	3,860	260	314	419
LOL	1,869	2,139	2,752	74	84	109
MAE	710	856	935	94 <sup>a</sup>	113	123
MOR	681	709	705	31	33	33
MOM	991	1,103	1,098	112	125	124
PUP	15,649	16,363	15,717	2,025	2,118	2,034
ROO	916	929	982	380	386	408
SAC	1,008	1,132	1,372	61	68	82
SHA	757	892	939	100 <sup>a</sup>	118	124
STR	348	353	365	49	49	51
STL	1,776	1,733	1,568	234 <sup>a</sup>	228	2,066
THA	2,949	3,938	4,663	502	671	794
TRL	1,232	912	793	65	48	42
WAH	783	659	628	30	25	24
WEA	3,595	4,803	5,686	242	323	383

<sup>a</sup>State Average Contact Rate (.13178) Applied

Sheriff: Projected 10-17 non-city populations for the various years were obtained by applying the proportions of non-city populations in a given county to the projected 10-17 county population. The sheriff contact probabilities (obtained as outlined above)

were then applied to obtain the expected number of juveniles contacted by sheriffs in the various years. The projected 10-17 non-city populations and the expected number of juvenile contacts by sheriffs in selected years are presented in Table F2.4.

TABLE F2.4  
Projected 10-17 Non-City Population and  
Expected Sheriff Contacts with Juveniles for Selected Years

Town	Projected 10-17 Population			Expected Contacts		
	1970	1975	1980	1970	1975	1980
BRA	14,231	19,005	22,500	5,032	6,720	7,956
ALA	646	747	831	47	55	61
LIA	7,789	9,164	9,643	315	371	390
LSB	609	564	522	16	14	13
BOB	4,211	5,074	6,763	622	749	999
SAC	827	928	1,125	36	40	49
DED	1,848	1,694	1,673	101	92	91
COE	13,698	16,512	18,076	189	228	249
CAF	1,310	1,322	1,302	256	258	254
GLG	1,849	2,116	2,405	52	60	68
GUG	346	417	559	5	6	8
WAH	431	363	346	30	25	24
GOJ	30,475	38,340	51,138	2,517	3,167	4,224
LEL	611	765	973	71	88	112
DUL	1,407	1,293	1,201	107	99	92
FOL	3,717	4,256	5,475	47	54	69
TRL	1,070	792	690	118	87	76
STL	1,577	1,540	1,393	66	65	59
GRM	6,280	6,587	6,440	218	229	223
COM	1,185	1,214	1,069	36	37	33
MOM	2,603	2,897	2,884	29	31	31
FCM	1,599	1,517	1,414	91	86	80
LAO	2,077	2,105	2,227	335	340	359
CRM	518	601	611	56	65	66
LAP	1,093	1,136	1,194	34	36	37
PUP	4,725	4,940	4,745	89	93	90
DER	1,192	1,240	1,234	217	226	225
STR	768	778	804	54	55	57
GRW	7,755	8,196	8,586	189	200	209

Forecasted Court Handling of  
Juveniles for Selected Years

by

Nicholas A. Reuterman, Ph.D.



## INTRODUCTION

Information concerning the number of juveniles handled by the District Courts throughout the State of Colorado was available to the Project from two sources. In the Project interviews with court personnel (judges, probation officers, and court clerks), a question was asked concerning the number of juveniles handled during the 1966-67 year. Also available were records from the State Judicial Administrator's office concerning the numbers of juveniles handled by the various courts throughout the state. A difficulty arose, however, in that the interview and state figures agreed in only a very few cases. Thus, the problem became one of arriving at the best possible estimate of the number of juveniles handled by the District Courts.

Both sets of data (interview and state) had several inherent advantages and disadvantages with reference to their use as estimators of the number of juveniles handled by the Court.

The state figures included detailed breakdowns on such factors as ethnic group membership, sex, type of offense, type of petition handling and disposition, and county of origin. Thus, information could be obtained on factors affecting the probability of court contact.

Two major problems existed with regard to the state information. First, the detailed breakdown mentioned above was not available for all of the reported cases. The completeness of information varied to a considerable degree. For some cases all of the information regarding the type of petition or the type of offense was available, and for others no information other than the fact that a juvenile had been contacted, was available. It is the latter "unknown" category which presented serious difficulty as the state figures included cases not only of delinquent children and children in need of supervision, but also adoption, custody, dependency, and similar cases. Thus, either the type of petition or the type of offense had to be known to determine whether a given case fell into the target population of the present Project. As petition or offense data were often not available for all cases in a given district, an accurate estimate of the total number handled could not always be obtained.

The second disadvantage of the state figures revolved around the fact that they were based on the reports of local court personnel, usually probation staff; thus, their completeness and accuracy was solely dependent on the conscientious cooperation of the local probation departments. In a number of districts the

high probation caseload would clearly suggest the possibility of a justified resistance on the part of probation staff to any additional "paperwork." Some evidence of such resistance can be seen in the incompleteness of the available state information.

The interview data had the advantage of being collected in such a manner as to require little extra effort on the part of the interviewees. Thus, it may be expected that these data would, for some districts, be more inclusive than those provided by the state. Also, in some districts, the interview data were quite accurate as they were obtained by Project personnel from actual court records.

The major disadvantage of the interview data is that only rarely was a detailed breakdown of offender characteristics (sex, ethnic group, etc.) obtained.

The basic problem then became one of arriving at some reasonable compromise between overall inclusiveness or completeness of information (interview data) and extent of detailed information (state data).

Procedures

It was decided to combine the interview data and the state information in the following manner: (1) if the state figure was higher, it was used as the estimate for the number of juveniles handled; (2) if the interview figure was higher, this was used, provided there were enough "unknown" cases in the state figures to allow an interview figure as high as the one obtained; (3) if the interview figure was higher, but the number of "unknowns" in the state figure did not allow a final number this high, the number used was the total of the state "knowns" and "unknowns." The state, interview, and final figures for each district are presented in Table F3.1.

TABLE F3.1  
Number of Juveniles Handled by  
District Courts: Interview Data,  
State Data and Final Data Used for Projections

District Number	Interview	State	Final
1	304	292	304
2	2300	2662	2662
3	26	18	26
4	1279	904	1230
5	4	0	4
6	34	33	34
7	32	53	53
8	165	65	165
9	45	21	32
10	1250-1400	855	1186
11	62	164	164

TABLE F3.1 (cont)

District Number	Interview	State	Final
12	103	57	103
13	65	50	65
14	40	30	40
15	18	38	38
16	20	79	79
17	638	987	987
18	314	314	314
19	139	173	173
20	140	178	178
21	212	192	212
22	65	65	65

The state cases for which sex and ethnic information was not available were proportioned into sex and ethnic categories on the basis of the cases for which such information was reported. Interview data were proportioned

into given counties (of the given district) and sex and ethnic groupings on the basis of relevant information provided in the state figures. Thus, data regarding the number of juveniles handled in 1967 were available for each county in terms of male Anglo, male Spanish, male non-white, female Anglo, female Spanish and female non-white. These data were then combined with the appropriate total county population (ages 10-17), classified according to sex and ethnic group to obtain a percentage of juveniles handled by the courts. The total population and numbers handled by the courts for 1967 are presented in Table F3.2.

TABLE F3.2  
Total Populations Age 10-17 and Estimated Court Handling Figures for 1967

District	County	Total Population						Total	Court Handlings						Total
		Male			Female				Male			Female			
		A <sup>a</sup>	S	NW	A	S	NW		A	S	NW	A	S	NW	
I	C	274	1	0	237	2	0	514	5	0	0	4	0	0	9
	G	45	7	0	31	11	0	94	0	0	0	0	0	0	0
	J	15951	493	160	15545	383	89	32621	251	7	1	36	0	0	295
II	D	20089	4486	3265	20477	4209	3446	55972	865	794	358	252	408	146	2823
III	H	240	344	0	247	374	0	1205	0	13	0	0	3	0	16
	L	692	651	0	702	630	0	2675	0	4	0	3	3	0	10
IV	E	11492	695	504	10756	773	438	24658	686	146	82	235	52	21	1222
	K	606	6	0	552	6	0	1170	5	3	0	0	1	0	9
	L	382	5	0	379	5	0	771	0	0	0	0	0	0	0
	T	252	2	0	226	2	0	482	0	0	0	0	0	0	0
V	E	270	115	0	243	124	0	752	4	0	0	0	0	0	4
	L	489	91	0	516	95	0	1191	0	0	0	0	0	0	0
	S	107	2	0	104	2	0	215	0	0	0	0	0	0	0
VI	A	132	71	0	114	72	0	389	0	2	0	0	0	0	2
	L	1213	188	60	1185	204	47	2897	15	14	0	0	1	0	30
	S	77	14	0	68	15	0	174	2	0	0	0	0	0	2
VII	D	1157	98	0	1068	104	0	2427	28	19	0	0	0	0	47
	G	411	16	0	455	18	0	900	1	0	0	0	0	0	1
	H	12	0	0	11	0	0	23	0	0	0	0	0	0	0
	M	1499	122	10	1431	128	11	3201	5	0	0	0	0	0	5
	O	131	17	0	102	21	0	271	0	0	0	0	0	0	0
	S	124	7	0	94	8	0	233	0	0	0	0	0	0	0
VIII	L	4892	258	38	4117	249	34	9588	117	15	3	25	5	0	165
	J	123	5	0	98	5	0	231	0	0	0	0	0	0	0
IX	G	1214	34	0	994	30	0	2272	16	2	2	5	0	2	27
	P	175	0	0	181	0	0	356	0	5	0	0	0	0	5
	R	436	3	0	403	3	0	845	0	1	0	0	0	0	1
X	P	6487	2523	202	6607	2334	177	18330	394	533	62	61	96	40	1186

<sup>a</sup>A - Anglo; S - Spanish; NW - Non-white

TABLE F3.2 (cont)

District	County	Total Population						Total	Court Handlings						Total
		Male			Female				Male			Female			
		A	S	NW	A	S	NW		A	S	NW	A	S	NW	
XI	C1	821	83	0	648	84	0	1636	11	1	0	0	0	0	12
	C2	96	8	0	89	8	0	201	3	0	0	0	0	0	3
	F	1404	160	3	1249	180	0	2996	111	5	0	31	1	0	148
	P	84	2	0	88	3	0	177	1	0	0	0	0	0	1
XII	A	551	224	13	576	237	12	1613	18	45	0	0	6	0	69
	C1	350	453	0	335	479	0	1617	0	1	0	0	0	0	1
	C2	50	328	0	71	277	0	726	0	9	0	0	0	0	9
	M	36	0	0	39	0	0	75	3	0	0	0	0	0	3
	R	664	362	0	443	300	0	2069	5	9	0	2	0	0	16
	S	298	122	0	291	134	0	845	0	3	0	0	0	0	3
XIII	L	1424	67	0	1560	77	0	3128	17	0	0	4	0	0	21
	M	1368	129	0	1483	143	0	3123	12	11	0	1	0	0	24
	P	364	3	0	326	3	0	696	7	0	0	1	0	0	8
	S	325	26	0	300	29	0	680	0	0	0	0	1	0	1
	W	502	4	0	523	4	0	1033	0	0	0	0	0	0	0
	Y	672	5	0	633	7	0	1317	8	0	1	2	0	0	11
XIV	G	317	10	0	302	9	0	638	7	0	0	4	0	0	11
	M	505	18	0	520	20	0	1063	4	3	0	4	0	0	11
	R	523	8	0	490	10	0	1031	9	3	0	6	0	0	18
XV	B	488	13	0	461	16	0	978	3	5	0	0	0	0	8
	C	199	0	0	230	0	0	429	0	0	0	0	0	0	0
	K	165	1	0	173	2	0	341	6	0	0	0	0	0	6
	P	1040	125	0	977	136	0	2278	15	6	0	3	0	0	24
XVI	B	459	118	0	377	126	0	1080	0	10	0	0	0	0	10
	C	223	80	0	210	89	0	602	2	0	0	0	0	0	2
	O	1455	595	21	1482	597	24	4174	12	45	0	1	9	0	67
XVII	A	10952	1096	189	10830	1019	184	24270	720	3	7	250	2	5	987
XVIII	A	9826	304	62	9665	350	58	20265	240	3	0	56	5	2	306
	D	567	24	0	554	26	0	1171	6	0	0	0	0	0	6
	E	294	5	0	272	6	0	577	1	0	0	1	0	0	2
XIX	W	4825	988	59	4631	942	61	11506	69	61	1	24	18	0	173
XX	B	6661	532	94	6310	424	39	14060	131	17	0	24	6	0	178
XXI	M	4214	327	26	4096	294	19	8976	129	25	5	39	13	1	212
XXII	M	958	71	54	933	80	55	2151	26	26	0	0	1	0	59
	D	137	0	0	142	0	0	279	3	3	0	0	0	0	6

The procedure (as outlined above) for selecting an estimate of the total number of juveniles handled by the district courts necessitates several assumptions about the available data. These assumptions are as follows: (1) the state figures were more likely to be underestimates and almost never are overestimates; (2) the interview figures were more likely to be overestimates. The procedure of using the higher of the two figures, but with the "control" variable of the number of state "unknown" applied to the interview figure was based on the two above assumptions.

Additional assumptions were (1) the classification by the sex and ethnic variables reported in the state figures was representative of the distribution of all cases (state "unknown" and interview data) on these variables;

(2) the distribution of cases across counties in a given district reported in the state data is representative of all cases in the district.

The proportioning of state "unknown" and interview data into sex and ethnic groupings is based on the first additional assumption, the proportioning of interview data into counties of a district is based on the second additional assumption.

#### Court Handling Projection

The percentages of juveniles handled in 1967 were applied to the base population age 10-17, for selected years to obtain projections of court handling. The base populations were obtained from the state population model (see Project report F1). The projected court handling for the years 1970, 1975 and 1980 are presented in Table F3.3.

TABLE F3.3  
Projected Court Handling of Juveniles for Selected Years<sup>a</sup>

District	County	1970		MNW	FA	FS	FNW	Total
		MA <sup>b</sup>	MS					
I	CiCr	6	0	0	5	0	0	11
	Gilp	0	0	0	0	0	0	0
	Jeff	316	9	1	46	0	0	371
	District	321	9	1	50	0	0	381
II	Denv	875	855	470	253	437	188	3077
	District	875	855	470	253	437	188	3077
III	Huer	0	13	0	0	3	0	16
	LasA	0	3	0	3	3	0	9
	District	0	17	0	3	6	0	25
IV	ELPa	766	163	96	273	60	27	1385
	KitC	6	4	0	0	1	0	10
	Linc	0	0	0	0	0	0	0
	Tell	0	0	0	0	0	0	0
	District	772	167	96	273	62	27	1395
V	Eagl	5	0	0	0	0	0	5
	Lake	0	0	0	0	0	0	0
	Summ	0	0	0	0	0	0	0
	District	5	0	0	0	0	0	5
VI	Arch	0	2	0	0	0	0	2
	LaPl	16	15	0	0	1	0	32
	SanJ	2	0	0	0	0	0	2
	District	19	17	0	0	1	0	36
VII	Delt	28	19	0	0	0	0	48
	Gunn	1	0	0	0	0	0	1
	Mont	6	0	0	0	0	0	6
	Oura	0	0	0	0	0	0	0
	SanM	0	0	0	0	0	0	0
	Hins	0	0	0	0	0	0	0
	District	35	19	0	0	0	0	54
VIII	Lari	126	16	3	26	5	0	177
	Jack	0	0	0	0	0	0	0
	District	126	16	3	26	5	0	177
IX	Garf	19	2	2*	6	0	2*	31
	Pitk	0	5*	0	0	0	0	5*
	RioB	0	1	0	0	0	0	1
	District	19	8	2	6	0	2	37
X	Pueb	438	592	70	68	107	45	1319
	District	438	592	70	68	107	45	1319
XI	Chaf	12	1	0	0	0	0	13
	Cust	3	0	0	0	0	0	3
	Frem	117	5	0	32	1	0	156
	Park	1	0	0	0	0	0	1
	District	133	6	0	32	1	0	173

<sup>a</sup>Slight discrepancies may exist with regard to District totals because of rounding.

<sup>b</sup>Here and in subsequent parts of Table F3.3 headings have the following meanings: MA - male Anglo; MS, - male Spanish-name; MNW - male non-white; FA - female Anglo; FS - female Spanish-name; FNW - female non-white.

\*Population figures indicate no county residents of this sex and ethnic group in 1967. In these cases the 1967 court handled figure is applied to all years.

TABLE F3.3 (1970 cont)

District	County	MA	MS	MNW	FA	FS	FNW	Total
XII	Alam	19	48	0	0	6	0	73
	Cost	0	8	0	0	0	0	8
	Mine	3	0	0	0	0	0	3
	RioG	5	10	0	2	0	0	17
	Sagu	0	3	0	0	0	0	3
	Cone	0	1	0	0	0	0	1
	District		28	71	0	2	6	0
XIII	Loga	18	0	0	4	0	0	22
	Morg	13	12	0	1	0	0	26
	Phil	7	0	0	1	0	0	7
	Sedg	0	0	0	0	1	0	1
	Wash	0	0	0	0	0	0	0
	Yuma	8	0	1*	2	0	0	11
	District		46	12	1	8	1	0
XIV	Gran	8	0	0	5	0	0	13
	Moff	5	3	0	4	0	0	12
	Rout	9	3	0	7	0	0	20
	District	22	7	0	16	0	0	45
XV	Baca	3	5	0	0	0	0	9
	Chey	0	0	0	0	0	0	0
	Kiow	6	0	0	0	0	0	6
	Prow	16	6	0	3	0	0	26
	District	25	12	0	3	0	0	40
XVI	Bent	0	10	0	0	0	0	10
	Crow	2	0	0	0	0	0	2
	Oter	13	49	0	1	9	0	73
	District	15	60	0	1	9	0	85
XVII	Adam	940	4	8	318	3	6	1279
	District	940	4	8	318	3	6	1279
XVIII	Arap	280	4	0	68	6	3	360
	Doug	8	0	0	0	0	0	8
	Elbe	1	0	0	1	0	0	2
	District	289	4	0	69	6	3	370
XIX	Weld	75	66	1	25	19	0	186
	District	75	66	1	25	19	0	186
XX	Boul	145	19	0	26	7	0	197
	District	145	19	0	26	7	0	197
XXI	Mesa	143	28	5	43	14	1	235
	District	143	28	5	43	14	1	235
XXII	Muma	27	27	0	0	1	0	55
	Dolo	3	3*	0	0	0	0	6
	District	30	30	0	0	1	0	60

		1975						
I	ClCr	6	0	0	5	0	0	11
	Gilp	0	0	0	0	0	0	0
	Jeff	400	11	1	57	0	0	469
	District	406	11	1	62	0	0	480
II	Denv	851	902	708	251	472	268	3451
	District	851	902	708	251	472	268	3451

TABLE F3.3 (1975 cont)

<u>District</u>	<u>County</u>	<u>MA</u>	<u>MS</u>	<u>MNW</u>	<u>FA</u>	<u>FS</u>	<u>FNW</u>	<u>Total</u>
III	Huer	0	11	0	0	3	0	13
	LasA	0	3	0	2	2	0	6
	District	0	14	0	2	4	0	20
IV	ElPa	905	192	145	328	72	43	1686
	KitC	5	4	0	0	1	0	10
	Linc	0	0	0	0	0	0	0
	Tell	0	0	0	0	0	0	0
	District	910	196	145	328	74	43	1696
V	Eagl	6	0	0	0	0	0	6
	Lake	0	0	0	0	0	0	0
	Summ	0	0	0	0	0	0	0
	District	6	0	0	0	0	0	6
VI	Arch	0	2	0	0	0	0	2
	LaPl	14	14	0	0	1	0	29
	SanJ	2	0	0	0	0	0	2
	District	17	16	0	0	1	0	34
VII	Delt	26	18	0	0	0	0	44
	Gunn	1	0	0	0	0	0	1
	Mont	6	0	0	0	0	0	6
	Oura	0	0	0	0	0	0	0
	SanM	0	0	0	0	0	0	0
	Hins	0	0	0	0	0	0	0
	District	34	18	0	0	0	0	52
VIII	Lari	143	18	4	30	6	0	202
	Jack	0	0	0	0	0	0	0
	District	143	18	4	30	6	0	202
IX	Garf	23	3	2*	6	0	2*	36
	Pitk	0	5*	0	0	0	0	5*
	RioB	0	1	0	0	0	0	1
	District	23	9	2	6	0	2	42
X	Pueb	455	615	67	72	113	45	1366
	District	455	615	67	72	113	45	1366
XI	Chaf	14	1	0	0	0	0	15
	Cust	2	0	0	0	0	0	2
	Frem	116	5	0	34	1	0	155
	Park	1	0	0	0	0	0	1
	District	132	6	0	34	1	0	173
XII	Alam	23	56	0	0	7	0	86
	Cost	0	6	0	0	0	0	6
	Mine	4	0	0	0	0	0	4
	RioG	6	10	0	2	0	0	18
	Sagu	0	3	0	0	0	0	3
	Cone	0	1	0	0	0	0	1
	District	33	77	0	2	7	0	119
XIII	Loga	18	0	0	4	0	0	22
	Morg	12	11	0	1	0	0	24
	Phil	6	0	0	1	0	0	7
	Sedg	0	0	0	0	1	0	1
	Wash	0	0	0	0	0	0	0
	Yuma	7	0	1*	2	0	0	10
	District	42	11	1	8	1	0	63
XIV	Gran	9	0	0	5	0	0	15
	Moff	5	4	0	5	0	0	14
	Rout	10	3	0	7	0	0	20
	District	24	7	0	17	0	0	48

TABLE F3.3 (1975 cont)

District	County	MA	MS	MNW	FA	FS	FNW	Total
XV	Baca	3	5	0	0	0	0	8
	Chey	0	0	0	0	0	0	0
	Kiow	4	0	0	0	0	0	4
	Prow	16	7	0	3	0	0	27
	District	24	12	0	3	0	0	40
XVI	Bent	0	9	0	0	0	0	9
	Crow	2	0	0	0	0	0	2
	Oter	14	52	0	1	9	0	76
	District	15	61	0	1	9	0	86
XVII	Adam	1265	5	11	422	3	7	1714
	District	1265	5	11	422	3	7	1714
XVIII	Arap	327	4	0	81	7	3	422
	Doug	10	0	0	0	0	0	10
	Elbe	1	0	0	1	0	0	2
	District	338	4	0	82	7	3	434
XIX	Weld	79	70	1	26	20	0	196
	District	79	70	1	26	20	0	196
XX	Bould	175	23	0	32	8	0	238
	District	175	23	0	32	8	0	238
XXI	Mesa	152	30	7	44	15	2	250
	District	152	30	7	44	15	2	250
XXII	Muna	27	27	0	0	1	0	56
	Dolo	2	3*	0	0	0	0	5
	District	29	30	0	0	1	0	61
<u>1980</u>								
I	ClCr	8	0	0	7	0	0	14
	Gilp	0	0	0	0	0	0	0
	Jeff	535	15	1	76	0	0	626
	District	542	15	1	82	0	0	640
II	Denv	889	1012	753	259	526	309	3748
	District	889	1012	753	259	526	309	3748
III	Huer	0	11	0	0	2	0	13
	LasA	0	2	0	2	4	0	19
	District	0	13	0	2	4	0	19
IV	ElPa	982	209	188	360	79	54	1871
	KitC	5	3	0	0	1	0	9
	Linc	0	0	0	0	0	0	0
	Tell	0	0	0	0	0	0	0
	District	987	212	188	360	80	54	1880
V	Eagl	6	0	0	0	0	0	6
	Lake	0	0	0	0	0	0	0
	Summ	0	0	0	0	0	0	0
	District	6	0	0	0	0	0	6
VI	Arch	0	2	0	0	0	0	2
	LaPl	14	13	0	0	1	0	28
	SanJ	3	0	0	0	0	0	3
	District	16	15	0	0	1	0	32
VII	Delt	26	17	0	0	0	0	43
	Gunn	2	0	0	0	0	0	2
	Mont	6	0	0	0	0	0	6
	Oura	0	0	0	0	0	0	0
	SanM	0	0	0	0	0	0	0
	Hins	0	0	0	0	0	0	0
	District	34	17	0	0	0	0	51

TABLE F3.3 (1980 cont)

District	County	MA	MS	MNW	FA	FS	FNW	Total
VIII	Lari	185	24	7	39	8	0	262
	Jack	0	0	0	0	0	0	0
	District	185	24	7	39	8	0	262
IX	Garf	27	3	2*	6	0	2*	41
	Pitk	0	5*	0	0	0	0	5*
	RioB	0	1	0	0	0	0	1
	District	27	10	2	6	0	2	47
X	Pueb	440	595	75	68	107	53	1337
	District	440	595	75	68	107	53	1337
XI	Chaf	17	2	0	0	0	0	18
	Cust	2	0	0	0	0	0	2
	Frem	112	5	0	33	1	0	151
	Park	1	0	0	0	0	0	1
	District	132	7	0	33	1	0	173
XII	Alam	25	63	0	0	8	0	96
	Cost	0	6	0	0	0	0	6
	Mine	5	0	0	0	0	0	5
	RioG	6	10	0	2	0	0	18
	Sagu	0	3	0	0	0	0	3
	Cone	0	1	0	0	0	0	1
	District	36	84	0	2	8	0	130
XIII	Loga	16	0	0	4	0	0	20
	Morg	11	10	0	1	0	0	22
	Phil	5	0	0	1	0	0	6
	Sedg	0	0	0	0	1	0	1
	Wash	0	0	0	0	0	0	0
	Yuma	6	0	1*	2	0	0	9
	District	38	10	1	7	1	0	58
XIV	Gran	10	0	0	5	0	0	15
	Moff	5	4	0	5	0	0	15
	Rout	10	3	0	7	0	0	20
	District	25	7	0	17	0	0	50
XV	Baca	2	4	0	0	0	0	7
	Chey	0	0	0	0	0	0	0
	Kiow	5	0	0	0	0	0	0
	Prow	17	7	0	4	0	0	28
	District	25	11	0	4	0	0	40
XVI	Bent	0	8	0	0	0	0	8
	Crow	1	0	0	0	0	0	1
	Oter	14	54	0	1	10	0	79
	District	16	62	0	1	10	0	89
XVII	Adam	1500	6	13	499	4	9	2030
	District	1500	6	13	499	4	9	2030
XVIII	Arap	345	4	0	85	8	3	445
	Doug	12	0	0	0	0	0	12
	Elbe	1	0	0	1	0	0	2
	District	358	4	0	85	8	3	458
XIX	Weld	82	72	2	27	21	0	204
	District	82	72	2	27	21	0	204
XX	Boul	235	30	0	42	10	0	318
	District	235	30	0	42	10	0	318
XXI	Mesa	149	29	8	43	14	2	246
	District	149	29	8	43	14	2	246
XXII	Muma	24	24	0	0	1	0	49
	Dolo	2	3*	0	0	0	0	5
	District	26	27	0	0	1	0	53



Forecasting Commitments to the Department of Institutions,  
Youth Services Division, for Selected Years

by

Desmond S. Cartwright, Ph.D.

## NEW ADMISSIONS

One of the basic problems facing planners of correctional institutions is that of forecasting the capacity that will be needed in the near future and over the longer run. Numbers of new commitments may vary sharply from month to month, and from year to year. For example, at Lookout Mountain School for Boys, new admissions were 340 in 1962-3, 426 in 1963-4, and 290 in 1964-5.<sup>1</sup> Setting capacity at 425 would leave many vacant beds in some years. Setting capacity at 300 would, in other years, crowd children into halls with makeshift sleeping arrangements.

Since the base population of children does not fluctuate at the same rate, there must be many factors influencing commitments, not the least of which are the arresting and filing policies of enforcement agencies and the policies on judicial disposition of juvenile cases in the courts.

From a technical point of view, the problem of forecasting commitments may be approached in two ways. First, if a stable base can be found, and if a stable rate of commitment from that base can be found, then the rate can be applied as in other projections. Second, if the entire network of flows of personnel (from population to police to courts to institutions) can be understood in adequate detail as to dispositional alternatives and probabilities at successive stages, then appropriate lead-lag relations between the commitment stage and prior stages can be established, and prior signals of impending change can be relayed to the commitment receiving agency.

Insufficient progress has been made with the second approach (although some developments can be found in the SF Series of this report). The first approach was adopted here. After numerous alternatives had been tried and failed, the following stable base and rate procedures were adopted.

## BASE RATE PROCEDURES

It was reasoned that intervening bases (police arrests, court handling, etc.) were themselves less stable (fewer numbers for one

<sup>1</sup>Walton, G. (Ed.), Lookout Mountain School for Boys: Report and Statistical Analysis. Division of Youth Services, Department of Institutions, State of Colorado, 1966.

thing) than the 10-17 aged population of the State. Also, it was reasoned that the year-to-year fluctuations in new admissions were sizeable enough to require damping. This was achieved by taking the average annual number of new admissions in a five-year period. In order to maintain the proper population base, the average annual number of persons 10-17 present in the State during a five-year period was adopted. Naturally, the five-year period must be the same for both admissions and population base.

Using the basic demographic data and forecasts described in F1 of this series, interpolations were made for the male population aged 10-17 in Colorado as follows:

Year	Number Males 10-17
1960 1/2	128115
1961 1/2	130389
1962 1/2	132663
1963 1/2	134937
1964 1/2	137221
Average 1960 1/2 - 1964 1/2	132665

From the data provided by Walton,<sup>2</sup> the new admissions for 1960-62, 1962-63, 1963-64 and 1964-65 were summed and divided by 5 to obtain 343.6 admissions as the annual average during that five-year period; which corresponds with 1960 1/2 - 1964 1/2 period used for the demographic base. Dividing yields the commitment rate for males:

$$\boxed{C_M} = \frac{343.6}{132,665} = .002590$$

The estimated number of boys 10-17 in 1967 was 142,895; the number of new admissions in that calendar year predicted by expression  $\frac{C_M}{I}$  would be 370. The actual number admitted was 367. Pending further evidence it was concluded that  $C_M = .002590$  is an appropriate rate to apply to forecasts for future years through 1980.

A similar procedure was adopted for girls. Figures for new admissions for 1959 1/2 - 1964 1/2 were available,<sup>3</sup> showing an average

<sup>2</sup>Op. cit.

<sup>3</sup>Walton, G. (Ed.), Mount View Girls' School: Report and Statistical Analysis: 1954-1964. Division of Youth Services, Department of Institutions, State of Colorado, 1965.

annual number of new admissions of 122.6 during that period. The average annual number of girls 10-17 in the State was 125,751 during the same period, yielding

$$\boxed{2} \quad C_F = \frac{122.6}{125,751} = .000975$$

The estimated number of girls 10-17 in 1967 was 138,934. The number of new admissions in that calendar year predicted by expression  $\boxed{2}$  would be 135. The actual number admitted was 113. Thus, for 1967,  $C_F$  is definitely weaker than  $C_M$  as a predictor rate. It should be remembered that the  $C_M$  and  $C_F$  values are five-year averages however. Hence, the true test must come from data collected 1965-70, and the average values for that period. Other things being equal, if the  $C_F$  value is essentially correct, it would be expected that numbers of new admissions for 1968, -69 or -70 will exceed 135.

THE COLORADO YOUTH CENTER

All previous discussion has centered upon boys and girls committed to the Department of

Institutions on the basis of findings of delinquency. Commitments may also be made on finding the child to be In Need of Supervision (CHINS). Then children cannot be placed in Lookout Mountain School for Boys or Mount View Girls' School, but must be placed in Colorado Youth Center, if possible.

Five-year data were not readily available, and would likely be misleading anyway, since the legal category of CHINS was put into force only in July 1967, although certain equivalent categories existed before that.

Pending further evidence, it seems appropriate to use the forecast figures for delinquency commitments along with a ratio of CHINS to DELINQUENCY commitments, in order to forecast commitments to Colorado Youth Center. In 1967, of 562 new admissions to the Department, 77 were CHINS; 40 girls and 37 boys. Since 372 DELINQUENT boys were admitted, the ratio is 10:1 for boys. Since 113 DELINQUENT girls were admitted, the ratio is 2.8:1 for girls. Using the same ratios on predicted numbers of delinquency commitments for years to 1980, Table F4.1 is achieved.

TABLE F4.1  
Forecasts for Commitments to the Department of Institutions,  
Youth Services Division: Selected Years

GROUP	BASE	RATE	(Comparison Year) <sup>a</sup>			
			1967	1970	1975	1980
MALES 10-17	----	----	(142895)	169921	182604	206124
MALE DELIN	MALES 10-17	.002590	( 372)	440	473	534
MALE CHINS	MALE DELIN	.100000	( 37)	44	47	53
FEM 10-17	----	----	(138934)	156697	177627	197821
FEM DELIN	FEM 10-17	.000975	( 113)	153	173	193
FEM CHINS	FEM DELIN	.353983	( 40)	54	61	68
TOTAL NEW AD- MISSIONS = TNA	----	----	( 562) <sup>b</sup>	691	755	849
ANGLO	TNA	.513	( 286)	354	387	436
SPANISH-NAME	TNA	.306	( 171)	211	231	260
NON-WHITE	TNA	.111	( 62)	77	84	94
AGE 10-11	TNA	.015	( 8)	10	11	13
AGE 12-14	TNA	.289	( 154)	200	218	245
AGE 15-17	TNA	.695	( 370)	480	525	590

<sup>a</sup>Figures for 1967 are actual, i.e., not estimated by the rate procedures.

<sup>b</sup>The sum of Anglo, Spanish-named and Non-white do not add up to 562 because "mixed" and "not known" persons make up the balance. Similarly, a few persons less than 10 and over 17 were included because of time lags and other factors.

DIFFERENTIATION BY  
CULTURAL GROUP AND AGE

The Division of Youth Services places children according to their needs, and, therefore, makes numerous determinations concerning a child's needs on intake. Much of this work is carried out by physicians, psychiatrists, psychologists, social workers and corrections personnel in team staffings. However, certain broad categories by cultural group and age call for differential staffing in the interest of the child. For example, personnel and placement suitable for 12 year-olds are usually not suitable for 16 year-olds.

. From 1967 calendar year data supplied by the Division of Youth Services, the percentages of new admissions by cultural group and age were also obtained. Assuming these percentages will roughly hold constant through 1980, further breakdowns on expected numbers of admissions through 1980 are made in Table F4.1.

It is plain that little special attention need be paid to providing for increased numbers of 10-11 year-olds. The major problems to be faced will concern 15-17 year-olds. Compared with 1967 it is projected that there will be an increase of 110 new admissions of youth 15-17 years old by 1970. By 1980 another additional 110 new admissions will bring the five-year annual average to 590. Over the 370 figure for 1967, the 1980 figure represents an increase of 59%.

Though smaller in absolute number, the 12-14 age group will also increase 59% between 1967 and 1980. It is, therefore, clear that, providing no other factors change the situation, and provided the average length of stay remains constant, by 1980 the capacity of the Youth Services Division will have to be increased 59% over the present.

General Recommendations for Child and Youth  
Services in the State of Colorado

by

Desmond S. Cartwright, Ph.D.

## INTRODUCTION TO THE RECOMMENDATION SERIES

This report is one of the series on Recommendations. Others in the series discuss particular systems and subsystems: as enforcement, judicial, and so on. The present report concerns more general matters pertinent to child and youth services in the State of Colorado as a whole.

The series of Recommendation reports fulfills one part of the purpose of this Project: a statement of "The desirable situation," to be employed in long-range planning (see Report P1). Recommendation reports draw upon a number of sources of data: upon Ideals Panels in the Project's tape data-file, upon the evaluation studies (Reports E1 and E2), upon Report C2, and upon nationally available published materials.

## OUTLINE OF R1: GENERAL RECOMMENDATIONS

The general recommendations pertain to what the State of Colorado should do generally in order to improve prevention, treatment and control of delinquency. In the first part some fundamental goals of such services are discussed. The second part presents an extensive series of specific recommendations made by agency personnel throughout the State of Colorado and by the Colorado Juvenile Council. The third part draws together a number of recommendations to states made by national authorities.

## GOALS OF CHILD AND YOUTH SERVICES

Some dilemmas in the statement of goals

The goals of a man or of a state or nation are not coordinate things like the items on a housewife's grocery list. Rather they are systemic things, interwoven with values, linked to temporal paces as in long-term and short-run goals; they are liable to be chained together in series, with successive intermediate goals leading ultimately to a final goal. But even more confounding to a simplistic consideration is the fact that few men and fewer nations (if any at all indeed) have goals all of which are mutually compatible: people want to save money and also buy a new car; they want to be free of pain, but also they like a bit of excitement, often dangerous; they want to spend time with the family, but also they want to get ahead. Nations similarly: they want to provide the best they can for their own people, but also they want to defend themselves against potential enemies from abroad; they want guns and butter; they want maximum liberty for the

individual and maximum law and order; they want individual freedom to be different from others, but they also want equality of rights and access.

In the systems of justice and corrections for juveniles no less: "There is evidence, in fact, that there may be grounds for concern that the child receives the worst of both worlds: that he gets neither the protections accorded to adults nor the solicitous care and regenerative treatment postulated for children."<sup>1</sup> Both procedural justice, secured by the formalities of criminal procedure, and also a differential solicitous care and regenerative treatment are wanted. Again, the nation wishes to rehabilitate delinquents, but also it wishes to protect society from delinquent depredations. The anguished father of a boy wantonly stabbed to death by a gang of juveniles stated: "They are monsters--in my mind I classify them as savage animals...They should be put away and kept away. Or if the penalty is death, to be executed. Certainly they set themselves up in the form of a judge, jury and execution squad in the case of my son. All in a matter of minutes."<sup>2</sup>

In a nationwide survey of public attitudes toward crime and corrections, people were asked:<sup>3</sup>

"How should juveniles be dealt with for specified offenses?" Answers were as follows:

	Percentage saying:		
	<u>Probation</u>	<u>Commit</u>	<u>Not sure</u>
17-yr-old steals frist time from department store	77	20	3
15-yr-old mugs and robs old man	13	82	5
16-yr-old steals auto	40	56	4
14-yr-old loots in urban riot	56	40	4
16-yr-old breaks school window	66	30	4

<sup>1</sup>Kent v. United States, 383 U.S. 541 (1966).

<sup>2</sup>Reported by Yablonsky, L., The Violent Gang, N. Y.: MacMillan, 1962, p.23.

<sup>3</sup>The Public Looks at Crime and Corrections, Joint Commission on Correctional Manpower and Training, 1522 K Street, N.W., Washington D.C., 20005.

Averaging these figures, roughly 50% favor probation as a general rule, while 46% favor commitment. Petty theft and minor vandalism are seen as consistent with remaining in the community under probationary supervision. Assault, robbery, and major theft are seen as grounds for being "put away." However, the public feels that rehabilitation is the primary goal of institutionalization. In answer to the question:

"What do you think is the main emphasis in most prisons, and what should it be?"

Responses were as follows:

	<u>Pun- ishment</u>	<u>Rehabil- itation</u>	<u>Protecting Society</u>	<u>Unsure</u>
It is now	13	48	24	15
Should be	7	72	12	9

On the question as to how successful they think prisons and other correctional systems have been in rehabilitating criminals, 54% thought they had been somewhat or very successful; 46% slightly or not successful.

The question was also asked:

"Would you feel uneasy over these personal contacts with a juvenile delinquent who had spent time in a reform school for robbery?"

Responses were as follows:

<u>Type of contact</u>	<u>Percent feeling uneasy</u>
Boy in your son's class in high school	39
Someone your son knows in a social club	44
A close personal friend of your child	70
A boy seriously dating your teenage daughter	84

From these responses it is apparent that the public's actual confidence in the success of "rehabilitation" is not very great. They prefer to keep their distance from serious-offense delinquents even after the latter have spent time in a "reform" school.

In these results altogether it may be seen that the public experiences a dilemma of goals with respect to juvenile delinquents, especially those committing serious offenses. Rehabilitation is one goal; restriction of free access to associate with the public's children

is another goal. Possibly the one is an ideal goal, the other an operating goal; or perhaps the one is a value, the other a fear.

The same perplexity as to what the nation wants besets correctional personnel. As part of its nationwide survey of corrections for the President's Commission on Law Enforcement and Administration of Justice, the National Council on Crime and Delinquency held meetings with key correctional officials and others familiar with correctional problems in each state to discuss such questions as:<sup>4</sup>

"What are the most important correctional needs and problems of the state?"

Seven broad categories of issues emerged, including:

"The need for a clearer correctional philosophy.--The nation must decide what it wants done about offenders. One meeting called this a need to define the national attitude toward offenders: 'Do we wish to punish or to cure?' Many felt that the field of correction itself is torn by ideological conflicts, has failed to develop a workable philosophy on how best to control crime, and has not achieved a shared body of knowledge and skills."

It is apparent that there is perplexity about what the nation wants, and about what the national attitude toward offenders is. It also appears that among corrections personnel themselves there are ideological conflicts, which, among other things, presumably mean mutually incompatible goals.

Fortunately, the work of the National Council on Crime and Delinquency and the work of the President's Commission on Law Enforcement and Administration of Justice have led the way toward precisely a clearer formulation of goals, a clearer philosophy of corrections.

Toward a Philosophy of Juvenile Justice and Corrections

In the United States of America public philosophy is codified in law. Before considering recent proposals by national authorities concerning the goals of juvenile justice and corrections, it seems appropriate to consider the Constitution of the United States.

<sup>4</sup>Mathew Matlin (Ed.), Correction in the United States, N.Y.: National Council on Crime and Delinquency, 1966.

"We, the People of the United States, in Order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common Defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity, do ordain and establish this Constitution for the United States of America."

Relevant goals for present consideration include Justice, Tranquility, Welfare, and Liberty. These may be seen as the overarching goals of the American way of life. Those of the Constitution's provisions that apply to juvenile justice and corrections would appear to include the following at least:

Art. IV. Sec 2 (1). "The Citizens of each State shall be entitled to all Privileges and Immunities of Citizens in the several States." (The Constitution does not exclude juveniles from the status of Citizen).

Art. IV. Amendment. "The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause, supported by Oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized." (The Constitution does not exclude juveniles from the status of 'the people.')

Art. V. Amendment. "No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a Grand Jury...nor shall any person be subject for the same offense to be twice put in jeopardy of life or limb; nor shall be compelled in any Criminal Cases to be a witness against himself; nor be deprived of life, liberty, or property, without due process of law..." (The Constitution does not exclude juveniles from the status of 'person.')

Art. VI. Amendment. "In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, but an impartial jury of the State and district wherein the crime shall have been committed,...and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor, and to

have the Assistance of Counsel for his defense." (The Constitution guarantees speedy trials and due process.)

Art. IX. "The enumeration in the Constitution of certain rights, shall not be construed to deny or disparage others retained by the people." (The Constitution provides for complexity in the Nation's goals and values.)

Art. XIV. Sec. 1. "All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the State wherein they reside. No State shall make or enforce any law which shall abridge the privilege or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty, or property, without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws." (The Constitution is explicit concerning the meaning of citizenship both in the United States and in the several States, and in providing that the privileges, immunities, and guarantees of due process and equal protection shall apply to all persons.)<sup>5</sup>

The President's Commission on Law Enforcement and Administration of Justice, in concluding its report upon Juvenile Delinquency and Youth Crime,<sup>6</sup> sees society's efforts to control and combat delinquency as operating at three levels. These levels are consistent with the declaration of purpose and the provisions of the Constitution:

"The first and most basic--indeed, so basic that delinquency prevention is only one of the reasons for it--involves provision of a real opportunity for everyone to participate in the legitimate activities that in our society lead to or constitute a good life: education, recreation, employment, family life. It is

<sup>5</sup>All quotations from the Constitution were taken from American Historical Documents in C.W. Eliot (Ed.), The Harvard Classics, N.Y.: Collier, 1938.

<sup>6</sup>The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, United States Government Printing Office, Washington, D.C., February, 1967, p. 88.



to insure such opportunity that schools in the slums must be made as good as schools elsewhere; that discrimination and arbitrary or unnecessary restrictions must be eliminated from employment practices; that job training must be made available to everyone; that physical surroundings must be reclaimed from deterioration and barrenness; that the rights of a citizen must be exercisable without regard to creed or race.

"The pursuit of these goals is not inconsistent with the need to strengthen the system of juvenile justice. Some young offenders are dangerous repeaters, responsible for holdups, muggings, aggravated assaults--the crimes that frighten people off the streets. Others, while less threatening, have already shown themselves resistant to non-coercive rehabilitating efforts. Dealing with these youths so as to protect society requires--at least, at this point in our understanding of human behavior--custody, adjudication of fact, imposition of sanction. Those measures depend upon an effective, efficient system of juvenile justice. Swift apprehension, thorough investigation, prompt disposition--carried out by persons carefully selected and trained for their functions--should maximize the system's deterrent impact and the respect accorded the law it upholds. Insofar as the juvenile justice system does deal with delinquency, its dealings should be characterized by these attributes.

"Further, the system should operate with all the procedural formality necessary to safeguard adequately the rights that any person has when he is subject to the application of coercive power. Juveniles should be represented by counsel; they should be able to confront those complaining of their conduct; their fate should not be determined by hearsay or gossip. They should not be unnecessarily detained.

"Between these two aspects of delinquency control--the first relevant to all young people, the second reserved for those who appear to need the coercive authority of the court--there is a third: response to the special needs of youths with special problems. They may already have delinquency records. They may be delinquent but not seriously so. They may be law-abiding but alienated and uncooperative in making use of education or employment or other opportunities. They may be

behavior or academic problems in school, or misfits among their peers, or disruptive in recreation groups. Whatever the nature or degree of the difficulty, today they are all too likely to be excluded by most agencies and institutions, which find these youngsters whom ostensibly they exist to help, in fact more than their limited resources can manage. They may restrict the participation of such youths in extra-curricular school activities, keep them segregated from their fellows in special classes, eliminate them from recreation groups, rate them ineligible for certain sorts of therapy.

"For such youths, it is imperative to furnish help that is particularized enough to deal with their individual needs but does not separate them from their peers and label them for life. Providing sufficiently specialized services while yet avoiding destructive labeling and stigma poses one of the central dilemmas in the delinquency prevention area. In this chapter the Commission has attempted to suggest some methods of meeting it--by minimizing the separation in special classes of children who need additional help in school and by returning them to regular routine as soon as possible; by involving whole groups of young people, rather than just the troublemakers, in community activities; by requiring that the Youth Services Bureau accept and deal with all youth and encouraging it, by means of specially earmarked funds, to develop intensive programs for delinquents. Whatever the specific methods chosen, the problem must be attacked, for it is with these young people that most youth-serving agencies today are having the least success."

Thus, the Commission sees society's first level of efforts to control and combat delinquency as the provision of opportunity, as the active effort "to promote the general Welfare, and secure the Blessings of Liberty" for all citizens. The second level of efforts to control delinquency concerns effective application to juveniles of the rights to a speedy trial and due process. Such emphasis is called for in connection with proceedings which may, in fact, lead to deprivation of "life, liberty or property." The Commission is blunt about this: "Dealing with these youths so as to protect society requires...custody, adjudication of fact, imposition of sanction." Sanction, not rehabilitation. The third level of efforts seen by the Commission concerns differential treatment of the inbetween group of difficult youth: unseriously delinquent, alienated,

uncooperative, school problems and others.

The Commission differentiates its specification of goals according to type of child or youth: potentially delinquent, mildly difficult problems, and serious offenders. In the first group are all children whatsoever, and there the thrust of effort is toward prevention. In the second group are those outstandingly in need of treatment. In the third group are those outstandingly in need of control. The concept of "Prevention, Treatment and Control of Delinquency" is viewed as itself complex; it specifies the complex nature of social response to delinquency. Within the overarching goals of the Constitution the Commission envisages emphasis upon different sub-goals for different classes of youth.

It should not be understood that the Commission rejects goals of rehabilitation or treatment for serious offenders; it does not. The rendering of swift, effective justice, with due process, and sanction where called for by law is recognized as the goal of primary emphasis in connection with dangerous offenders; not the exclusive goal. Nor does the Commission see any subgroup as subject to a single purpose. Patterns of goals are applicable throughout.

Focussing upon corrections (detention, probation, institutionalization, aftercare),<sup>7</sup> the National Council on Crime and Delinquency<sup>7</sup> has enunciated patterns of goals consistent with those of the President's Commission. As the gaps between correctional practices and correctional standards (goals) are closed,

"...correctional methods will become more effective through greater use of research, evaluation and statistical reporting; treatment techniques will become more appropriate to the needs of offenders and the safety of the community, and the public will become better informed of correctional goals and accomplishments.

"To achieve these goals, correction must be alert and responsive...to our society's growing determination to give each individual the opportunity to achieve his potential.

"If correction is to make the most of its unique capacity for helping the offender relate positively and constructively to community life, it must become a continuous process operating within the framework of a common philosophy...

<sup>7</sup>Matlin, op.cit., pp. 260-261.

"Differential treatment of offenders according to their individual needs is fundamental to the correctional task. Diagnostic services must be made available at every major decision point along the correctional continuum...

"Differential treatment of offenders implies a variety of treatment resources and alternatives. Group methods in all correctional settings,...pre-release centers, halfway houses, skill trained based on job market needs, use of volunteers...

"Undoubtedly many offenders--especially those whose problems are more social than criminal--can be screened out of the correctional system without danger to the community, especially a community where remedies for their problems can be obtained through existing non-correctional resources..."

Thus, the National Council on Crime and Delinquency sees effective correction, appropriate treatment, and differential diagnosis as integral goals of corrections, leading to the overarching goals of providing individuals with opportunity to achieve their potential and to relate positively and constructively to community life. Also envisaged is the goal of referring those with more social problems out of the correctional system as such wherever the community can provide appropriate non-correctional treatments: the inbetween group as described by the President's Commission.

There is indeed increasing determination in our society to give each individual the opportunity to achieve his potential. Increasingly active steps are being taken to "promote the general Welfare and secure the Blessings of Liberty..." In addition to many particular Acts of Congress enabling and directing the establishment of specialized offices such as the Office of Economic Opportunity and the Office of Juvenile Delinquency and Youth Development, the Government of the United States has recognized the wide importance of monitoring progress toward social goals. In one message to the Congress, President Johnson stated:<sup>8</sup>

"Through the programs entrusted to its care, the Department of Health, Education and Welfare exercises continuing concern for the social well-being of all our people. Already, as I have indicated in

<sup>8</sup>Gross, B.M., and Springer, M., A New Orientation in American Government, Annals of the American Academy of Political and Social Sciences, 1967, 371, 1-19, p. 10.

this message, it has become possible to set ambitious goals for the future...

"To improve our ability to chart our progress, I have asked the Secretary to establish within his office the resources to develop the necessary social statistics and indicators to supplement those prepared by the Bureau of Labor Statistics and the Council of Economic Advisors. With these yardsticks, we can better measure the distance we have come and plan for the way ahead."

Major responsibility for the new mission was assigned to William Gorham, Assistant Secretary for Program Coordination, HEW, who organized a Social Indicators Panel chaired jointly by himself and by Daniel Bell. Materials were prepared that could be used in proposing a first Social Report of the President (parallel to the Economic Reports of the President). In a working memorandum the two cochairmen expressed the rationale for such a proposal as follows:<sup>9</sup>

"No society in history has, as yet, made a coherent and unified effort to assess those elements in the society which facilitate and which bar each individual from realizing to the fullest extent possible his talents and abilities, in order to allow him to find a job, or establish a career commensurate with his talents, to live a full and healthy life equal to his biological potential, to establish the conditions for an adequate standard of living which allows him to live in a civilized fashion, and which provides a physical and social environment which enhances his sense of life. We believe that these are aims implicit in the American purpose. We believe that the means of realizing these are possible. If it is agreed that this is an appropriate and adequate focus, the function of the Social Report would be to provide a continuing assessment of our abilities to realize these aims."

From the statements gathered together in these pages it may be presumed that crime and delinquency are among the "elements in the society...which bar each individual from realizing to the fullest extent possible his talents and abilities,...(etc.)." Criminal and delinquent behaviors produce problems, sanctions and negative consequences for future advancement of the individual who is criminal or delinquent; they produce deleterious consequences (loss of property, health, life,

<sup>9</sup>Ibid., p. 11.

security) for other individuals in the society (victims). Law enforcement and the administration of justice and corrections are presumably among those "elements in society which facilitate...each individual (in) realizing...(etc.)." The construction of appropriate Social Indicators for these elements would allow continuous measurement of the extent to which the nation is making progress toward fulfillment of the "aims implicit in the American purpose."

The recently enacted "Colorado Children's Code" bears a "Declaration of Purpose" that appears consistent with foregoing statements of national goals:<sup>10</sup>

"22-1-2. Declaration of Purpose.--(1) (a) The general assembly hereby declares that the purposes of this chapter are:

(b) To secure for each child, subject to these provisions, such care and guidance, preferably in his own home, as will best serve his welfare and the interests of society;

(c) To preserve and strengthen family ties whenever possible, including improvement of home environment;

(d) To remove a child from the custody of his parents only when his welfare and safety or protection of the public would otherwise be endangered; and

(e) To secure for any child removed from the custody of his parents the necessary care, guidance, and discipline to assist him in becoming a responsible and productive member of society.

(2) To carry out these purposes, the provisions of this chapter shall be liberally construed."

Not included in the Declaration of Purpose is the purpose of providing for due process in juvenile matters, for which in fact the new Code is an elegant instrument. There is a suggestion of emphasis upon avoiding institutionalization where possible, but there is no direct specification (other than "as will best serve his welfare") of measures designed to "facilitate...each individual (in) realizing to the fullest extent possible his talents and abilities...(etc.)."

Nevertheless, it would seem possible that

<sup>10</sup>Colorado Children's Code: Enacted by the First Regular Session, Forty-Sixth General Assembly, State of Colorado, 1967. Published by the Colorado Legislative Council, Denver, Colorado, 1967.

R1

the Declaration of Purpose of the Colorado Children's Code could provide the basic structure of a document designed to codify fully the State's philosophy of juvenile justice and corrections.

#### WHAT THE STATE SHOULD DO

We turn now to the second part of the report, which addresses itself to summarizing the recommendations by agency officials throughout the State concerning what the State should do generally in order to improve prevention, treatment and control of delinquency.

One of the questions asked in the course of Project interviews conducted with agency personnel throughout the State of Colorado was as follows:

103. What are the three most important things you feel the State government should do generally in order to improve prevention, treatment and control of delinquency?
- 1.
  - 2.
  - 3.

Results will be summarized here by subsystem and by a content grouping of the responses into eight categories:

Laws  
Organization  
Personnel/training  
Residential facilities  
Deployment of funds  
Local rights  
Parents/families  
Other agencies.

All responses given are recorded in the following pages; however, in many cases there was sufficient similarity between responses of different respondents within a subsystem to combine them and summarize in one statement. Many of the items listed here, then, are actually such combinations. That means that in many cases a listed item was actually asserted by as many as a dozen different respondents.

Subsystem: Sheriffs

#### Laws

1. Should emphasize right to a speedy trial.
2. Should give more latitude to officer working with youth.

#### Organization

3. Provide for stronger lobby for children in legislature.

#### Personnel/training

4. Department should have Civil Service for Deputies.

5. Job security and fringe benefits should be provided.
6. Provide highly trained personnel, including Juvenile Officer.

#### Residential facilities

7. Proper detention facilities should be provided by State.
8. Provide foster homes and farms for youth to stay and work locally.

#### Deployment of funds

9. Mill levy should be changed to provide more for enforcement.
10. County commissioners should get money from State.
11. Sheriff's budget should be taken over by State.
12. Salaries should be made comparable to those of city police and State patrol.
13. State should seek funds from Federal government for improvement of local law enforcement.

#### Local rights

14. State should understand geographic and cultural differences.
15. State should leave communities and agencies alone, but provide institutions.

#### Parents/families

16. There should be adequate laws governing parental responsibilities.
17. State should provide for parents to work with law enforcement.
18. State should improve recreational facilities for families as such.

#### Other agencies

19. More psychiatric help should be made available locally.
20. State should establish a program like Job Corps to provide training for trades and income while training.

Subsystem: City Police

#### Laws

1. Give police greater authority in working with children.
2. State should examine in detail the problems of the officer on the beat in order to best provide laws governing police contact with children and youth.
3. Should emphasize right to a speedy trial.
4. Law should provide for a central agency to keep a complete history of each child before the courts.
5. Clear interpretation of points in the Children's Code concerning police contact and handling of children should be given to all officers.

Organization

6. Court procedures should be standardized throughout the State.
7. State should force counties to coordinate in meeting mutual needs.
8. State should help small communities in organizing themselves.
9. Police work in the school should be organized by State.
10. Provide a research and information center which would keep all agencies informed as relevant.

Personnel/training

11. Create a uniform agency that would instruct and supply all departments with training and facilities as needed to become adept in juvenile matters and handling.
12. Provide juvenile officers for small communities.

Residential facilities

13. State should provide proper detention facilities in small communities.
14. Provide adequate and more numerous institutions including especially a top security institution to which judges may commit certain youths.
15. State should provide more group residential facilities.

Deployment of funds

16. State should provide financial assistance to local police.
17. State should help local communities finance better recreational facilities for children.
18. State should get more funds from the Federal government.

Local rights

19. In State organized programs, work should be kept local, carried out by local people.

Parents/families

20. Strengthen laws regarding parents' responsibilities, concerning such matters as neglect.
21. State should start working with parents in the home to stop delinquency.

Other agencies

22. Give the schools more authority to discipline children, and provide teachers with immunity from civil action.
23. Provide many more personnel for probation and parole.
24. Enlarge psychiatric services, especially in county welfare departments and schools.
25. There should be a separate juvenile court system in all districts.
26. There should be a program of educa-

tion in the need for law enforcement which should be carried on intensively in the schools.

Subsystem: District Attorney

Laws

1. Legal provision should be made for courts to give permission to file again on a child already committed but escaped.
2. Drug laws should be tightened up.
3. Laws should provide for DA to be involved in all crimes committed in his district, especially those of serious nature, even though committed by a juvenile.
4. A bill should allow publication of juvenile's name after he is sentenced.
5. Laws should provide greater freedom to work with children and youth, especially in interrogation.

Organization

6. By combining districts, true juvenile courts should be established throughout the State - possible six or eight.
7. Entire juvenile programs should be under civil service.

Personnel/training

No responses in this category.

Residential facilities

8. There should be more space provided per child in the State's institutional facilities.
9. Some inbetween alternative is needed, as between turning children loose and sending them to the State's training schools.
10. State should help counties establish half-way houses.

Deployment of funds

11. State should fund juvenile courts entirely.
12. State should provide funds to D.A.

Local rights

13. District attorney, courts and probation should all be under State control.
14. If funds are available, State should provide them to counties but leave counties to handle their own problems.
15. State should provide greater local autonomy in handling children and youth.

Parents/families

16. State should look for a way to stop decrease in respect for the law in both children and parents.
17. State should consider a statute imposing at least partial financial

responsibility on parents for damage to others resulting from actions of children whose parents provide no supervision.

#### Other agencies

18. There should be more facilities for dealing with the emotional and psychiatric problems of teenagers; more psychological and psychiatric diagnostic services available to provide D.A. with evaluation services as needed.
19. State should try to improve understanding of police toward youth so that police will have a chance to communicate better with child.
20. Schools must teach children better concerning their responsibilities for living in society and to respect other people and other people's property.
21. State should open up job opportunities for lower classes.
22. State should establish clear guidelines for all law enforcement agencies.
23. Probation should be strengthened considerably.
24. State should provide qualified personnel to work with juveniles in each district - connected with probation and parole.
25. State should provide job security for sheriff's deputies.

#### Subsystem: Courts/probation

##### Laws

1. Portions of the Children's Code should be changed; those requiring time-consuming procedures, restricting function of police and probation, disallowing commitment to the reformatory.
2. State should provide the funds necessary to implement the provisions of the Children's Code.
3. The Children's Code should provide for more respect for law enforcement.
4. The system of allowing rotation of judges to serve as juvenile judge should be discontinued.

##### Organization

5. Probation and parole services should be combined.
6. Adult and juvenile probation and parole should be under one head and separate from judicial system.
7. State should provide a complete reorganization with adequate staff for closer community contacts and communication, and better child supervision.
8. State should vastly expand its subsidy system to local courts and probation departments.
9. State should assist courts in training

programs and in the development and communication of research knowledge and make the youth service agencies an exciting model for effective treatment and rehabilitation.

10. State should develop programs that are proven to reduce delinquency and get these programs off the ground.
11. The State should formulate a policy for all of Colorado with respect to CHINS and the objectives of probation.
12. State should attempt some resolution of cultural, economic and political problems inherent in the many bi-cultural areas of the State; attention should be paid especially to provision of adequate representation in the legislature.

##### Personnel training

13. State should establish training programs for probation departments to achieve statewide unity on policy and objectives.
14. State money should be provided for educational leaves.
15. Salaries of personnel in non-metro areas should be supplemented to keep good people there.
16. Adequate numbers of personnel should be provided so that existing personnel can do their job properly.
17. Provision of trained personnel among judges.
18. Provision of technical advisers to judges - sociologists, for example.
19. Courts should be provided with investigating officers.
20. State should seek out people in the community who are leaders, who are ideal people to start programs, and then should underwrite the programs.

##### Residential facilities

21. More beds are needed for CHINS.
22. State should finance detention centers, and help plan.
23. State should develop more foster homes and halfway houses in rural areas.
24. Foster placements are needed for use between probation and institutions; i.e., alternative placements after adjudication.
25. Halfway houses in and out are needed.
26. Need local placement facilities for children who are not delinquent but who need a replacement of parents.
27. A greater variety of placements should be made available.
28. More facilities like the Colorado Boys' Ranch should be encouraged by the State.
29. Diagnostic group homes should be

- developed.
30. There should be no expansion of the institutions.
  31. State should expand the institutions to take care of various kinds of juvenile problems, especially maximum security for dangerous juveniles.
  32. State should provide a facility for CHINS which is more secure than the Youth Center.
  33. The services of the institutions should be increased, especially vocational rehabilitation.
  34. The State should establish regional institutions.
  35. Children and youth in institutions should be segregated according to need, etc., more than presently.
  36. More camps like Lathrop Park and Golden Gate should be provided.

#### Deployment of funds

37. State should assume all or part of the costs of the district courts, including probation.
38. Money should be spent on research grants for projects like that of Boulder which others can share in.
39. A commission should be delegated by the governor to travel around to let the State see how much money is being spent on delinquents.

#### Local rights

40. State should resolve the problem between centralization of government and financial ability of community to take care of own needs.
41. State should take over, provide central program, training for it, and funds to operate it.
42. Entire correctional system should be state-controlled.
43. Instead of providing institutions, the State should encourage local areas to handle children and youth.
44. State should provide facilities to the district for cases that should be handled locally.
45. State should assist in provision of more community center facilities, and more services within the community.
46. State should provide support to local units of government.

#### Parents/families

47. State should seek ways to educate parents, make them act like adults.
48. Programs should be provided for parents to prevent their child from getting in trouble; possibly through public education programs for parents and community generally.
49. Ways should be sought to control parents.

50. State should assist in birth control in some instances.

#### Other agencies

51. More support should be given to welfare to help keep children and youth going to school and college where indicated.
52. Welfare system could work better to provide more money especially for ADC mothers and through adequate case-work services. Also, there should be public education in welfare.
53. State should work with welfare to keep children from returning to the same environment that caused the problem in the first place.
54. There should be an attempt to improve the image of the teaching profession.
55. State should provide for greater adaptability among school-teachers, especially in regard to working with difficult children and youth.
56. Arrangements should be made for better adjustment of school curricula.
57. School system should provide for greater emphasis upon vocational education.
58. School principals should be encouraged to attend seminars on the Children's Code.
59. State should get more involved in the local mental health facilities and provide special treatment services for adolescents.
60. State should help develop a closer understanding between court, welfare, and psychologist.
61. State should provide more job opportunities and employment preparation for parents and children, beginning in kindergarten with the latter.
62. State should see that there is less police badgering of first offenders.
63. The State institutions should be more interrelated so that transfers from one to another are easier.
64. The decision on exactly where to commit should be made by the Head of the Department of Institutions.
65. Tours of the State institutions should be provided for probation, child welfare and the courts.
66. State should provide money to parole for job training and foster homes.
67. Early detection and prevention programs should be established, possibly in the schools.
68. Provision should be made for the DA to file directly.
69. The State should support the Colorado Juvenile Council and utilize the expertise of its staff and membership.

Subsystem: Corrections, residential<sup>11</sup>

Laws

1. Children's Code should be changed to provide for diagnostic reception center for the Department of Institutions.

Organization

2. Probation services and parole should be under the same head for coordination and communication, and the avoidance of unnecessary duplication.
3. State should encourage and lead the way in setting up communication programs at the local level for prevention.
4. Master planning should be undertaken by the State, which should also provide enough money to make it effective.
5. Interior structure of training schools should be examined for effectiveness and changed as necessary.

Personnel training

6. The State should provide funds for a third shift in all residential institutions immediately.
7. State should seek leaders in treatment, prevention and planning.

Residential facilities

8. There should be greater emphasis on smaller group treatment centers throughout the State rather than large residential centers.

Deployment of funds

9. In regard to prevention, which presently is poorly programmed, the State should put more money in services at all county levels to get the problems where they happen before they are serious.

Local rights

10. There should be more local involvement of citizens in the community.

Parents/families

No response in this category

Other agencies

11. State should extend and improve community mental health facilities.
12. State should develop preventative programs in the schools, which often compound the problems in the home.
13. State should help provide more community recreation facilities.

---

<sup>11</sup>Variations in numbers of responses reflect numbers of interviews held with personnel in different subsystems.

Subsystem: Parole aftercare

Laws

1. Statutory provision should be made for a different type of commitment facility, one that is more secure than the present training schools.

Organization

2. State should reorganize to combine adult and juvenile correctional system, separate from judicial system.
3. State should provide for continuity between prevention, probation, parole and subsequent prevention services.
4. State should provide continuing direction to local services through education and provision of local treatment and residential facilities like camps.

Personnel training

5. Parole counselor staff should be greatly expanded to take care of problems inherent in great distances that must be covered in rural areas in order to spend time with parolees; and to reduce child-counselor ratio generally.

Residential facilities

6. State should provide detention facilities in local areas.
7. State should establish group homes throughout local communities.
8. State should establish separate facilities for predelinquents.
9. There should be more institutions, smaller than the present training schools, more like the boys' camps.
10. A facility should be established to handle the hard core male and female juvenile delinquent.

Deployment of funds

11. The State should provide financial aid in selected areas of the system, specifically to the courts.

Local rights

12. Local control over services should be maintained.

Parents/families

No responses in this category.

Other agencies

13. Probation and detention services should be standardized by the State.
14. State should establish purely vocational schools.
15. State should provide for improved communication from the institutions to local agencies.
16. State should provide for employment of children and youth, beginning at kindergarten level.



## Subsystem: Schools

Laws

1. Laws should be clarified as to the authority that schools have.
2. Age 16 is hard to let a child loose on society, since mostly there is nothing for him to do at that age. Law should say 18 and let principal have the power to say that a child can be expelled at 16 if necessary.
3. The Children's Code should be repealed or revised.
4. Laws should provide support for law enforcement officers and allow them to do their job.
5. The Children's Code should be strengthened and made less permissive, less likely to harm children in the long run.
6. Increased legal control of drug usage should be established.

Organization

7. State should establish regional delinquency prevention and treatment centers.
8. State should provide better coordination of prevention efforts statewide.
9. The Department of Institutions and the Department of Education should work more closely together.
10. There should be regional teams of specialists that would supplement local efforts at prevention and treatment.
11. State should provide for much earlier work with children in attempts at prevention.
12. A State Board of Vocational Education should maintain emphasis on vocational education.
13. State should provide a two-year college for vocational students.
14. State should organize a system of classroom units specially designed for prevention of delinquency.
15. There should be a centralized Youth Authority to provide coordination and leadership for services to youth.
16. There should be closer links between school and other state agencies, especially psychiatric hospitals, local parole departments, mental health and courts.

Personnel training

17. State should provide more aggressive leadership.
18. Training programs in juvenile matters should be developed.
19. More specialized personnel should be provided schools for carrying on prevention and treatment of delinquency.
20. State should emphasize in-service

training of existing school personnel in order to meet needs of predelinquent and delinquent youth.

21. State expenditures for counselors should be increased.

Residential facilities

22. State should provide group homes for children and youth who need alternative placement without commitment.
23. State should take responsibility for finding or establishing foster homes.
24. Halfway houses should be developed, with adequate psychological treatment facilities.
25. The State should build more institutions, especially to cope with different types of children.
26. State institutions as they exist should be improved, especially to provide children with longer therapeutic care once committed.

Deployment of funds

27. State should relieve the high mill levy.
28. Legislature should look into possible change of tax base to see if more money can be made available.
29. State should reimburse local districts if the bill expects to really deal with delinquency.
30. Funds should be specially earmarked for special staff, facilities and programs to work with predelinquent and delinquent children in the schools.
31. Funds should be increased for vocational education.

Local rights

32. State cannot do anything to improve prevention, treatment and control of delinquency in this county - control of delinquency here is not a function of the State.
33. There should be more support of vocational training - without state control.
34. State should provide resources so that community leaders can become involved.

Parents/families

35. The State should avoid too much powerful interference that takes away parents' responsibilities.

Other agencies

36. State should provide for better referrals and handling through welfare.
37. Functions of Welfare Department should be improved over simple handing out of money; they should provide discipline, make children and youth help themselves.

R1

38. ADC mothers should have adult education compulsory in order to increase the mother's responsibility.
39. State should help develop mental health centers that schools can always call on for help.
40. Relationship with courts should be examined closely, especially where it appears that the judge is the sole authority and doesn't have to answer to anyone.
41. Probation system should be improved.
42. Some parole officers need more training.
43. State should further develop community programs of recreation and so on to keep juveniles busy.
44. State should join with Federal government in urban renewal programs.
45. State should establish a State Correctional Institute with responsibility for conducting research, planning improvements, and keeping the public informed and aware of the vast extent of these problems.

Subsystem: Welfare

Laws

1. Weak parts of the Children's Code should be revised to change the present situation where police are unwilling to file, for example.

Organization

2. State should provide more direction to local agencies and make services more uniform throughout the State.
3. State should make it possible to have better communication and cooperation among the various agencies.

Personnel/training

4. State should provide for more adequate training of Welfare personnel with respect to handling of juvenile delinquents and predelinquents.
5. State should provide more staff for Welfare.
6. The rigidity of requirements for the position of Director of County Welfare should be changed.

Residential facilities

7. State should provide funding for local detention centers.
8. State institutions for children should be improved.
9. State should provide adequate financial support for group homes in local areas, especially to provide group living for parolees until they can finish school and get a job, and also for the nondelinquent in need of group home placement.

Deployment of funds

10. Relieve some of money burden of county commissioners.
11. Raise the sales tax and earmark funds for prevention, etc.
12. More money should be provided in ADC funds, especially for day care.
13. Money should be provided to Welfare for clients' recreation and transportation facilities.
14. Money should be made available for medical care in child welfare cases.
15. Existing programs should be funded adequately.
16. Funds should be made available to counties to pick up State and Federal projects when they are dropped.
17. State should provide more money to counties to expand local services.

Local rights

18. State should take over complete control of county agencies.
19. State should back local officials and cooperate with County Welfare Departments.
20. State should provide opportunities to involve community in what Welfare is trying to do.

Parents/families

No responses in this category.

Other agencies

21. Better educational facilities should be provided for pre-delinquent and delinquent children, especially in Family Life.
22. State should provide some way of better informing the public about the functions of Welfare.
23. The working of the Department of Institutions should be improved, especially so that long-term remedial care can be given.
24. More visiting teams from the State Penitentiary and such programs should be developed.
25. Parole agents' territory should be reduced so that closer relationships between them and Welfare can be established.
26. Funding for a community mental health center, with marriage counseling for families.
27. State should develop a program of employment for teenagers.

Subsystem: Mental Health

Laws

No responses in this category.

Organization

1. State should provide State Mental

Health Centers.

2. State should provide more supervision of services to delinquents, including private agencies.
3. State should do planning before generalized funding is done.

Personnel/training

No responses in this category.

Residential facilities

4. Adequate residential treatment centers should be provided for the 15-18 year-old group especially, and for teenagers in general.
5. Treatment facilities should be spread out more through the State.
6. Large group homes should be financed by the State in the rural areas particularly.
7. Funds for mental health buildings should be provided.
8. State should develop more youth camps.

Deployment of funds

9. Mental health should receive greater financial support.
10. State should spend more money on prevention of delinquency.
11. State should provide authorization to counties to raise mill levy specifically for mental health.
12. The per capita grant should be raised to \$1.00 at least.
13. State and Federal funds should be relied upon wholly for mental health programs.
14. State should subsidize regional treatment areas for disturbed children.

Local rights

15. State should have a larger role to play.

Parents/families

No responses in this category.

Other agencies

16. State should help courts by raising salaries and providing for all juvenile counselors to be trained as social workers.
17. State should provide inservice training programs for juvenile court counselors in mental health matters especially.
18. State should develop an early identification program within schools.
19. State should develop ways of utilizing teachers as information resources.
20. More vocational training at the high school level should be put into effect.
21. State should provide for more attention to medical problems of the pre-school child.

Colorado Juvenile Council <sup>12</sup>  
Laws

1. When passing laws, legislature, rules, etc., concerning delinquents--juveniles in general--consult your attorney as usually is the case, your department heads, BUT much can actually be obtained by contacting the "Little People," clerks who handle work on informal basis, school principals by whom the school information actually comes from; social workers, not just department heads.
2. Reconsider and re-write a workable procedure into the present Children's Code.
3. The narcotics law should be changed and enforced in this state.
4. Law should provide police more opportunity to enforce by arrest of juveniles.
5. Free police officer in the field to establish a contact with a youth on a more personal basis, instead of a legal basis, in minor offenses or first offenders.

Organization

6. Have a more organized system whereby procedures for prevention, control, etc., are handled with the same manner throughout the state, instead of having different system in each judicial district.
7. Develop delinquency prevention and control units within each of the 63 counties, adequately staffed. Said unit in each county would be responsible for court service, confinement and parole within the county, exclusive of the other counties, with coordination on a state level. Training, consultive services, etc. would be provided by the state coordinator.
8. Stronger administrative power so as to provide continuity among the various phases of the rehabilitative procedures through the corrections program. In other words, so a goal can be set up and implemented at the first contact with the child. Especially, continuity should be provided by combining probation and parole.
9. Require all existing state agencies or facilities to evaluate thoroughly what they are doing and what to do to educate every other state agency as to this information so that all

---

<sup>12</sup>Responses to Question 103 were obtained on 3 x 5 cards from the Council members assembled at the Council's semi-annual meeting in Denver, 1968.

may assure partial or joint responsibility to meet each others needs and fill the gaps between the identified and existing agencies.

10. Integrate and consolidate the various groups, agencies and institutions that are concerned with the problems of juveniles, into one coordinated unit.
11. Recognize that when a request is made by an agency that it is a genuine request to help find an answer to a problem and then support the agency by taking the action necessary to solve the problem, be it providing money, personnel, etc.
12. Facilitate communications between community agencies, between state and community agencies, so that proper working in delinquency at either level, state or community, can understand better the total picture of delinquency and work toward mutually agreeable goals.
13. Recognize and correct the fact that Colorado is not doing enough and is far behind the time compared to other states.

Personnel/training

14. Provide more and better facilities and trained staff at city and county levels.
15. Increase staff and require rigid entry qualifications for some. This would prevent or minimize the 2nd and 3rd losers.
16. Hire people who are open-minded and progressive for the key prevention, control and treatment posts.

Residential facilities

17. Provide state money, support and research to set up and operate youth half-way houses and other refuges from inadequate homes.
18. More and smaller institutions such as the Youth Camp where they receive more attention and the ratio of children to caseworker is smaller.
19. Provide environmental control by residential setting for ongoing treatment and motivation for education.

Deployment of funds

20. Government should cease to consider the "cost," i.e., "dollars" as the primary factor in programs for control, prevention, and treatment of delinquents. In my opinion, dollar per se should not be the primary consideration in establishing programs to improve the lot of "Human Beings."
21. The State government should use its tax money and take from it the neces-

sary amount of money, as recommended by research, to provide physical plant, people, and progress toward the treatment and control of juvenile delinquency. The current need is almost exclusively: 1) money 2) collegiate -- programs for training personnel.

22. Increase salaries and benefits in the State to encourage more qualified people to come into the field of corrections.
23. Additional funds to be used for: 1. Education, 2. Facilities and research, 3. In-service training, 4. Etc. (PR-Public inf.) Without money, there will be no movement.
24. Funding would be through a higher income tax instead of more property taxes.
25. Provide through the legislature more money to the more nonpunitive social agencies in order to enable these to deal with the causes of delinquency-- rather than concentrating on dealing through law enforcement agencies with symptoms of delinquency.
26. Give various units the financial backing they will need.

Local rights

27. Remove the entire juvenile program from the county level and place funding and supervision at the state level.
28. Assist local government bodies financially to develop or strengthen their program in that particular locale.

Parents/families

29. Provide excellent educational (all forms) facilities for youth and their parents so that these people can be socially adjusted and employable in the community.

Other agencies

30. Establish atmosphere of hope throughout the State, followed by concrete programs of meaningful activity for young people, such as building self-concepts and goals in organized society, e.g., Golden Gate Youth Camp.
31. Establish vocational and job training facilities for youngsters under 16 years old who obviously are out of place in a public school setting where programs are entirely inadequate to meet their needs.
32. Better education. Starting at a younger age, instill in child the basic concept of getting an education. Build in the younger ages the Republic concept of doing for themselves instead of others doing it for them.
33. Set up a facility or facilities to

- educate, and lessen the need for control. This can be done in the school systems at an elementary level.
34. Work with the educators to improve methods of early detection and of helping youngsters in elementary grades.
  35. Have the referral sources available to the schools.
  36. Continue the research which has now begun and implement the findings of those who have researched the problem through communication with those involved in the sociological and psychological aspects of prevention, diagnosis and treatment.
  37. Establish a continuing agency for research and for keeping abreast of "what works" in other states, and for making this information available to both professional and laymen.
  38. State should develop a public relations program to inform the general populace on the need for additional facilities that are oriented toward the treatment of people in trouble instead of their punishment. Try to change the idea that punishment is the last and final answer to helping people.
  39. The State might consider change in the area of juvenile courts, that is, to make it more informal. The courts could enter into a juvenile case with the intention of possibly discovering the problem with the youth rather than his rights. They might find they have helped him instead of deep rooting him in his problem. Once finding his problem, then a solution would be evident.
  40. Provide community agencies within specific communities equipped to give advice door-to-door service, consultation to the family and children.

SUMMARY OF RECOMMENDATIONS FOR WHAT  
THE STATE SHOULD DO<sup>13</sup>

The foregoing recommendations constitute a wealth of advice for planners, each item bearing careful thought and its own distinctive implication. However, it seems possible to summarize sets of items across subsystems. Sixteen such sets are pulled together here, with the numbers of subsystems concurring shown in parentheses:

---

<sup>13</sup>The assistance of Mary Luebke in preparation of this summary is greatly appreciated.

On Laws

1. Change and clarify the laws pertaining to children (8 subsystems).

On Organization

2. Provide for improved communication between agencies, possibly through integration of those agencies who deal with juveniles into one coordinated unit (6).
3. Integrate probation and parole in order to provide continuity in service to juveniles, but separate both from the judicial system (6).
4. Keep agencies in outlying communities and the general public informed (7).

On Personnel/Training

5. Provide funds for additional staff, specialized staff, and the retaining of good staff (9).
6. Provide training programs on state and community level, especially in-service programs and educational leave (5).

On Residential Facilities

7. Provide for differential placement: group homes, halfway houses, foster homes, more camps, more institutions, which are smaller and more widespread, improvement and expansion of present institutions, hard-core placement (10).
8. State should provide detention centers in local regions (5).

On Deployment of Funds

9. More funds for all kinds of aspects should be provided directly to agencies (7).
10. Funds should be provided for research or otherwise specially earmarked for prevention (6).

On Local Rights

11. While State may provide funds and facilities, communities should retain local control over their agencies (9).
12. State should take over control of agencies (5).

On Parents/Families

13. Stronger laws concerning parents' responsibilities or other ways to improve parental functioning (5).

On Other Agencies

14. Provide more psychiatric and psychological aid (9).
15. Help schools and other agencies to improve education for difficult youth, including vocational education (9).
16. Provide more help in employment of youth (5).

A rough measure of total priority on a statewide basis might be drawn from the number of subsystems recommending a given matter. On this basis, the provision of differential placement facilities is the number one priority. Funds for staff, the provision of more psychiatric and psychological aid, and the retention of local control all share second place. The fact that proponents for local and also proponents for State control can be found in the same subsystem promises a severe struggle; but those supporting local control appear to be more numerous altogether.

#### NATIONAL RECOMMENDATIONS

We turn now to the third part of this report: national recommendations concerning what State and local governments can do. These recommendations will be given essentially as originally provided; however, there will be opportunity at several points to introduce modifications which appear to fit the local scene rather better, at least on the basis of the work completed by the Child and Youth Services Planning Project.

#### The President's Commission Proposes a Juvenile Justice System

After consideration of the wealth of materials provided it by numerous Task Forces, the President's Commission on Law Enforcement and Administration of Justice presented a plan for a "Proposed Juvenile Justice System."<sup>14</sup> This proposal is presented as Figure R1.1 below.

#### Local Differentiation

Although making general proposals, the Commission recognized the importance of local variations. In introducing its "National Strategy" section on "What State and Local Governments Can Do," the Commission wrote:<sup>15</sup>

"The Commission is acutely aware that the report does not discuss many distinctive local conditions and problems, that its descriptions often are quite broad, that no one of its recommendations applies with equal force to every locality, that, indeed, some of its recommendations do not apply at all to some localities."

<sup>14</sup>President's Commission on Law Enforcement and Administration of Justice, op. cit., sup. p. 89.

<sup>15</sup>Ibid., p. 279.

#### Planning as the First Step

The Commission proceeds to point out that:<sup>16</sup>

"A State or local government that undertakes to improve its criminal administration should begin by constructing, if it has not already done so, formal machinery for planning."

It is evident that planning also is needed for improvement of juvenile justice and treatment services. Indeed, the Commission goes on to exemplify the need:<sup>17</sup>

"A reform like organizing a Youth Services Bureau to which the police and the juvenile courts, and parents and school officials as well, could refer young people, will require an enormous amount of planning. Such a bureau will have to work closely with community's other youth-serving agencies. It will affect the caseloads of juvenile courts, probation services and detention facilities. It will raise legal issues of protecting the rights of the young people referred to it. It could be attached to a local or State government in a variety of ways. It could offer many different kinds of service. It could be staffed by many different kinds of people. It could be financed in many different ways."

The Commission goes on to make a very specific recommendation:<sup>18</sup>

"In every State and every city, an agency, or one or more officials, should be specifically responsible for planning improvements in crime prevention and control and encouraging their implementation."

The Commission notes that it is impossible to prescribe the precise forms that State or city planning agencies should take due to the very great variations in legal structures and power relations from State to State and city to city. However, they suggest that certain principles are universally applicable:<sup>19</sup>

"First, much of the planning for action against crime will have to be done at the State level..."

<sup>16</sup>Ibid., p. 280.

<sup>17</sup>Ibid., p. 280.

<sup>18</sup>Ibid., p. 280.

<sup>19</sup>Ibid., p. 280.

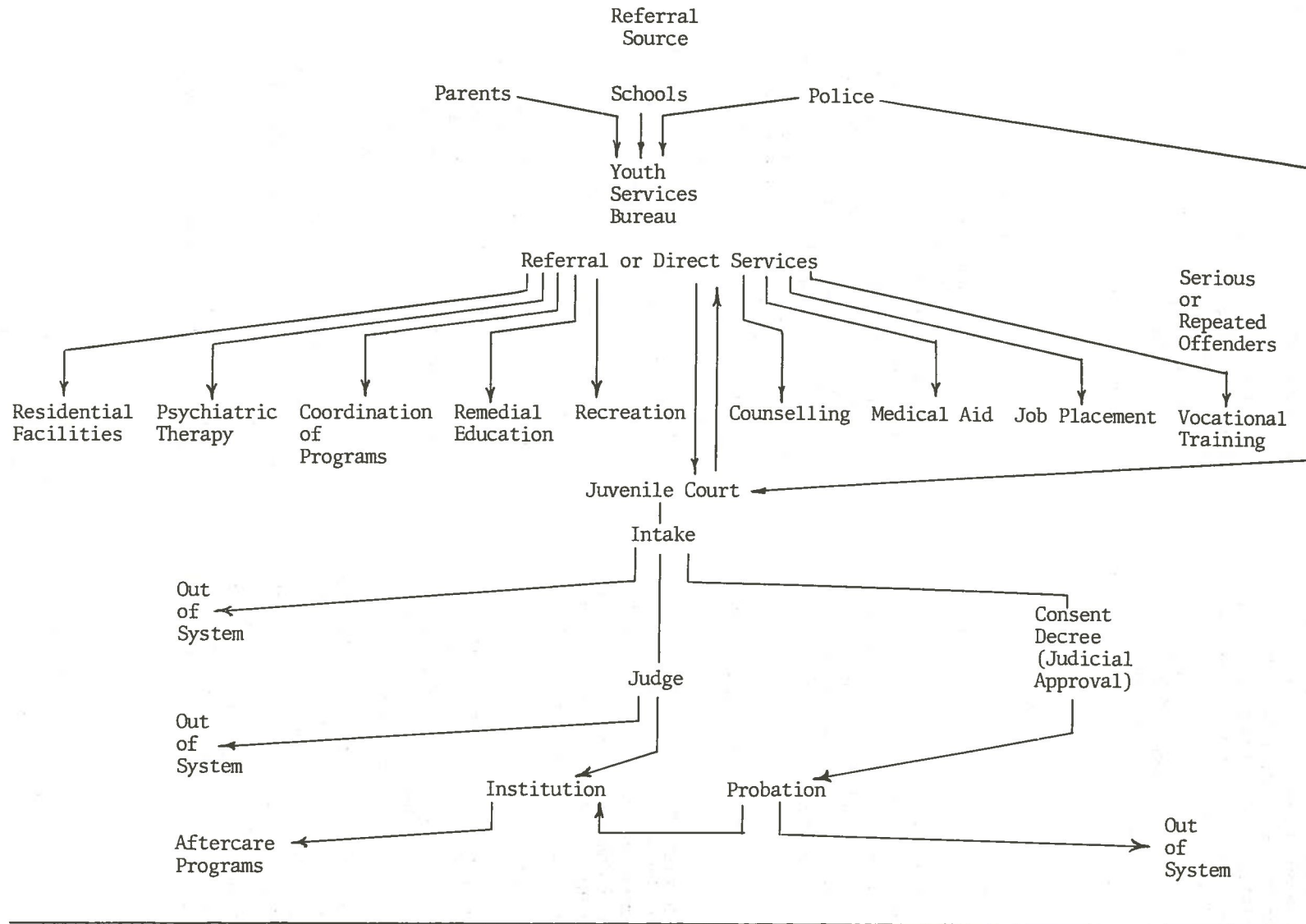


Figure R1.1 Juvenile Justice System as Proposed by President's Commission

"Second, much of the planning will have to be done at the municipal level...

"Third, close collaboration between State and city planning units is obviously essential...

"Fourth, however much structure and composition of planning units vary from place to place, all units should include both officials of the criminal justice system and citizens from other professions... (Those) responsible for criminal administration... (business) and civic leaders, lawyers, school and welfare officials, persons familiar with the problems of slum-dwellers, and members of the academic community are among those who might be members of planning boards, or who might work with such boards as advisors or consultants.

"Fifth and finally, planning boards must have sufficient authority and prestige, and staffs large enough and able enough, to permit them to furnish strong and imaginative leadership in making plans and seeing them through.

"The first thing any planning unit will have to do is to gather and analyze facts: statistics about crime and the costs and caseloads of the criminal justice system; knowledge about the programs and procedures being used in its own jurisdiction, and about those that have proved successful elsewhere; data about the social conditions that appear to be linked with crime; information about potentially helpful individuals and organizations in the community."

This Project strongly recommends the adoption of the Commission's suggestion for Planning Boards; however, the mandate of this Project concerns only juvenile justice, and the recommendation is, therefore, made for Planning Boards concerned with Child and Youth Services. Two points of special interest should be brought out. First, the development of such Planning Boards on a local level (which would include County and possibly District units rather than the city units envisaged by the Commission) virtually guarantees that local rights and local knowledge will prevail and foster plans and implementations that take full cognizance of the individuality of local needs. Second, through the use of retrievals from this Project's Data-file tape concerning their own community, each Planning Board would have an initial array of facts to analyze, which would provide a springboard to further detailed fact-finding and planning. (See Appendix A)

The Commission offers a serious caution about Planning Bodies:<sup>20</sup>

"The one caution about planning bodies the Commission feels it must make is that they not serve as an excuse for postponing changes that can be made immediately. For example, most police departments could immediately add legal advisers to their staff, or launch police-community relations programs."

The Project must echo the Commission's caution. While the recommendation for Planning Bodies is paramount, it must not be seen as providing an excuse to postpone "changes that could be made immediately."

#### Other Specific Lines of Action

The Commission goes on to recommend five specific lines of action for State and local Planning Bodies:<sup>21</sup>

1. "Money - The most urgent need of the agencies of criminal justice in the States and cities is money with which to finance the multitude of improvements they must make... Federal financial support of improved criminal administration in the States and cities is necessary and appropriate. But even more essential is an increase in State support..."

A central task of planning bodies and the network of agencies and individuals working with them will be to mobilize support, within legislatures and by the public, for spending money on innovation and reform."

2. "Personnel - The Commission has found that many of the agencies of justice are understaffed. Giving them the added manpower they need is a matter of high priority for protection of public safety and of the rights of individuals accused of crime. But even more essential is a dramatic improvement in the quality of personnel throughout the system. Establishment of standard-setting bodies, such as police standards commissions that exist in several States, is one approach to this problem. Better and more numerous training programs are another. State and city planning groups must consider to what extent each operating agency can and should provide its own training and to what extent metropolitan, statewide, or regional programs should be developed instead."

<sup>20</sup>Ibid., p. 281.

<sup>21</sup>Ibid., p. 281-283.



3. "Programs to meet new needs - This report has described how modern urban life has burdened the criminal justice system with a range of almost entirely new problems. It has attempted to suggest promising ways of dealing with them. For example, ... (it) has described how necessary it is, in the interest of preventing delinquency, for the community to reassess the current practices of schools, Welfare departments, and housing officials, particularly in poor neighborhoods. It has proposed, as a new alternative to criminal disposition for less serious juvenile offenders, Youth Services Bureaus that would provide them with a variety of treatment services and keep them from being grouped with serious criminals...

In many instances, establishing new programs will be costly. The Commission is, therefore, recommending that the emphasis of proposed Federal financial aid be placed on innovation. The Commission further recommends that State and local governments carefully consider the feasibility and desirability of devoting to new programs increasing proportions of the funds allocated to crime control."

4. "Organization and procedures of agencies of justice - An important matter for planning units and operating agencies to consider is how the police, the courts, and corrections can improve their organization and their operations."

5. "Law reform - Governors and State legislatures should also give strong consideration to appointing law revision commissions comparable to that established by the Congress for review of all Federal criminal statutes."

These suggestions for specific lines of action are applicable to the planning of services for children and youth in the State of Colorado and it is recommended that they be adopted.

#### Youth Services Bureaus

The Commission's conception of Youth Service Bureaus is part of a sweeping totally new conception of the juvenile justice system, as diagrammed in Figure R1.1. Commenting upon police referral, the Commission recommends:<sup>22</sup>

"Police forces should make full use of

<sup>22</sup>Ibid., p. 83.

the central diagnostic and coordinating services of the Youth Services Bureau. Station adjustment should be limited to release and referral; it should not include hearings or the imposition of sanctions by the police. Court referral by the police should be restricted to those cases involving serious criminal conduct or repeated misconduct of a more than trivial nature."

The Commission feels that there "should be expanded use of community agencies for dealing with delinquents nonjudicially and close to where they live."<sup>23</sup> Several advantages are seen: the stigma of being processed by an official agency is avoided; organizations better suited for redirecting conduct are put in place of official agency processing. Use of locally sponsored or operated agencies heightens community awareness of the problems and needs, and brings greater appreciation of the complexity of the problems.<sup>24</sup> The Commission offers a number of procedural recommendations which could be put into effect immediately. However, long-term recommendations for enhanced use of community service agencies would require the creation of new social institutions:<sup>25</sup>

"An essential objective in a community's delinquency control and prevention plan should, therefore, be the establishment of a neighborhood youth-serving agency, a Youth Services Bureau, with a broad range of services and mandatory functions. Such an agency ideally would be located in a comprehensive community center and would serve both delinquent and nondelinquent youths. While some of the referrals would normally originate with parents, schools and other sources, the bulk of the referrals could be expected to come from the police and the juvenile court intake staff, and police and court referrals should have special status in that the Youth Services Bureau would be required to accept them all...

"A primary function of the Youth Services Bureau thus would be individually tailored work with troublemaking youths...The most significant feature of the Bureau's function would be its mandatory responsibility to develop and monitor a plan of service

<sup>23</sup>Ibid., p. 83.

<sup>24</sup>This advantage accrues with equal force to use of locally developed Planning Bodies.

<sup>25</sup>Op. cit., p. 83.

for a group now handled, for the most part, either inappropriately or not at all except in time of crisis."

The Commission urges all communities to seek Federal funds for setting up a Youth Services Bureau and for instituting the programs that the community needs.

The present Project strongly recommends that Colorado communities establish Youth Services Bureaus.

#### Community Action for "New Careers"

Fleisher<sup>26</sup> has shown from time series analyses for the United States that:

"The two sets of United States data give evidence of a relationship between unemployment and delinquency, in that a 1 per cent increase in the unemployment rate is associated, on the average, with an approximate .15 per cent increase in the rate of delinquency (arrest rate)."

Fleisher also assembles several lines of evidence which strongly suggest that unemployment upon entering the labor market, especially for drop-outs, accounts for the peaking of delinquency at age 16.

As the Project interviewed agency officials all over the State, one of the most frequent needs mentioned was for employment for youth.

Polk argues that one of the specific processes within the community which generates delinquent behavior is probably the "locking-out" process.<sup>27</sup> This process:

"...characterizes the response of the community and its agencies to the behavior of malperforming youth...Rather than seeking to bind an outsider more closely to the system, we cast him further out from the community. This systematic exclusion process has the immediate effect of stigmatizing and degrading the deviant youth, the longer range effect of limiting his occupational choice to a re-

stricted number of dwindling, menial, dead-end jobs.

"Effective community action is needed which reverses this process by integrating youth into the mainstream of community action."

Polk recommends a plan for action, drawing upon the work of Pearl and Reissman,<sup>28</sup> who dealt specifically with "New Careers for the Poor." Grant and Grant<sup>29</sup> have dealt explicitly with new careers for ex-convicts. The basic concept of both approaches is as follows: think hard about what new careers could be usefully established in the society, and which of these a target group of persons could enter with appropriate training; and then develop the procedures necessary to train them. Do not be restricted by the existing set of concepts as to careers: lawyers, doctors, businessmen, teachers, and so on; create new ones: teacher aids, recreation aides, research assistants, nurses' aides, all viewed as entry points to higher level career positions. In the work of Grant and Grant, trainees have, after three years, reached the following kinds of positions: Research Director, Chief of the Bureau of Community Relations, Training Assistant, Training-counselor, and so on.<sup>30</sup>

The areas of health, education, welfare and other human service occupations are of primary interest. Some of these functions require little formal training, others require much more, many require supportive instruction and supervision while learning. Polk says:<sup>31</sup>

"The new career concept provides a major avenue for innovative community action to prevent delinquency in nonmetropolitan areas. First and perhaps foremost, extension of new career training for youth in these communities offers means for improvement of skills and status while simultaneously providing mechanisms for the achievement of personal realization and dignity. Work as nursery school aides, recreation aides, and in similar positions means continued employment in the viable sector of the Nation's economy,

<sup>26</sup>Fleisher, B.M., The Economics of Delinquency, Chicago, Quadrangle, 1966.

<sup>27</sup>Polk, K. Delinquency and community action in nonmetropolitan areas, In Task Force Report: Juvenile Delinquency and Youth Crime, President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office, Washington, D.C., 1967, Appendix R. p. 348ff.

<sup>28</sup>Pearl, A., and Reissman, F., New Careers for the Poor, N. Y.: Free Press, 1965.

<sup>29</sup>Grant, J.D., and Joan Grant, New Careers Development Project: Final Report, California Department of Corrections, 1967.

<sup>30</sup>Ibid., pp. 106-107.

<sup>31</sup>Op. cit., p. 349.

a factor especially important in nonmetropolitan areas. At the same time, this employment reverses the exclusion process that appears to be so fundamental in the generation of delinquency. The program described by Pearl and Reissman for integrating the urban poor into our society, then, appears to have equal importance for delinquent youth in the smaller communities of the Nation."

Colorado has a very great number of "smaller communities" and extensive "nonmetropolitan areas," all of which can presumably profit from the application of the new careers concept for combating delinquency through positive inclusion of youth into the community. Nor should the urban areas be forgotten, however; they, too, can profit equally from application of the new careers concepts.<sup>32</sup> The Child and Youth Services Planning Project strongly recommends that Colorado communities adopt a new careers program.

#### Social Indicators and Research

The President's Commission on Law Enforcement and Administration of Justice calls research "The Instrument for Reform."<sup>33</sup> Three recommendations applicable to the State of Colorado are made:

"Criminal justice agencies such as State court and correctional systems and large police departments should develop their own research units, staffed by specialists and drawing on the advice and assistance of leading scholars and experts in relevant fields.

"Substantial public and private funds should be provided for a number of criminal research institutes in various parts of the country.

"Universities, foundations, and other private groups should expand their efforts in the field of criminal research. Federal, State and local governments should make increased funds available for the benefit of individuals or groups with promising research programs and the ability to execute them."

---

<sup>32</sup>For the interested reader Polk goes on to survey and summarize a number of positive steps toward community implementation of the new careers concepts.

<sup>33</sup>Op. cit., The Challenge of Crime in a Free Society, pp. 275-277.

Daniel Glaser has provided a thoughtful discussion of the problems of measurement and research on the effectiveness of correctional procedures:<sup>34</sup>

"It is clear that assessment of correctional effectiveness requires longitudinal data on the cases dealt with by all of the correctional agencies in a given area. Ideally, the samples studied for assessment purposes should be a cross-section of all persons arrested during a specified period - some years in the part - perhaps ten or fifteen years. Rates of subsequent convictions can then be compared for similar types of offenders subjected to different police, court, probation, prison or parole policies. For the goal of crime controls, the objective should be analysis of long-run criminal records to indicate the statistically optimum judicial and correctional policy for each reliably distinguishable type of offender."

Glaser argues for the provision of a single agency to maintain monitoring of the data, but all agencies should maintain compatible records, since:

"...when longitudinal statistics are compiled, they are derived from the files of only one or two of the several independently administered correctional agencies in an area. Because each agency's performance largely determines the cases received by the other agencies, it is difficult to assess the effectiveness of these agencies separately unless one has information on the criminality which follows releases from each of them."

If the courts begin sending only the most difficult or disturbed boys to the training school, for example, it is likely that a measure of percentage success at the school would take a sharp drop. Such concerns at various points in the system were frequently expressed during Project interviews. The need for total longitudinal assessment is clear.

However, measurements are needed for assessment, and Glaser points to the extremely different problems faced in measuring different types of crime, say predatory crime in which the victim is liable to report, and illegal

---

<sup>34</sup>Glaser, D., National goals and indicators for the reduction of crime and delinquency. Annals of the American Academy of Political and Social Science, 1967, 371, 104-106.

service crimes (such as drug sales) in which there is no victim in the same sense. The development of social indicators of amount of crime will require diversity in approach. For delinquency, there are now sophisticated procedures of weighting each type of offense by its seriousness according to public opinion that have been developed by Professors Thorsten Sellin and Marvin Wolfgang<sup>35</sup> and that have now been adopted in several major cities. In addition to improving the measurements taken of crime as known to authorities, Glaser urges that opinion polling of representative samples of the population on the extent to which they have been victims of predatory crime. The study of temporal and areal variations in results of both official and unofficial tabulations should do much to improve understanding of what procedures, programs, staff and other aspects show promise of benefit in reducing crime and delinquency.

But monitoring and evaluation cannot proceed without measurement. Gottfredson<sup>36</sup> stresses the virtual impossibility of systematic experimental controls in assessment of effectiveness, since the very system of corrections is unwilling and often legally unable to provide "no treatment" controls assigned at random. He offers the general method of studying deviations from prediction as a solution: predict outcomes under ordinary circumstances, and then compare actual outcomes under special treatment circumstances. Here again the role of adequate measurement is paramount:

"Prediction methods should be built into the information system of each social agency responsible for custody, treatment, or release of offenders. This can permit necessary, repeated validation studies, or necessary modifications, of available prediction tools. It can permit programs for systematic feedback to decision makers concerning the predictive relevance of information used in arriving at individual decisions. It can provide helpful tools for evaluation of programs, thereby enabling administrators to assess the probable consequences of program decisions."

<sup>35</sup>Sellin, T., and Wolfgang, M.E., The Measurement of Delinquency, N.Y.: Wiley, 1964.

<sup>36</sup>Gottfredson, D.M., Assessment and prediction methods in crime and delinquency, In Task Force Report: Juvenile Delinquency and Youth Crime, President's Commission on Law Enforcement and Administration of Justice, U. S. Government Printing Office, Washington, D. C., 1967.

Much of the leadership for innovation in measurement and research must come from Federal authorities, central State organizations, and Institutes for Research in Crime and Delinquency. But there are some measures that can be put into effect immediately, such as improved record-keeping by local police agencies as described in Report R2 of this series. Local Planning Bodies can institute ways of integrating records among the various agencies handling delinquent and problem youth in local areas.

It is strongly recommended that State and local Planning Bodies in Colorado give due attention to the needs for establishing and monitoring social indicators pertaining to youth problems, services for those problems, and the effectiveness of correctional measures and programs.

#### A Proposed Juvenile Justice System for Colorado

In the light of all the foregoing considerations, it seems appropriate to offer a figure similar to Figure R1.1, one which incorporates those modifications that appear more suitable for recommendation to the State of Colorado: Figure R1.2.

The inclusion of the District Attorney in Figure R1.2 reflects the recommendation contained in Report R2 of this series, to the effect that the District Attorney should play a major role in all decisions to file a formal petition in delinquency. As pointed out in Report E1 of the Child and Youth Services Planning Project, there is a nationwide trend toward some form of Early Release and Intensive Supervision. This feature of correctional treatment is also represented in Figure R1.2.

#### SUMMARY OF MAJOR GENERAL RECOMMENDATIONS

It is recommended by the Project:

1. That the Declaration of Purpose of the Colorado Children's Code be used as a basis for construction of a full statement of the philosophy of juvenile justice and corrections adopted by the State of Colorado. It is anticipated that such fuller statement would include explicit reference to the right of Due Process and to the determination of the people of Colorado to provide for the fullest possible realization of the talents and abilities of all young citizens of this State.
2. That the purposes of differential diagnosis and treatment at all stages of enforcement and corrections be firmly implemented through the provision of facilities and ser-

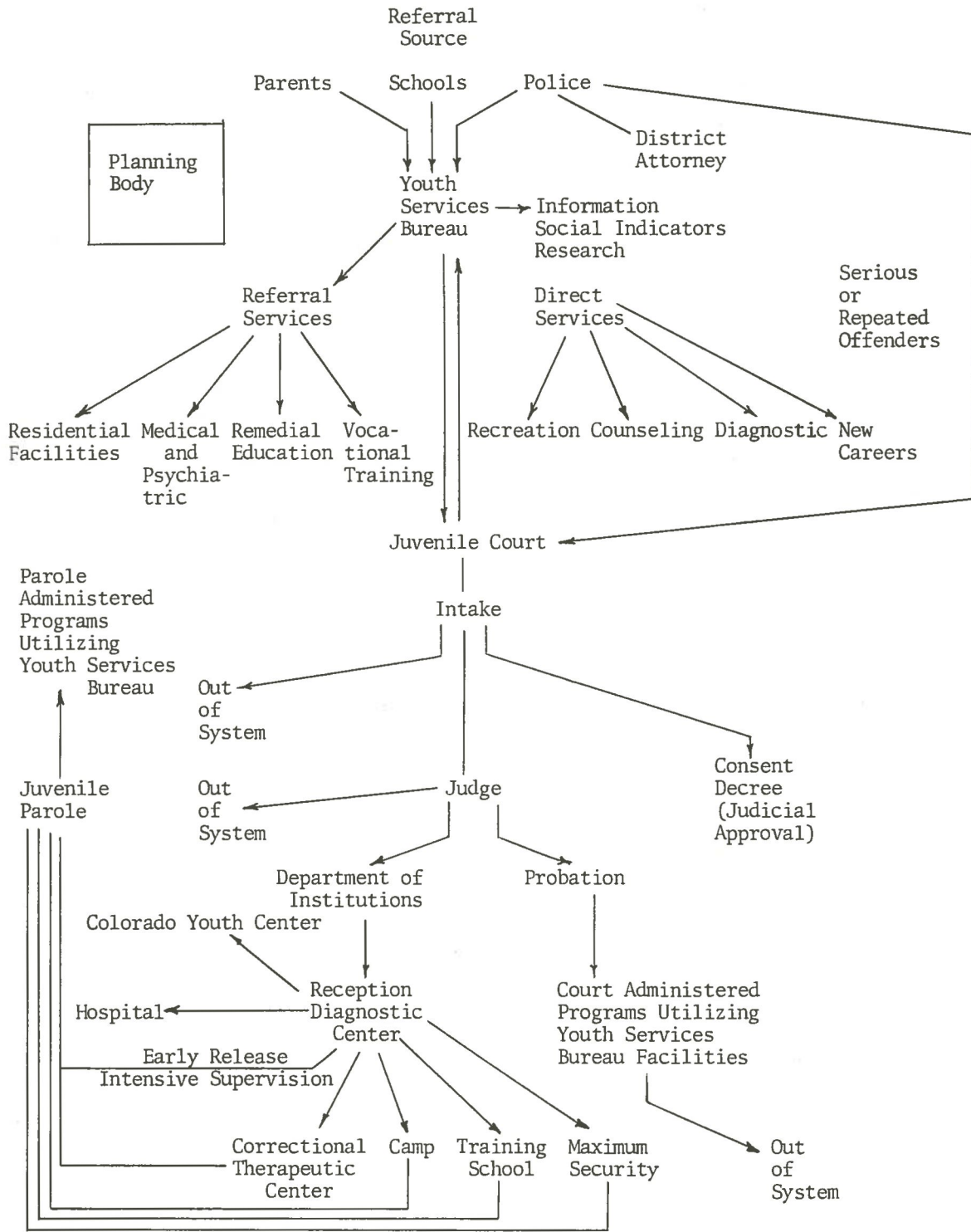


Figure R1.2 Proposed System for Colorado

vices as required; and especially for such services at the level of initial decisions concerning whether formal, informal or no action should be taken concerning a child; and also especially at the point of commitment to the Department of Insitutions, through the provision of a Reception-Diagnostic Center as recommended in detail in Report R4 of this series.

3. That differential placement facilities for juveniles be provided on a massive scale throughout the State.

4. That massive funds for increases in numbers and training of staff with diverse capabilities in all agencies be made available.

5. That the rights of local control over local agency functions be enforced throughout the State.

6. That the State develop a Planning Board concerned with Child and Youth Services, whose first task would be the encouragement and facilitation for counties and/or judicial districts to establish local Planning Bodies Concerned with Child and Youth Services.

7. That the major lines of action for such Planning Bodies include those recommended by the President's Commission on Law Enforcement and Administration of Justice: a) mobilizing support for expenditure of public funds on child and youth services; b) search for ways and means regarding more and better trained staff; c) search for programs to meet new needs; d) consideration of how organization and operation of police, courts, and corrections can be improved; e) developing representation for appointment of a law revision commission.

8. That communities establish Youth Service Bureaus which will receive referrals from police, District Attorney and Courts, as well as from schools and citizens, and which will have extensive mandates for providing direct services to youth and coordinating other services.

9. That part of the Youth Service Bureau functions include those of establishing and operating a New Careers project.

10. That State and local Planning Bodies develop ways and means to establish a system of social indicators pertaining to youth problems, services for those problems and the effectiveness of correctional measures and programs.

Recommendations Relating to Law  
Enforcement in the State of Colorado

by

Philip Gartland and Elizabeth Lemney

## INTRODUCTION

Several sources were consulted in making the recommendations contained in this paper. The primary source was the tape data file compiled by this Project. A retrieval program retrieved all panels of information (1.1, 2.1, 2.3, 2.4, 3.1, 3.2, 3.3, 3.4,...7.1, 7.2, 7.3, 7.4) for all law enforcement agencies (3.2 and 3.3) interviewed during the Project. See reports SM1 and SM5 for an explanation of the logical model and coding methods. Also, Report SM7 deals with retrieval from the tape data file. The panels of information obtained were consulted particularly with reference to stated "Problems/Needs" for aspects 3, 4, 5, 6, and 7 of phase 1. Attention was also paid to each of these aspects of phase 4 regarding "Ideals."

The recommendations concerning physical plants and facilities were based as much upon actual staff observation of the facilities and the impressions thus gained as upon the information contained in the data file which is based entirely upon interviewee's statements.

The tabulation of agency responses to questions 101 and 104 on the questionnaire were used for one section of this paper. The method used is further elaborated upon in that section of the paper.

## HANDLING JUVENILES

It is most important for law enforcement agencies to recognize that juvenile offenders must be handled in a different manner than adult offenders. They must be made aware that the chances of rehabilitation of juvenile offenders is of the utmost importance and that successful rehabilitation of children is much easier than that of adults, if the process is started early and if the corrective methods are directed by a person well trained in working with children. In dealing with youthful offenders, law enforcement agencies must constantly keep in mind that the correction of the juvenile is much more important to the community and to the child than his or her conviction and punishment for the offense committed.<sup>1</sup> Because of the many different types of activities that the regular police officer must contend with, it is impossible for him to devote the necessary time and effort to create a good relationship with the delinquent child. Therefore, all law enforce-

<sup>1</sup>O'Connor, G.W. and Watson, N.A., Juvenile Delinquency and Youth Crime: The Police Role, International Association of Chiefs of Police, 1964, pp. 34, 35.

ment agencies, regardless of size, must have at least one person assigned to work with young offenders.<sup>2</sup> Such persons should have complete authority directly under the Chief of Police or the Sheriff, to make the determination as to the best methods to be used for the rehabilitation of the child.<sup>3</sup>

O'Connor and Watson present a chart (p. 85) showing the percentage of police departments having specialized juvenile bureaus or officers according to city size (figures from selected police departments in all states except Alaska and Hawaii). For cities with a population of 10,000 to 24,999, the percentage is 72; for cities with a population of 25,000 to 49,999, the percentage is 92.5; for cities of 50,000 to 99,999, the percentage is 95; for cities of 100,000 to 249,999 the percentage is 99; for larger cities the percentage is 100.

## JUVENILE RECORDS

The lack of good records of juveniles contacted by the law enforcement agencies in many communities made our gathering of meaningful statistics quite difficult. In smaller communities especially, there is a tendency to keep no written records, and as a result, when a change in top personnel occurs in these communities, the incoming Chief of Police or Sheriff has practically no knowledge of the juvenile crime picture in his department. Even in cities where records are kept, many are skimpy and without much meaning. There is very little follow-up done on cases referred to the courts, and little feed-back from the courts to the agency that made the referral. It is suggested that a simple form be developed and used throughout the State, so that each agency can be kept fully aware of their own problems, and can readily compare the effectiveness of their own treatment of juvenile offenders with other similar communities.

It was noted that in those departments having a Juvenile Bureau, or at least having one person responsible for the handling of all juvenile cases, the records were much better and more meaningful than those of departments without a juvenile officer.

It is suggested that juvenile records should be separated and filed by offender, not offense committed. A simple 4 x 6 index card

<sup>2</sup>Myren, R.A., and Swanson, L.D., Police Work with Children, Children's Bureau, U.S. Department of Health, Education and Welfare, 1962, pp. 6, 7.

<sup>3</sup>Myren, op. cit., p. 16.



(See Appendix, for example) can serve not only as an index, but to give a brief, continuing account of this child's activities, and by using a file number on this card to refer to a folder containing detailed information regarding the child, a complete record of the child is readily available. It is suggested that the same file number and folder be used for all children in a family who are brought to the attention of the agency, because frequently the past experiences of police with other members of this family can be helpful in determining the proper disposition of a case regarding a child who may be in trouble for the first time. The index card should be made and filed on all children officially contacted by the agency, regardless of the disposition of the case at that time or the seriousness of the offense. Extreme care should be exercised to see that juvenile files are maintained separately from adult files in view of the provisions of the Colorado Children's Code<sup>4</sup>, as well as Myren and Swanson's comments on the desirability of this.<sup>5</sup>

A monthly report of the numbers of children handled by the agency, the types of offense, sex of offenders and dispositions of cases should be kept current. This greatly simplifies making up the annual report and also serves to keep all personnel of the agency informed of any fluctuations of delinquent acts, thus permitting command personnel to plan ahead for the high and low periods in the year for delinquency in the local jurisdiction. A suggested form suitable for all law enforcement agencies is included in the Appendix.

#### PHYSICAL PLANT

In the majority of cities and towns, the physical plant assigned to police and sheriff's departments seems to be the least desired public building in the community, and in turn, the Juvenile Bureau, if any, usually draws the least desirable part of that building. Since these facilities are usually the first contact of a child in trouble with the law, the depressing aspect of these surroundings must surely lead the child to feel that this must be a very unimportant aspect of total county or city concern. In most agencies there is little or no provision made for private interview rooms in which the child's problems can be discussed quietly and with a minimum of distraction from the surroundings. Instead of

arrests, police and sheriff's departments are turning more frequently to the use of orders either by summons or by request to appear, but very little provision has been made for decent waiting rooms. As a result, children and parents, awaiting interview, are exposed to the general public, creating a feeling of resentment on the part of the parent, thus making it more difficult to get their cooperation in helping to correct the child.

#### PERSONNEL

Nearly all law enforcement officers are working more than a 40 hour week, some as much as 60 hours. Most agencies, if not all, are understaffed, and pay scales are low in every agency. These factors make recruitment and retention of capable persons very difficult. Because of the present political system of hiring Deputy Sheriffs, the turnover of personnel of these agencies is very high. Provision should be made to give some form of job security to Deputies. Also, in most areas, salaries of Deputies are below the salaries of city police officers, which tends to discourage Sheriffs from seeing that their Deputies get adequate training for fear of losing competent men to the local police departments or the State Patrol.

It is suggested that the political leaders in the various communities be encouraged by police and sheriffs to make a careful study and evaluation of the local law enforcement agencies to become more familiar with the police problems regarding working conditions, pay, etc., with the aim of making police work more desirable, so as to attract competent young men and women to this field and to see that much more training is available to, and required of, police personnel. Since many small communities cannot spare either the money or the manpower to permit formal training, this money must be provided by either the Federal government or the state. Since many small departments of 4-10 men cannot spare a man from his duties for relatively long periods of training, perhaps arrangements could be worked out between a sheriff and the police in several towns in his county so that by exchanging personnel temporarily, all law enforcement officers in each county could get formal training in the many schools that are now available.

#### EXCHANGE OF INFORMATION

A provision of the Children's Code<sup>6</sup> forbid-

<sup>4</sup>Colorado Legislative Council, Colorado Children's Code, 1967, Art. (2) 22-2-2 (5).

<sup>5</sup>Op. cit., pp. 77-82.

<sup>6</sup>Colorado Children's Code, Art (2) 22-2-2(6)

ding the exchange of information between agencies is placing a severe handicap on police and sheriff departments. Frequently children whose home is in one jurisdiction are picked up for a law violation in some other jurisdiction. Because the child's prior record, or lack of a record, plays a large part in determining the proper disposition of this case, the difficulty of obtaining information regarding this child's background frequently results in unnecessary detention of the child and unnecessary referrals to court, or on the other hand, may result in the release without action of a child who may be wanted (unofficially) by parole, probation, or other police. This section has even been interpreted in some jurisdictions to forbid exchange of information between police, sheriffs and courts in the same jurisdiction. As an extreme example of the interpretation of this section of the code, in one community in this state, a report from the police to the court and/or sheriff to the court, each consisting of 6 to 7 pages, may not be read by the other agency, not even by the probation officer, except to read the cover sheet which merely gives the child's name, age, address, and alleged offense. The various agencies concerned with this part of the code should make sure that the state legislators in their area are made aware of this problem with the goal of amending the section to permit necessary exchange between official agencies.

#### DETENTION

The provisions for detention of juveniles prior to court proceedings are, in most areas, inadequate. Children are being held in city or county jails, some of which are very old and appear to be fire hazards. Little provision is made in these jails to occupy a child's time in a positive manner. While recognizing the financial problems in these areas, some way must be found to provide proper juvenile detention facilities. Some counties have tried to solve this problem by working with 2 or 3 other counties in establishing juvenile institutions, but in many areas, even this approach is not economically feasible. It is suggested that the state must give much assistance in providing necessary funds to the sparsely populated areas.

If these centers could be established in each judicial district, under the control of the presiding Judge or District Attorney, all concerned agencies in that district would have a clearer understanding of each others' problems and all could more easily follow procedural policies as established by the controlling person. It is recognized that even some judicial districts are probably too

sparsely populated to require a detention center. In these instances, provisions could be worked out so that children from one of these districts could be held in the nearest facility, and an appropriate charge could be made to the child's district for his daily care. A detention center staffed by concerned, able people can do a great deal to start the corrective procedures with a child even before the court hearings begin.

It should also be recognized that law enforcement agencies have a problem whenever they must provide transportation for a juvenile to a place of custody, whether it be the county jail or a detention center. Using a man and a car for transportation leaves the agency short-staffed; this has a particularly detrimental effect upon smaller agencies. Where detention centers are established to serve several counties, consideration should be given to having the detention center provide transportation service. With a minimum staff of 3 persons in a detention center, one staff member could be on call to provide transportation when requested; this should not be a severe interference with the functioning of the detention center. Staff who would be responsible for this service could be deputized in all the counties they would be serving to give them the necessary authority.

#### LAW ENFORCEMENT CONCERNS

Almost without exception, it was noted that police and sheriff departments are very concerned about juveniles, not merely to "clear cases," but to do what they think will best help the child to have respect for laws and society in general; but they feel frustrated because of shortages of money and personnel and because, many believe, restrictions in the laws seem to discourage, if not forbid, informally working with the parents and children. Law enforcement personnel, in many areas, feel that although they would like to handle many cases at the police level, they are prevented from doing so by the provisions of the Children's Code that require the presence of the parents during police interviews of juveniles. Many police feel that the presence of parents inhibits the child; he is unwilling to admit guilt in front of his parents. This, they feel, prevents them from getting the true story from the juvenile and makes constructive work with him on an informal basis impossible.

#### Children's Code

In some cases it appears that law enforcement personnel are not directly acquainted with the exact provisions of the Children's Code; rather they have some general notions of some

of the restrictions imposed upon them and often believe that they are more restricted than they actually are by the Code. It would be beneficial for law enforcement personnel to become more directly acquainted with the Children's Code. Furthermore, many of the agencies interviewed expressed a desire for clarification and interpretation of the Children's Code. The need for this is further evidenced by the widely varying interpretations of the Code that have been made by various agencies with respect to their operating procedures.

As an example of this problem, the agencies contacted have applied two widely varying interpretations to the following section of the Children's Code (Art 2-22-2-1 (c):

"No statements or admissions of a child made as a result of interrogation of the child by a law enforcement official concerning acts which would constitute a crime if committed by an adult shall be admissible in evidence unless a parent, guardian, or legal custodian of the child was present at such interrogation, and the child and his parent, guardian, or legal custodian were advised of the child's right to remain silent, that any statements made may be used against him in a court of law, the right of the presence of an attorney during such interrogation, and the right to have counsel appointed if so requested at the time of interrogation."

Some officials interpret this provision as prohibiting any interviewing of a child when his parents are not present and when any other conditions are not met. This poses the problem for a law enforcement agency previously discussed--a child is more reluctant to admit guilt in the presence of his parents and the officers are unable to obtain a full account of what happened from the child.

Other officials interpret this provision differently. They feel that in cases where the police are able to decide that they will use informal police handling (on the basis of the offense committed, the suspect's previous record, cooperation with police, etc.), it is permissible for an officer to interview a child alone to establish the full nature of the problem that he is going to attempt to deal with at the police level. They feel that the only restriction imposed by the Children's Code is that any information so obtained will not be admissible as evidence in formal court proceedings. Thus, depending upon the interpretation applied, this section of the Children's Code may or may not affect the actual operation of a law enforcement agency whose overriding preference is to handle juveniles

on an informal basis. In a small town or rural setting, this poses a more serious problem than in a large city, because in the small towns law enforcement people usually know the child and his parents personally and are more inclined to work with the child at the police level without referring to the courts. Because of this, and other sections of the Code, many of these enforcement people resent the entire Code and feel that it was written solely for the use of the large cities.

It appears that a state-level interpretation of the Children's Code should be made and state-directed programs of interpretive instruction for enforcement officers should be conducted. Preferably a three-man team should visit each enforcement agency in the state. The team should be composed of one person from the State Judicial Department, one person from the Colorado Law Enforcement Training Academy, and one person from the Attorney General's office. The team should meet with all law enforcement officials in a given county for one full day of instruction and question-and-answer.

#### SPECIAL QUESTIONS

Several general questions appeared at the end of the questionnaire used for the interviews of law enforcement agencies. Where relevant, the responses to these questions were incorporated into the tape data file by including the information under the aspect, phase and/or subhead that seemed appropriate. In addition, the response of each agency to each question was typed on an index card. For this paper, a tabulation of frequent responses to the following two questions was made:

101. As we assess the needs of this agency, we would like to know your own list of priorities. What are the three to five most important needs of this agency at the present time, in order of priority?
  - 1.
  - 2.
  - 3.
  - 4.
  - 5.
104. As you consider the State of Colorado, its people, land, government and any other aspects...what do you see as the main obstacles to improving the services or functioning of this agency?
  - 1.
  - 2.
  - 3.

Out of a total of 75 law enforcement agencies interviewed, 71 responded to question 101. Three of the responding agencies said they had

no needs. Thus, 68 agencies reported some need.

### Manpower

Additional manpower is by far the most urgent need of the agencies interviewed, with 57 agencies mentioning such a need. In some cases the requirement is for more staff to work with juveniles, while in other cases the requirement is for more staff in general. 29 agencies give this need top priority, 21 give it second priority, 6 give it third priority, and one gives it fourth priority.

### Physical Plant and Facilities

A need for improved facilities was mentioned by 29 agencies, making this the second most frequently reported need. In some cases, more adequate facilities in general are needed. However, in many cases this need pertains specifically to work with juveniles, including things such as private interview rooms for juveniles and a juvenile holding facility. Seven agencies give the need for improved physical facilities top priority, 10 give it second priority, 8 give it third priority, and 4 give it fourth priority.

### Staff Salaries

A need for a higher pay scale was expressed by 23 agencies. This seems to be more of a problem for sheriffs' departments than for police, with 43% of the sheriffs and only 23% of the police mentioning it. This finding could be anticipated from the fact that police staff are generally better paid in relation to sheriffs' staff. Nine agencies give this need top priority, 7 give it second priority, 4 give it third priority, one gives it fourth priority, one gives it fifth priority, and one gives it sixth priority.

### Staff Training

The need for more education and training of officers was mentioned by 20 agencies. In some cases, it is desired to be able to hire personnel with higher levels of formal education (e.g., college graduates, particularly those who have specialized in sociology, psychology, or police sciences). More often, the desire is to be able to provide more inservice training for personnel and to be able to allow more leave for attendance at professional seminars and courses. Several agencies specifically mentioned the need for more training of officers in juvenile work. Two agencies give the need for more training top priority, 4 give it second priority, 7 give it third priority, 6 give it fourth priority, and one gives it fifth priority.

### Operating Funds

A general need for more money to operate the agency was expressed by 19 agencies. This need generally underlies nearly all other needs expressed. Twelve agencies give this need top priority, 5 give it second priority, and 2 give it third priority.

### Equipment

Nineteen agencies feel they need more or better equipment. One of the most frequently cited needs was more cars. Also required are radios, scientific detection devices, and office equipment. Eight agencies give this need top priority, 6 give it second priority, 3 give it third priority, and 2 give it fourth priority.

### Reduced Working Hours

Five agencies reported a need for shorter work days. Two agencies give this need second priority and 3 give it third priority.

### Freer Exchange of Information

Four agencies feel a change in state laws is needed to permit a freer flow of information among agencies concerned with law violators. One agency gives this need second priority, 2 give it third priority, and 1 gives it fourth priority.

### Prevention Programs

Four agencies feel that more prevention programs involving law enforcement personnel and directed at youth are needed. Two give this second priority and 2 give it third priority.

### Job Security

The need for more job security for deputies was mentioned by 3 sheriffs. Sheriffs' deputies do not have a Civil Service type of system to protect them from the political consequences of election of a new sheriff. Two agencies give this need second priority and 1 gives it fifth priority.

Out of the 75 law enforcement agencies interviewed, 34 were not asked or could not give a reply to question 104 (a few of these felt that there were no obstacles). Thus, 41 agencies reported some obstacle to improving the functioning or services of the agency.

Twenty-eight agencies saw an obstacle to their functioning in the laws which govern them. Twenty of these agencies saw this as their chief obstacle, 6 rated it second in

importance, 1 rated it third, and 1 rated it fourth. Nearly all of these agencies implied that the Colorado Children's Code hampers their functioning, although only 18 made specific reference to it. Twelve of these agencies named the Children's Code in general as an obstacle to their functioning, 3 agencies referred specifically to the provision of the Code regarding questioning of juveniles, 2 agencies referred to the provision on exchange of information, and 1 agency referred to the Code's restrictions on fingerprinting and photographing juveniles. Of the remaining 10 agencies which saw an obstacle to their functioning in the laws, 9 simply said that they are too restricted in their handling of juveniles and 1 agency said it does not have enough latitude in screening juvenile cases.

Public apathy was mentioned by 6 agencies as an obstacle, with 3 rating this as the chief obstacle, and 3 saying it was second in importance. Five agencies which saw lack of funds as an obstacle all rated this as being of primary importance. Five agencies reported that inadequate personnel is an obstacle, with 3 giving this primary importance and 2 secondary. Inadequate salaries are seen as a chief obstacle by 3 agencies. The following obstacles were each mentioned by one agency: lack of training (primary importance), the social structure (primary), availability of narcotics (second), and poor facilities (third).

R2

Appendix

Suggested form for index card record of juveniles handled.

Side 1:

Juvenile Case History

Name \_\_\_\_\_ File No. \_\_\_\_\_  
 Alias \_\_\_\_\_  
 Date \_\_\_\_\_ Sex \_\_\_\_\_ Date of Birth \_\_\_\_\_  
 Address \_\_\_\_\_ Phone No. \_\_\_\_\_  
 Father \_\_\_\_\_ Address \_\_\_\_\_  
 Mother \_\_\_\_\_ Address \_\_\_\_\_  
 Guardian \_\_\_\_\_ Address \_\_\_\_\_  
 Parents' Place of Emp. \_\_\_\_\_  
 Brothers \_\_\_\_\_  
 Sisters \_\_\_\_\_  
 County and State of Birth \_\_\_\_\_  
 School \_\_\_\_\_ Grade \_\_\_\_\_ Religion \_\_\_\_\_  
 Race \_\_\_\_\_ Height \_\_\_\_\_ Weight \_\_\_\_\_  
 Build \_\_\_\_\_ Comp \_\_\_\_\_ Hair \_\_\_\_\_  
 Eyes \_\_\_\_\_ Marks, Scars, Etc. \_\_\_\_\_

Side 2:

Date \_\_\_\_\_ Offense \_\_\_\_\_ Disposition \_\_\_\_\_ Officer \_\_\_\_\_ Prob. Officer \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Suggested form for monthly summary report of number of juveniles handled by agency.

JUVENILE MONTHLY REPORT SUMMARY FOR MONTH, YEAR

Total cases for month: BOYS \_\_\_\_\_ GIRLS \_\_\_\_\_ TOTAL \_\_\_\_\_  
 Total cases for year: BOYS \_\_\_\_\_ GIRLS \_\_\_\_\_ TOTAL \_\_\_\_\_  
 to date: \_\_\_\_\_

POLICE REFERRALS OF JUVENILES TO COURT \_\_\_\_\_ TOTAL \_\_\_\_\_  
 BOYS GIRLS  
 REFERRED TO STATE JUVENILE PAROLE \_\_\_\_\_  
 REFERRED TO OTHER AGENCY \_\_\_\_\_  
 ALL OTHER DISPOSITIONS \_\_\_\_\_  
 GRAND TOTAL \_\_\_\_\_

COMMITTED TO INSTITUTION \_\_\_\_\_ TOTAL \_\_\_\_\_  
 BOYS GIRLS

PLACED IN CUSTODY \_\_\_\_\_  
 ORDERED- IN \_\_\_\_\_

CLASS # 1 OFFENSES CLEARED THIS MONTH \_\_\_\_\_ THIS YEAR \_\_\_\_\_  
 CLASS # 2 OFFENSES CLEARED THIS MONTH \_\_\_\_\_ THIS YEAR \_\_\_\_\_

Recommendations of the Child and Youth Services Planning  
Project: Judicial System

by

Desmond S. Cartwright, Nicholas A. Reuterman  
and  
Goodrich Walton

## INTRODUCTION

The Judicial system is here conceived as comprising the District Attorney subsystem, the Court/Probation subsystem, and the Detention subsystem. Each will be treated separately.

### DISTRICT ATTORNEY

In the 22 Judicial Districts of the State the District Attorneys are elected officers. They appoint Assistant District Attorneys, a Chief Deputy District Attorney, and other Deputy District Attorneys "necessary to properly discharge the duties of his office, subject to the approval of the Board of County Commissioners of the County or the City Council of a City and County affected." This quotation and all other pertinent matters concerning the Legal Agency Image of the District Attorney subsystem may be found in Appendix A, reproduced from the Data-file tape of the Child and Youth Services Planning Project.

#### Relationship with the Court

The relationship between the District Attorney and the Court, so far as juvenile matters are concerned, is expressed as follows:

"Whenever the court is informed...that a child is, or appears to be within the court's jurisdiction...the court shall have a preliminary investigation made to determine whether the interests of the public or of the child require that further action be taken. Such investigation may be made by...the District Attorney, or any other agency designated by the court...On the basis of the preliminary investigation the court may...authorize a petition to be filed...Upon the request of the court, the District Attorney shall represent the State in the interests of the child..." (See Appendix A: \*\*\*Pre-Intake, \*\*\*Intake, and \*\*\*Process.)

Although there are only 22 Judicial Districts, three of them have two separate courts each. The Project interviewed 23 District Attorneys or the Deputy District Attorney handling juvenile matters, and obtained telephone information from one District Attorney to the effect that his office handled no juvenile matters at all. In one district with two courts and two posts in the District Attorney's office, one official was interviewed, the other post was still vacant; in the latter, information on the prior year's activities of the District Attorney's office was obtained from officials of other local agencies. Thus, altogether, information was obtained from 25

agencies in the District Attorney subsystem.

From the interview data, tabulations were made of the main source of referrals of children and youth cases to the District Attorney's office, the principal decision-making agency as to whether or not a formal filing of the case before the court should be made. From the interview data obtained from the courts in each district, tabulations were made of the numbers of cases handled altogether of the number of formal petitions filed; of the number found delinquent; and of the number committed to the Department of Institutions (on adjudication, not after revocation, wherever this could be clearly distinguished.)

Putting all this information together, it was expected that a picture of the relationship between the District Attorney subsystem and the Court/Probation subsystem could be obtained. It was found that in seven instances the District Attorney's office had essentially no decision-making role in whether or not to file a formal petition. It was also observed that the proportion of formal filings to total cases was .664 for the courts in those instances; whereas the proportion was .413 in the courts where the District Attorney did play a major role in the decision to file. However, it was observed that a sharp difference existed between jurisdictions having a larger number of total cases and those having a smaller number. Table R3.1 presents the relevant information, with figures presented for groups of jurisdictions. In the group numbered 1-5, large numbers of cases were handled, ranging from 200+ on up, with an average of 600+; in the group numbered 6-9, large numbers of cases were handled, ranging from 200+ on up, with an average of 1200+; in the group numbered 10-22, small numbers were handled, ranging up to 100+, with an average of 54; in the group numbered 23-25, small numbers were handled, ranging up to 100+, with an average of 67. Groups 1-5 and 10-22 were those in which the District Attorney played a major role in decisions on formal filing; groups 6-9 and 23-25 were those in which the District Attorney had no part in such decisions.

Table R3.1 shows that Law Enforcement was the main source of referral to the District Attorney in 17 instances; as against 8 in which referrals were made by various other sources, mainly Probation, which, of course, refers to the Intake function of the Probation departments. These other sources of referral were equally divided (4 and 4) between those jurisdictions in which the District Attorney's office had a major role in filing decisions and those in which he did not.



TABLE R3.1  
Sources of Referral to District Attorney, Major Decision-makers on Filing  
and Sequels in Court Handling: 1966-1967

D. A. Agency	Mainly Ref'd By	Decision To File	Handled by the Court			
			Number Handled	Formal Filings	Found Delinquent	Immediate Commitment
1	Probate	Probate, but DA advises	3032	991	656	87
2	Probate	Probate, but DA recommends				
3	Probate	Probate, but DA screens				
4 and 5	Law Enf.	DA				
6	Probate	Probate, DA called only when plea is "not guilty"	5125	3524	2423	307
7	Court	Judge				
8 and 9	Law Enf.	Probate				
10	Various	DA				
11	Law Enf.	Law Enf., DA advises				
12	Law Enf.	DA, but discusses with Law Enf.	699	550	411	38
13	Law Enf.	DA, but Probate may recommend				
14	Law Enf.	Court and DA				
15	Law Enf.	Judge, but discusses with DA				
16-22	Law Enf.	DA				
23	Various	Probate				
24	Judge	Judge	283	68	45	7
25	Law Enf.	Probate				

Proportions calculated on the figures in the columns of Table R3.1 may be used to measure probabilities of transition from one status to another. Thus, the proportion of number handled who were formally filed upon gives the probability of being formally filed if a child is handled at all by the court. The proportion of those formally filed who are

found delinquent gives the probability of being found delinquent for a child on whom a formal filing is made. The probability of immediate commitment given a finding of delinquency is given by the proportion of immediate commitments to numbers found delinquent. Calculations of this form yielded the results shown in Table R3.2.

TABLE R3.2  
Probabilities of Various Sequels in Court Handling for Groups of Courts

Group of Courts	Formal filing if Handled	Found Delinquent if Filed	Committed if found Delinquent	Committed if Handled
Large numbers, DA plays major role in filing decisions	.3268	.6620	.1326	.0287
Large numbers, DA plays no or minor role in filing decisions	.6876	.6876	.1267	.0599
Small numbers, DA plays major role in filing decisions	.7868	.7473	.0925	.0544
Small numbers, DA plays no or minor role in filing decisions	.2403	.6618	.1556	.0247
Large and small numbers, DA plays major role in filing decisions	.4130	.6924	.1172	.0330

TABLE R3.2  
(continued)

<u>Group of Courts</u>	<u>Formal filing if Handled</u>	<u>Found Delinquent if Filed</u>	<u>Committed if Found Delinquent</u>	<u>Committed if Handled</u>
Large and small numbers, DA plays no or minor role in filing decisions	.6642	.6878	.1272	.0581
All courts with large numbers	.5535	.6819	.1280	.0483
All courts with small numbers	.6293	.7379	.0987	.0458
All courts	.5617	.6887	.1242	.0480

The conclusions that may be drawn from the data presented in Table R3.2 would appear to be these:<sup>1</sup>

- a. In general, and especially in the larger courts, the probability of being formally filed is lower if the child is referred to a jurisdiction in which the District Attorney plays a major role in deciding whether to file.
- b. However, in smaller courts, the opposite condition holds, namely, the probability of being formally filed is lower in those jurisdictions in which the District Attorney plays no or a minor role in the decision whether to file.
- c. If handled by the court at all, but especially in the larger courts, the probability of a child's being committed to the Department of Institutions is nearly twice as great if his case is brought in a jurisdiction in which the District Attorney has no role or a minor role in the decision whether to file.
- d. However, in smaller courts, the opposite condition holds, namely, the probability of being committed is less than half as great if the case is brought in a jurisdiction in which the District Attorney plays no role or a minor role.

One recommendation that follows from these conclusions is as follows: The District At-

<sup>1</sup>The fact that the general condition is matched by the condition in the larger courts simply reflects the fact that the general condition is that obtained in the "all courts" figures, in which the larger courts' numbers are preponderant.

torney should play a major role in all decisions to file a formal petition in delinquency.

#### Problems and Needs of the District Attorney

All agencies interviewed were asked the following question toward the end of the interview:

101. As we assess the needs of this agency, we would like to know your own list of priorities. What are the three to five most important needs of this agency at the present time, in order of priority?

It was understood (and stated if there was any doubt) that the needs are such as may concern the work of the agency with regard to juveniles. Twelve of the District Attorney agencies stated that they had no needs.

Six mentioned changes in the Children's Code as their only need or as one of their top two priorities: simplify procedures with lesser offenses; distinguish more sharply between CHINS and delinquents; District Attorney should have original jurisdiction over felony offenses committed by anyone over age 14; sentencing to reformatory should be made legal; law should provide for far fewer hearings; provision for judge to pass on whether he will hear case should be voided; provision for hearing prior to placement in detention should be changed, since judge frequently in some far-away corner of district; provision for notification of both parents should be changed to fit nonmetropolitan areas, where often in broken homes parents cannot be found and may live a hundred miles from court; provision should be changed whereby court may decide not to involve District Attorney in juvenile cases; provisions in code requiring specialists for which neither funds nor personnel are avail-

able should be removed; greater respect for individual discretion in handling cases should be built into the code; District Attorney's office should be given more authority in juvenile matters; code does not provide payment for defense attorneys and it is difficult to find volunteers.

Seven agencies referred to staff needs: more staff; better pay to get and keep good staff; specialized investigators; an attorney specifically assigned to concentrate on juvenile matters only.

Three felt that procedures would greatly be improved if support in other agencies could be provided: psychological testing and treatment; better investigation by law enforcement; better probation supervision to prevent recidivism.

In regard to plant, five District Attorney agencies mentioned detention or shelter or both in their list of priorities, though not strictly for their own functioning, of course.

### Ideals

In response to questions concerning what would be ideal for the functioning of the District Attorney's office in various regards, the responses were as follows:

On staff, twelve agencies responded positively that the present staff was adequate; six felt that one full-time Deputy or Assistant would be ideal (currently having only 15% to 25% of one man's time); two felt that a separate investigator would be ideal; two felt that the salaries should be set by the State and enforced, not left up to the County Commissioners.

On procedures, 14 District Attorneys felt that ideally there should be legal changes; 5 emphasized their preference for simplified or more informal procedures, especially with less serious cases (such as one hearing only and no defense counsel); 9 stressed the importance of the D.A.'s having original jurisdiction in felony cases age 13 and over, and with the right to file in District Courts if they so decide. Two were satisfied with present procedures and said so explicitly (which means that less than 10% of the District Attorney agencies interviewed are content with the present Children's Code). Two stressed their desire to have ready psychological and psychiatric consulting facilities available to provide work-ups on all cases they feel need more sophisticated diagnosis and to write usable reports.

On plant, 4 responded that the community should have a halfway house, a detention center and more foster home placement. Only one agency expressed the desire for additional or improved space for their own staff.

Restraints in the local community. In order to develop a picture of the limitations or restraints upon their functioning that agencies face (and that must be addressed in comprehensive planning for improved services) two questions were asked about obstacles. The first one concerned obstacles at the local level, city, county or district as the case may be:

102. As you consider this county, its people, land, government, all aspects---what do you see as the chief obstacles to improving the services or functioning of this agency?

Four District Attorneys mentioned lack of local funds, 5 referred to an "attitude of non-involvement on the part of most people" or confusion: "No one agrees on what children need, and what is wrong with them" or "There is a communications gap between child and parents." Two mentioned the intractable nature of children and also felt that their lack of respect for the law could be remedied. Four stressed the service problems of small communities: "Need professional to handle children, but cannot get them in this type of district," "Counties will not or cannot fund a juvenile officer," "Even if you could decide what children need, there are limited services available here," "Space and time is a problem here, and the Children's Code is made only for Metropolitan areas."

In other connections, several D.A.'s mentioned the implicit resentment on the part of people on the Western slope: they have to send their children to Denver for either detention or institutionalization, and they dislike doing that because they dislike Denver; the metropolitan area can supply lawyers to the State Legislature (because they can maintain their practice at home within easy commuting distance) whereas lawyers from the Western slope could not possibly afford to run for State office due to the sheer distance; consequently, laws tend to get made that are best suited to the Denver Metropolitan area, in which problems of space, time and lack of services hardly arise at all. This problem is especially acute on the Western slope; but it is not restricted to that region. Many D.A.'s (and other agencies) made similar comments concerning other regions distant from Denver.

Restraints in the State. The second question concerning obstacles to improved function-

ing was as follows:

104. As you consider the State of Colorado, its people, land, government and any other aspects---what do you see as the main obstacles to improving the services or functioning of this agency?

There was one salient response to this question: the Legislature gives insufficient regard to law enforcement; "Legislature does not emphasize law enforcement enough; it should have higher priority;" "The Legislature impedes law enforcement through its provision of more lenient penalties;" "There is no contact between the Legislature and those who must use the laws;" "Legislature's failure to give D.A. original jurisdiction in juvenile matters;" "Impediments upon law enforcement in questioning children." In addition it was felt by some that the Legislature provides insufficient salary levels to get Assistant and Deputy District Attorneys, and furthermore, the position of District Attorney, being elected, and looked upon as temporary by the legal profession, is structurally not well suited to attract personnel intent upon devoting their careers to District Attorney work with juveniles.

#### SUMMARY AND DISCUSSION

An analysis of the relations between District Attorneys and Courts in regard to juvenile matters revealed that the chances of formal filing and of commitment are lower where the District Attorney plays a major role in the decision on whether to file. This suggests that possibly some filings are made by courts primarily in the interest of the child's welfare although perhaps the legal justification for such filing would not stand up to the scrutiny of the District Attorney. There is thus a dilemma between the goals of Due Process and of Well-being. However, this suggested explanation rests upon an assumption that the District Attorney's office is concerned solely with legal matters. This is not true. Most of the District Attorneys interviewed were deeply concerned with the well-being of their community, including that of the juveniles in question. Yet all recognized their own lack of training specifically in understanding children and many expressed a desire for trained personnel either in their own office or in the court or in some other agency with whom they could confer in reaching decisions.

Thus, the nub of the problem seems to be as follows: how to ensure Due Process, including the right of the State to impose due sanctions where called for as well as the rights of the individual, at the same time that concern is maximized for the well-being

of children.

The answer proposed by the President's Commission on Law Enforcement and Administration of Justice (See Report R1 of this Series) is to differentiate children into three groups: most children (for whom preventive programs of the widest possible application are in order), violent and dangerous children (for whom swift justice and effective correction is in order), and the inbetween problem children (for whom diagnosis and treatment are in order). It is the latter two groups that come to the attention of the judicial system. The District Attorneys of Colorado appear to be saying: it is our duty and responsibility to decide when swift justice and effective correction are probably in order, and when the more probable indication is that diagnosis and treatment are required: for the former we would file a formal petition; for the latter we would refer for diagnosis. They do not assert that these decisions should be made in their office in solitary confinement; to the contrary, in the majority of cases where explicit statement is made about such matters, and where the District Attorney at present does play a major role in filing decisions, he typically consults with probation and law enforcement at least, sometimes with other agencies.

One model of solution might be that the District Attorney would play a major role in all decisions to file a formal petition in delinquency. This would mean that his office would not have to do a great deal of work on cases that "should be handled informally." A second model would maintain his major role in decisions to file formally, but would also require that he screen all cases for which informal handling has been proposed. A third model would require the District Attorney's office to play a major role in all cases referred, or to be referred, to the court where a delinquency petition is a possible consequence under the law (i.e., not CHINS cases).

#### COURTS

##### Introduction

We turn now to a consideration of the courts in Colorado, insofar as the handling of juvenile matters of delinquency and need of supervision are concerned.

This section of this Report will be organized in the following way: First, the laws governing the courts will be referred to and one particular point regarding the right to counsel will be briefly discussed. Second, extensive attention will be paid to the present problems and present and future needs of

the courts, the obstacles that confront their development of optimum functioning, and the ideals expressed by court staff. Third, recommendations will be made based upon analysis of the problems and other matters in the second part, and upon consideration of recommendations made by national authorities and authorities from other states. Finally, a brief discussion of detention facilities will be provided.

## Laws Governing the Courts

### Legal Agency Image

The complete statement of laws presently governing jurisdiction, staff, procedures, programs, and detention plant, is contained in the Legal Agency Image for the court, presented here as Appendix B to this report.<sup>2</sup>

### The Right to Counsel

It is not the purpose of this Project to examine in detail the functioning of courts from the point of view of law. Rather the Project was concerned chiefly to examine the procedures and programs actually followed, and the problems associated with them, along with plans, predictions and ideals. Naturally, many actual procedures and programs follow directly from prescriptions or mandates contained in the relevant articles of State law.

However, one of the Project's consultants<sup>3</sup> recommended that attention be paid especially to the consequences of the provision of legal counsel, and this subject was always broached, if not spontaneously by respondents in the course of discussing "who all are present during hearings," then directly by the interviewer. It was found that very few formal delinquency petition adjudication hearings involved counsel for defense of the child. The largest figure quoted was 5% of cases in one district. The majority of districts stated that no cases had had counsel for the child. From one court the following statement was made:<sup>4</sup>

"A typical hearing is an admission hearing where the judge advises of rights, the probation counselor previously hav-

ing advised of rights, and hopefully the police officer having also advised of rights; the child present with one or both parents, probation counselor present, court reporter present. Following advisement there's a characteristic admission. Judge asks the parents if they approve the admission. They invariably do. The judge then proceeds to enter the admission as approved by parents, and asks for a statement from the probation counselor as to recommendations..."

From another court, a copy of a typical Decree in Delinquency was subjected to removal of all identifying matter and recorded as containing the following remarks:

"This matter came on for hearing on the N month, D day, Y year, upon the verified petition of P person, alleging that Billy Jones is a delinquent child, and it appearing to the court that legal notice of the hearing of said petition has been given in the manner and form required by law, and L.L.B. Legal, Deputy District Attorney of the Jth Judicial District of the State of Colorado appeared on behalf of the State of Colorado, and Billy Jones appeared in person at the hearing together with his mother, Mary Jones.

"Thereupon, the court advised Billy Jones and his mother of the right of the alleged delinquent child to counsel, and his right to a trial by jury. After this explanation was made, and after a private conference between Billy Jones and his mother, Billy Jones and his mother expressed their desire to proceed without counsel, and to waive their right to a trial by jury, and to have the case tried forthwith by the court without a jury. And the court, having heard the evidence offered, and being sufficiently advised in the premises,  
Doth find:  
....."

In this case probation was granted, subsequently violated, and a revocation hearing was held. Rights to counsel were again fully advised, and waived. The evidence was then heard, and the child was committed to the Department of Institutions.

Many judges maintain that the child in such circumstances wants the court to take firm action with him, and that the parents want it too. Such is evidently true in the case of Billy Jones and his mother.

In the Colorado Children's Code the right to counsel is explicit as follows (See Appendix B, section on \*\*\*Intake):

<sup>2</sup>Appendix B is printed output from the tape Data-file of the Project, with symbolic identifications of separate Panels removed to improve reading of text.

<sup>3</sup>See Report C1.

<sup>4</sup>Retrieved from Project Data-file and abbreviations expanded.

"22-1-6...At his first appearance before the court, the child, his parents, guardian or other legal custodian shall be fully advised by the court of their constitutional and legal rights including... the full right to be represented by counsel at every stage of the proceedings."

The Code went into effect July 1, 1967. The majority of children and parents since that time have waived their right to counsel, according to the judges interviewed by this Project: the majority ranging between 95% and 100% for different courts.

Now, on the Supreme Court case, "In re Gault," Justice Fortas delivered an opinion containing the following words:<sup>5</sup>

"We conclude that the Due Process Clause of the Fourteenth Amendment requires that in respect of proceedings to determine delinquency which may result in commitment to an institution in which the juvenile's freedom is curtailed, the child and his parent must be notified of the child's right to be represented by counsel retained by them, or if they are unable to afford counsel, that counsel will be appointed to represent the child."

The Colorado Children's Code, and the practice of judges throughout the State are in complete accordance with the Gault decision. However, it seems pertinent to draw to the attention of the State an important recommendation made by the President's Commission on Law Enforcement and Administration of Justice:<sup>6</sup>

"Counsel should be appointed as a matter of course wherever coercive action is a possibility, without requiring an affirmative choice by child or parent."

It is recognized that there may be far-reaching implications from this recommendation; and yet it does appear that an extremely small percentage of persons before the Colorado courts on juvenile delinquency petitions are actually exercising their right to counsel;

<sup>5</sup>Quoted in: Task Force Report: Juvenile Delinquency and Youth Crime, by the President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office, Washington, D.C., 1967.

<sup>6</sup>The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, United States Government Printing Office, Washington, D.C., February, 1967, p. 87.

and, therefore, the Project recommends that consideration be given to whether the provision of counsel in formal delinquency proceedings should be made mandatory. In this connection, Section 22-1-6 (1) (c) provides, "The court may appoint counsel without such request (by the child or his parents) if it deems representation by counsel necessary to protect the interest of the child or of other parties."

#### Current Needs of the Courts

In the Project interviews one of the questions asked was as follows:

As we assess the needs of this agency, we would like to know your own list of priorities. What are the three most important needs of this agency at the present time, in order of priority?

The answers to this question provide an indication not only of what the important needs of an agency are, but also how important each need is for the agency. The answers to this question, given by court judges and probation staff, are presented in Table R3.3. The number and percent of judges or probation mentioning and also the mean priority of the given problem or need is provided. The problems are organized by aspect, from staff through budget.

The data presented in Table R3.3 indicate that staff and plant are seen as the most pressing immediate problems for the courts.

#### Staff

There appears to be a very widespread lack of personnel, plus a serious lack of training, and inadequate salaries. In general the lack of staff is in the probation departments of the courts. The reality of this problem is brought out by the fact that there is a total of 95 probation officers handling juveniles in Colorado. Of these 66 are full-time and 29 part-time on juvenile matters. Of the 25 courts contacted by the Project, only 18 had at least one probation officer devoting full-time to juveniles; the remaining 17 had no full-time juvenile probation officer.

#### Plant

The lack of physical facilities is mainly in terms of placement facilities for juveniles, not in terms of facilities for staff. Almost one-third of the courts contacted indicated that a lack of local placement facilities for juveniles was a major problem. Almost one-fourth reported that the lack of adequate detention facilities was a major problem.

TABLE R3.3  
Problems and Needs of Court Judges and Probation Departments in Colorado

Problems/Needs	Number of Judges or Probation Mentioning	% of Judges or Probation Mentioning	X Priority
<u>Staff</u>			
General lack of staff	17	44.7	1.94
Staff training	3	7.9	2.33
Salaries	3	7.9	1.00
Secretary	2	5.3	1.00
Professional Consultants available to judges	1	2.6	2.00
<u>Procedures</u>			
Problems with the Children's Code	5	13.4	2.00
Increased community education as to court programs and functions	3	7.9	2.66
Increased involvement of other agencies	3	7.9	4.00
Improved psychological/psychiatric services	2	5.3	1.50
Closer community contact and cooperation	2	5.3	3.00
Central Index of all juvenile contacts	1	2.6	1.00
Revised court administration procedures	1	2.6	3.00
Alternating judges hampers probation	1	2.6	1.00
Improved cooperation with other agencies	1	2.6	2.00
New court procedures	1	2.6	1.00
Increased court and probation discretion	1	2.6	2.00
Judge's policies hamper probation	1	2.6	1.00
<u>Programs</u>			
Need a work program	2	5.3	2.00
Community help in finding juvenile employment	1	2.6	1.00
Need readily available therapy centers	1	2.6	2.00
Need vocational training for juveniles	1	2.6	3.00
<u>Physical Plant</u>			
Local placement facilities (e.g. ranches, group homes)	12	31.6	2.33
Detention facilities	9	23.7	1.55
Foster homes	2	5.3	1.50
Increased office space	2	5.3	1.50
Local institutional facilities	1	2.6	2.00
Diagnostic center	1	2.6	3.00
<u>Funds</u>			
General lack of funds	5	13.1	1.80

Procedures

There is a wide disparity in procedural problems. The major ones revolve around difficulties created by the Children's Code and the lack of what might generally be regarded as community and other agency involvement and cooperation. The major problems centering around the Children's Code were difficulties encountered in implementing it in rural areas, and the need for clarification of some of the provisions it contains.

Programs

A relatively small number of courts men-

tioned major problems in regard to programs. This may be interpreted in two ways. First, the courts are more concerned with the more immediate and related problems regarding personnel. The feeling may well be that programs cannot function without someone to operate them; thus, the most important need is for staff. Second, there may be a general satisfaction with currently operative programs. If such an attitude does prevail it would certainly seem to be a misinterpretation of the facts. The evidence indicates that there is a major need for program development in the juvenile courts of Colorado. Table R3.4 presents a summary of the programs currently in operation throughout the State, and the number and percent of courts

offering each. It should be noted that the programs contained in Table 3.4 are only those intended for the rehabilitation of juvenile law offenders; they are not preventive programs.

TABLE 3.4  
Court Administered Rehabilitation Programs Currently Operative in Colorado and the Number and Percent of Courts Offering Each

Program	Number of Courts Offering	Percent of Courts Offering
Individual counseling <sup>a</sup>	22	88
Group counseling	10	40
Counseling of parents	8	32
Work Program	6	24
DPO or APO or HPO	5	20
Sports activities	3	12
Tutoring	2	8
"Big Brothers"	2	8
Special school program	1	4
Half-way house	1	4
Group social activities	1	4
Penitentiary trips	1	4
Training in job procurement	1	4
Modified academic program in cooperation with schools	1	4
Summer camp scholarships	1	4
NONE	3	12

<sup>a</sup>Individual counseling varies extensively in quality, ranging from 10-15 minute conferences one a month to weekly or even twice weekly sessions which are clearly therapy-oriented. In general counseling of the former type is more prevalent than that of the latter.

From Table R3.4, it can be seen that individual counseling is the most wide-spread court administered program. Group counseling is the second most frequently employed, although it is present in less than 50% of the courts. With regard to the third most frequent program, counseling of parents, it is interesting to note that of the courts asked (24 out of 25), all regarded family problems or the inadequacies of parents as a major cause of delinquency. Yet parental counseling is offered by less than one-third of the courts. These facts might be interpreted as indicating the willingness of the courts to provide parental counseling programs but their inability to do so because of lack of staff, funds, etc.

One final comment on the data presented in Table R3.4 should be made. Of the 25 courts interviewed, 3 provided no programs intended to rehabilitate delinquents who are placed on probation. Such a situation is deplorable in the extreme and should be immediately corrected.

Table R3.5 also provides evidence relevant to the need for juvenile court programs in Colorado. This table provides information regarding the number of courts having various numbers of programs in operation.

TABLE R3.5  
The Number of Courts Having Various Numbers of Rehabilitation Programs Currently in Operation

Number of Programs in Operation	Number of Courts Having Given Number of Programs
7	1
6	1
5	3
4	2
3	4
2	6
1	5
0	3

From Table R3.5 it can be seen that 14 courts (56%) have 2 or less programs available for the rehabilitation of juveniles. It should also be noted that in many cases the one program a court does have consists of token individual counseling.

The current situation of the juvenile courts in the State of Colorado with regard to prevention programs shows an even greater need than in the realm of rehabilitation programs. Table R3.6 provides a summary of currently operative preventive programs and the number and percent of courts offering each. The programs mentioned are only ones which are specifically designed to prevent delinquency and which include only pre-delinquent participants. Not mentioned are programs which are principally for delinquents but which incidentally include pre-delinquents.

TABLE R3.6  
Current Delinquency Prevention Programs in Colorado Juvenile Courts and the Number and Percent of Courts Offering Each

Program	Number of Courts Offering	Percent of Courts Offering
Informal probation/ Individual counseling <sup>a</sup>	19	76
Referral to more appropriate agencies	6	24
Informal counseling of referred juveniles or at parents request <sup>a</sup>	5	20
Research project involving programs	3	12
Placement of pre-delinquents in NYC	2	8



TABLE R3.6  
(continued)

Program	Number of Courts Offering	Percent of Courts Offering
Periodic meetings with other concerned agencies	2	8
Assistance to non-delinquents who work with potential dropouts and other school problems	1	4
Informal probation/work program	1	4
Group counseling	1	4
Group counseling in cooperation with schools	1	4
Family counseling	1	4
Community Advisory Council concerned with community level prevention	1	4
Truancy prevention in cooperation with schools	1	4
Sports activities	1	4
Intensive reciprocal referral system with welfare	1	4
Foster home placement in cooperation with welfare	1	4
Preventive court	1	4
Education program on juvenile law and court procedures in cooperation with schools	1	4
Half-way house	1	4
NONE	5	20

<sup>a</sup>Informal counseling again varies greatly in quality. See footnote Table R3.4.

From Table R3.6 it can be seen that there are even fewer preventive programs in the courts than there are rehabilitative. The most widespread program is again individual counseling.

Three important points should be noted with regard to court preventive programs. First, there is considerable disagreement as to whether prevention is an appropriate area for court operations or administration. It is felt by the present Project that both extremes regarding courts and preventive programs should be avoided. The courts are not in a position, nor should they be expected to function as the principal primary prevention agency in the community. On the other hand, it is not appropriate for the courts to adopt an entirely "laissez-faire" policy regarding pre-

vention efforts. The present situation of preventive services in Colorado<sup>7</sup> would seem to suggest that the courts may be required to play an important role, at least initially, if adequate preventive programs are to be developed. In any case, it would seem that the courts should at all times cooperate with other agencies in preventive programs. Some indication of the current level of court-other agency cooperation in prevention activities can be obtained from Table R3.6. It will be noted that of the 50 separate currently operating prevention programs, only 9 or 18% depend specifically on court-other agency cooperation. These 9 programs are operating in 8 of the 25 courts. Thus, in less than two-thirds of the juvenile courts in the State there is virtually no court-other agency cooperation with regard to delinquency prevention programs.

The second important point is the fact that in only 3 of the courts (12%) were there research projects on programs. Since research forms the basis of sound prevention, as well as rehabilitation programs, there is obviously a serious lack of research in the juvenile courts in the State. It is worth noting in this regard that there is considerable variation in the attitudes of judges toward research in court settings. A few judges actively support research to the point of participating in full-scale, research-grant funded projects. On the other hand, one prominent juvenile judge strongly opposes research because of previous bad experiences and because it "interferes with probation personnel whose main job is to supervise juveniles."

A final point regarding prevention programs concerns the large percentage of courts where no such programs are operative (20%). This is again an unreasonable lack of services demanding immediate remedial action.

A summary of the number of courts offering given numbers of preventive programs is contained in Table R3.7.

TABLE R3.7  
The Numbers of Courts Having Various Numbers of Prevention Programs Currently in Operation

Number of Programs In Operation	Number of Courts Having Given Number of Programs
6	2
5	1
4	1
3	3
2	7

<sup>7</sup>See Project Report R5 for a discussion of preventive efforts by the schools, welfare agencies, and mental health clinics.

TABLE R3.7  
(continued)

Number of Programs in Operation	Number of Courts Having Given Number of Programs
1	6
0	5

According to Table R3.7, 18 courts offer two or fewer preventive programs. This is 72% of the juvenile courts in the State. Thus, the need for increased preventive services is clear.

#### Budget

The only budget related problem mentioned in interviews with judges and probation personnel was a general lack of funds. Presumably this problem is closely related, and in some instances, causally related, to the more frequently reported lack of staff and lack of facilities problems. If such a causal relationship does exist, the solution of the financial problems could obviously result in an improvement in several other areas.

#### Current Obstacles to Court Functioning

Besides the question on problems/needs mentioned above, two additional interview items provided information relevant to the present situation of the juvenile courts in Colorado. These items were:

- 1) As you consider this county, its people, land, government, all aspects---what do you see as the chief obstacles to improving the services or functioning of this agency?
- 2) As you consider the State of Colorado, its people, land, government, and any other aspects---what do you see as the main obstacles to improving the services or functioning of this agency?

The principal State obstacles to the functioning of the courts as seen by judges and probation staffs are presented in Table R3.8, together with the number and percent of respondents indicating each as an obstacle.

According to the data presented in Table R3.8, the major state obstacle to the functioning of the courts is the lack of appropriate State level facilities for juveniles. The second most commonly reported obstacle is the lack of adequate funds. Two factors tie for the third most common obstacle: the lack of applicability of the Children's Code in certain areas, and the lack of understanding of juvenile court functions on the part of the State legislature.

The principal county obstacles to the func-

TABLE R3.8

State Obstacles to the Functioning of the Courts and the Numbers and Percents of Judges or Probation Staffs Reporting Each

Obstacle	Number of Judges or Probation Mentioning	% of Judges or Pro- bation Mentioning
Lack of appropriate state level facilities for juveniles	8	25.0
Lack of funds	6	18.7
Children's Code is not applicable in all areas of the state	4	12.5
Lack of understanding on part of Legislature	4	12.5
Lack of education (re. delinquency) on the part of the public	3	9.4
Persons in control of the State do not realize local problems	2	6.2
Lack of means of training personnel	2	6.2
Inadequate corrections system	1	3.1
Lack of citizen involvement	1	3.1
Lack of University trained personnel	1	3.1

tioning of the courts as seen by judges and probation staffs are presented in Table R3.9. This Table also includes the number and percent of respondents reporting each county obstacle.

Considerably more variation in county obstacles is evident than in State level obstacles. With several exceptions the county obstacles can be grouped into four major categories. These are (1) Obstacles presented by local citizens. A total of 14 (38%) judges or probation staffs mentioned obstacles falling into this category. (2) Obstacles presented by local governing officials. A total of 6 (16%) judges or probation staffs mentioned this type of obstacle. (3) A lack of funds. This was mentioned in 4 instances (11%). (4) Problems present in the court itself. This was mentioned by 4 interviewees (11%). The remaining obstacles seem to be unique to the particular agency mentioning them.

These State and county obstacles serve to re-emphasize a number of previously mentioned

problems and needs encountered by the courts in Colorado.

TABLE R3.9

County Obstacles to the Functioning of the Courts and the Numbers and Percents of Judges or Probation Staffs Reporting Each

Obstacle	Number of Judges or Probation Mentioning	% of Judges or Probation Mentioning
Lack of education (re delinquency) on the part of the public	5	13.5
Lack of funds	4	10.8
Community attitude toward delinquents	3	8.1
Lack of cooperation on part of county commissioners	3	8.1
Lack of employment for juveniles	3	8.1
Rapid growth of the county	2	5.4
Bi-cultural area	1	2.7
Prejudice	1	2.7
Court's lack of knowledge, skill and direction in reaching juveniles	1	2.7
Lack of adequate information on juveniles	1	2.7
Lack of alternatives in making decisions	1	2.7
Lack of appropriate facilities	1	2.7
Lack of staff	1	2.7
Alternating judges	1	2.7
Poor representation in State Legislature	1	2.7
Legislature	1	2.7
Poor attitude on part of persons in controlling positions (esp. of budget)	1	2.7
Lack of local government supervision of work programs	1	2.7
Resistance to change on the part of many people	1	2.7
Mobile population	1	2.7
Community apathy	1	2.7
Lack of inter-agency cooperation	1	2.7
Distance	1	2.7

#### Court/Probation Ideals

In the interviews a question concerning the ideal situation was asked with regard to staff, procedures, programs, plant and budget. The answers to these questions provide an indication of what the various judges and probation staffs would like to see in their particular court. Thus, in a sense, these responses are yet another indication of the needs of the courts, and in addition, are suggestions as to what the local persons involved regard as perfect solutions to the difficulties they face. The responses to the "ideals question" are presented in Table R3.10, together with the number and percent of respondents answering with each.

The ideals of the court are centered principally around staff and plant. This is similar to both the problems and obstacles discussed earlier. Unlike the problems and obstacles responses, however, the ideals responses show a considerable amount of concern with program matter. This concern may be interpreted as supporting the previously mentioned proposition that the courts are quite interested in program development, but must direct their immediate energies to the more pressing problems relative to staff and plant. In effect, there seems to be considerable concern, of a long-range nature, with program development in the courts.

#### Future Needs of the Courts

Data concerning forecasted court handling for the years 1970, 1975, and 1980 are presented in Project Report F3. This information permits some considerations of what the future demands on the courts for services will be, at least in terms of the expected number of juveniles handled. Between the years 1967 and 1980 there is an expected state-wide increase of 43% in the number of juveniles handled by the courts. The percent of increase during the 1967-1980 period varies considerably from judicial district to judicial district, some showing a decrease, while others show over a 100% increase. The numbers of districts showing varying degrees of increase and decrease from 1967-1980 in the number of juveniles handled are presented in Table R3.11.

From Table R3.11 it can be seen that exactly half of the judicial districts in Colorado can expect a substantial (more than 25%) increase in the number of juveniles handled by the courts in the next 12 years. Another 6 can expect a slight increase (less than 25%), while 5 can expect a slight decrease. It is instructive to note that the 5 districts in which a decrease is expected are ones which currently handle a very small percentage of the state total of juveniles handled by the courts. These five districts handled an average of 48

TABLE R3.10  
Ideals of the Courts and the Number and Percent  
of Courts Expressing Each

Ideal	Number of Courts or Probation Mentioning	% of Courts or Probation Mentioning
<u>Staff</u>		
Increased proba- tion staff	15	34.8
Full-time juvenile probation officer	5	11.4
Volunteers	3	6.9
Training officer	2	4.6
Psychiatric social worker	2	4.6
Full-time psychol- ogist	2	4.6
Additional judge	1	2.3
Training programs	1	2.3
MISC. special per- sonnel (each of the following was mentioned once)	6	13.9
Public relations person		
Consulting psychiatrist		
Job development person		
Professional advisor to court		
Referee		
<u>Procedures</u>		
Changes in Children's Code	4	9.2
Better cooperation with other agencies	3	6.9
Have D.A. or intake officer decide whe- ther to file	2	4.6
More psychological/ psychiatric testing	2	4.6
Have parole take over probation	2	4.6
MISC. (each of the following was men- tioned once)	5	11.4
Make community aware of probation services		
Increased research		
Have probation take over parole		
One permanent judge for juveniles		
Citizens council to help judge		
<u>Programs</u>		
Work programs	5	11.4
Prevention programs	5	11.4
Group discussions	3	6.9
Psychological or psychiatric treatment	3	6.9

TABLE R3.10  
(continued)

Ideal	Number of Courts or Probation Mentioning	% of Courts or Probation Mentioning
<u>MISC. (each of the following was men- tioned once)</u>		
Community educa- tion on the pro- blems of delinquency	8	18.6
State level program of education of par- ents on "how to keep their kids out of trouble"		
More neighborhood services		
More intensive programs		
More cooperation between courts and other agencies with regard to programs		
More group activities		
Program for runaway girls		
Parental education in the court		
<u>Facilities</u>		
Locally available appropriate facil- ities	10	23.2
Local detention facilities	8	18.6
Ranches for juveniles	3	6.9
MISC. (each of the following was men- tioned once)	6	13.9
Holding homes for runaways		
A closed facility for CHINS		
Court facilities to- gether with detention facilities		
State assistance for several counties to build detention facilities		
Increased office space		
Group homes		
<u>Funds<sup>a</sup></u>		
State should fund court functions	4	9.2
Funds for full-time pro- bation officer during the summer	1	2.3

<sup>a</sup>Estimates for ideal amounts of money per juv-  
enile per year ranged from \$324 to \$3000. The  
median amount was \$500.

TABLE R3.11

Number of Judicial Districts Showing Certain Expected Increases and Decreases in the Years 1967 to 1980 in the Number of Juveniles Handled by the Courts

Expected Percent Increase or Decrease	No. of Districts
Greater than 75% increase	3
50 to 74% increase	2
25 to 49% increase	6
10 to 24% increase	6
1 to 25% decrease	5

cases during 1967, while the remaining districts handled an average of approximately 470 cases during the same period. Thus, while a substantial number of judicial districts are expected to have a decrease in the number of court-handled juveniles, these same districts currently handle a disproportionately small number of the total number of cases handled by the courts.

The above data clearly indicate that in the next 12 years there will occur a significant increase in the demand for services to children and youth from the courts. An obvious accompaniment to this increased demand for services will be an increased need for staff, physical plant and programs.

#### Summary

The evidence presented in the preceding discussions already indicates that the needs of the courts are most prevalent in three areas. These areas are staff, physical plant, and programs. The area of budget is, of course, closely related to these in that any significant improvement in staff, plant, or programs will necessarily require funds. Procedural problems revolve mainly around the Children's Code and are perhaps more the result of its newness than due to any inherent difficulties. Also, improvements in the above three areas are quite likely to alleviate some of the procedural difficulties.

The following recommendations section of the paper is consequently principally devoted to a consideration of suggestions relevant to the areas of staff, physical plant, and programs.

#### RECOMMENDATIONS

Before proceeding to specific recommendations a general statement concerning future needs is in order. The previously discussed data regarding the expected numbers of juveniles to be handled by the courts do considerably more than indicate an increasing need

for court services: they provide definite descriptions as to where these increasing needs are likely to be most acute. Such information is extremely useful in that it allows for differential allocation of limited resources in the improvement of court services according to the future demand for such services. On this basis, it is recommended that efforts to improve court services take into consideration the predicted future demand for such services in the various areas of the State.

It should be most strongly emphasized that the above recommendation does not imply approval of any system for improvement which in effect ignores certain selected judicial districts or areas of the State. Rather, the point concerns the differential allocation of "amounts" of resources. Equal investment of resources in all areas is simply not indicated on the basis of future demands for services.

#### Staff

Detailed standards for probation officers have been presented in several readily available sources.<sup>8</sup> These are summarized in the National Council on Crime and Delinquency's Standards and Guides for Juvenile Probation as follows:

##### 1. Education and Experience

Preferred: A bachelor's degree with a major in the social or behavioral sciences and courses in delinquency and crime, plus a master's degree from an accredited school of social work or a related behavioral science. Such training is deemed to constitute full professional training.  
Minimum: A bachelor's degree with a broad liberal arts background, with a major in the social or behavioral sciences, and one of the following: a) one year of successful graduate study in social work or a related field such as guidance or counseling; or b) one year of paid, full-time social work experience under the supervision of a fully qualified supervisor in a correctional program or a recognized social agency; or c) participation as an undergraduate in training programs, with social work or related field experience in a juvenile court or correctional setting.

<sup>8</sup>Gilman, M. and Low, Alice M., Training for Juvenile Probation Officer, U.S. Department of Health, Education and Welfare, Social Security Administration, Children's Bureau, 1962, pp. 37-38; Sheridan, W.H., Standards for Juvenile and Family Courts, U.S. Department of Health, Education and Welfare, Welfare Administration, Children's Bureau, 1966.

An applicant who has the bachelor's degree but not the additional training or experience specified above may be hired if the department has for such persons a special program of appropriate training under the supervision of a fully trained practitioner. Such on-the-job training should not discourage, or be considered a substitute for full professional training. In fact, additional formal graduate case-work training should be encouraged through training stipends and through salary differentials for personnel who complete their professional training.

## 2. Personal Qualities

Important though education and experience are, they will not stand alone in the selection of officers. Emotional maturity and integrity of purpose are essential, so much so that taking pertinent psychological tests to determine the degree of maturity is a suggested condition of employment. The officer will daily be faced with all manner of immature and infantile client behavior. If he is truly to serve as a helping agent, the following characteristics must be present:

- a. He must himself be of stable temperament, relatively free of damaging prejudices and able to work under pressure with more than a fair degree of equanimity.
- b. He must be seriously and genuinely interested in the work in which he is engaged and able to express this interest in unquestioned belief in the dignity and value of the individual.
- c. He must possess an understanding of the theoretical framework of probation, be able to apply theory to the daily tasks of decision-making and job organization, and be capable of working amicably with other community resources.
- d. He must understand that he occupies a position of authority and that he will be held responsible for the proper exercise of that authority.
- e. He must come to the job with full intent to add to his own knowledge and to improve his skill as a professional practitioner.<sup>9</sup>

It is recommended that every effort be expended to meet these minimum qualifications in the juvenile probation departments of the State of Colorado. Such efforts should be

---

<sup>9</sup>Juvenile Court Services Committee, Standards and Guides for Juvenile Probation, New York: National Council on Crime and Delinquency, (Unedited draft), pp. 4.2-4.4.

particularly important in the hiring of additional probation officers.

Another suggestion requiring serious consideration is the use of volunteers and paid, subprofessional aides.<sup>10</sup> Volunteers are currently operating in several of the courts in Colorado. Besides their use in treatment programs they can function in clerical, secretarial and other similar positions, thus freeing the probation officers for more treatment-oriented activities. Subprofessional aides, or paraprofessionals are not currently operating in any of the courts in the State. In general, such aides can perform the same type of tasks as volunteers and thus free probation officers for those activities which require professional training and knowledge.

It should be noted that the use of volunteers or paraprofessionals can result in substantially lower expenditures than would be necessary to obtain a wholly professional staff.

The Project recommends that efforts be devoted to developing volunteer and paraprofessional assistance in probation departments. Such assistance could contribute much toward a solution of the frequently-mentioned need for additional probation staff.

The need for increased training of probation staff is also important. The National Council on Crime and Delinquency recommends that states should provide periodic inservice training institutes for both beginning and experienced probation staff.<sup>11</sup> Such a training program is particularly important in Colorado because many current probation officers do not have graduate training in the delinquency area.

The State Court Administrator's Office is aware of the deficiencies in the provision of juvenile probation services. Members of the Administrator's staff are currently conducting an extensive administrative and personnel field survey covering every court in the state, with special attention given to the quantity and quality of probation services. One of the outcomes of this survey will be to classify all court employees, including probation counselors, and to set qualifications and salaries for each position. Recommendations will also be made to the Supreme Court concerning the organization of probation services. Finally, the State Court Administrator's

---

<sup>10</sup>Juvenile Court Services Committee, Op. cit., pp. 4.12-4.13.

<sup>11</sup>Ibid., p. 5.4.

Office will develop and conduct in-service training programs for probation counselors.

It is recommended that the Division of Youth Services cooperate with the State Court Administrator in providing traveling, training teams to carry out inservice training of local probation officers. Such teams should be particularly cognizant of variations in local conditions, types of people, resources, and other factors. Assistance and suggestions regarding the implementation of programs at the local level should take into account such differences. Training should include such topics as delinquency theory, types of therapy, casework practices, and updated summaries and evaluations of both within and out of state delinquency rehabilitation and treatment programs.<sup>12</sup>

The usefulness of casework supervision as a training tool has been noted.<sup>13</sup> The qualifications for supervisors of casework staffs have been specified as follows:

#### 1. Education and Experience

Preferred: A master's degree from an accredited school of social work (or a master's degree in a related field), three years of paid, full-time social work or other clinically oriented experience in an agency maintaining sound professional standards, and demonstrated capacity for assuming supervisory functions.

Minimum: A master's degree from a recognized school of social work (or a master's degree in a related field) and three years of paid, full-time employment under professionally qualified and continuing supervision, in recognized agency known to maintain established social work (or related profession) standards of performance.

#### 2. Personal Qualities

The supervisor needs the same basic personal qualifications recommended for probation officers. However, because the supervisor holds a position of crucial importance, his job requires these added factors:

- a. Awareness of the multiple factors causing delinquency;
- b. Ability to identify motivational as-

- pects of personality;
- c. Ability to guide staff, to explain theory, and to lead fully trained as well as partially trained staff;
- d. Capacity for formulating and interpreting departmental policies and procedures;
- e. Demonstrated administrative and organizational abilities;
- f. Ability to write and speak effectively;
- g. Ability to develop professional skills in others in an authoritative setting;
- h. Demonstrated ability to establish and maintain effective working relationships with individuals and groups.<sup>14</sup>

It is recommended that serious consideration be given to the possibility of obtaining casework supervisors, who meet the above standards, for combinations of judicial districts. Such persons could provide supervision and training of existing probation staff, and perhaps handle some specialized treatment and/or especially difficult cases. Obtaining the services of well-qualified individuals in remote areas would necessitate the paying of high salaries. It is recommended that the State pay some share of the salary with the districts being served dividing the remaining portion. This would result in relatively low cost per district.

#### Physical Plant

Problems and recommendations regarding detention facilities are discussed separately in a later section of the paper. The principal present concern is with quite prevalent needs for appropriate local placement facilities.

The need for small-scale, widely-distributed institutional facilities is discussed in detail in Project Report R4. Several additional potential solutions to the need for local placement facilities require mention.

One of the district courts currently has in operation a "group house," supported by voluntary contributions, to which the court may refer appropriate juveniles.<sup>15</sup>

It is recommended that other courts consider the feasibility of a similar operation within their respective districts.

Another of the district courts currently operates two "half-way" houses to which it may refer appropriate juveniles. At present the operation of these facilities is funded

<sup>14</sup>Ibid., pp. 4.4-4.5.

<sup>15</sup>A complete description of this facility is contained in the Project's tape Data-file in panels 6.5 BOB.

<sup>12</sup>Project Report E1 provides a useful beginning for program summary and evaluation. Report E2 provides leads to particular approaches in probation supervision, differentiated according to type of need.

<sup>13</sup>Juvenile Court Services Committee, Op. cit., pp. 5.2-5.3.

through Federal grants.

It is recommended that consideration be given to the establishment of similar facilities in other areas of the State, perhaps operated jointly by two or more district courts.<sup>16</sup>

Finally, there is presently available in one of the out-state areas the complete physical plant of an abandoned college. These facilities are owned by the State and are presently standing empty.<sup>17</sup> During the Project interviews at least four judges mentioned the possibility of establishing an inter-district group placement facility on the old college grounds. The consensus seems to be that the facility should serve several functions; a detention center, a placement facility for adjudicated delinquents, and a treatment center for pre-delinquents.

It is recommended that serious consideration be given to the feasibility of using these facilities for delinquents and pre-delinquents. If such a plan proves to be feasible it is recommended that the State provide some substantial portion of the funds necessary to renovate immediately needed buildings. Subsequent operating expenses should be largely assumed by participating judicial districts. It is further recommended that the feasibility study investigate the possibility of inter-state usage through the four corners compact.

### Programs

An important need of the courts in Colorado is in the area of program development. Efficient improvement in this area must necessarily be based on two factors. First, adequate research and evaluation of program effectiveness. Second, effective dissemination of facts and knowledge concerning program effectiveness, techniques of implementation, funding, etc. The role of the courts in research activities has been noted elsewhere as follows:

"The court, too, has a research obligation. A tremendous volume of material, the study of which may well provide answers to questions frequently asked, is available. The probation officer and the court are trustees of a potential fund of

<sup>16</sup>The "group house" and "half-way houses" can also be regarded as falling in the area of programs. They are discussed as such in the section on program recommendations.

<sup>17</sup>For a complete description of the physical plant see: Division of Youth Services, Establishment of a Youth Center at Hesperus, Colorado, 1963, (mimeo).

knowledge which is vitally important and which should be available to research workers. Courts are obligated to assist in providing the means for facilitating research which means time, money, and the working cooperation of the court. Every effort should be made to create an atmosphere within which the research worker and the probation staff all feel comfortable with the fact that research is going on. A structure for discharging this research obligation is necessary. Court personnel should welcome research without imposing restrictions on the research worker either in the area of inquiry or in the use that is made of the knowledge obtained through research.<sup>18</sup>

It is strongly recommended that all district courts in Colorado cooperate to the fullest extent possible with any legitimate request for research support and assistance.<sup>19</sup> Such cooperation should apply both to research regarding program effectiveness and also to research regarding causative influences in delinquency. The latter type is, in effect, a form of prevention program, and is often a quite effective form.

It is further recommended that some organization or agency assume the responsibility for dissemination of program information of the form outlined above. This information should be readily available to all courts and probation departments throughout the State.<sup>20</sup> Potential collection and dissemination organizations include the Office of the State Court Administrator, the Colorado Council of Juvenile Judges, the Colorado Juvenile Council, and the Division of Youth Services. Dissemination may take the form of written reports sent to each juvenile court, or periodic seminars or meetings at which various programs are discussed in detail. The latter procedure is more promising.

A number of programs currently in operation throughout the State should be continued in

<sup>18</sup>Gilman, M. and Low, Alice, M., Training for Juvenile Probation Officers, U.S. Department of Health, Education, and Welfare, Social Security Administration, Children's Bureau, 1962, p. 20.

<sup>19</sup>Project Report E2 is a good example of research devoted to an evaluation of program effectiveness.

<sup>20</sup>Project Report E1 is instructive regarding the type of information which should be available to the courts.



operation where they are presently located, and should be considered for potential implementation in other areas of the State. These include the following: (1) the "half-way house" placement facility mentioned previously in the section on physical plant. In its current mode of operation this is both a rehabilitative and preventive program, with enthusiastic and able personnel reaching out into the community to bring help as needed to children who have gotten into trouble. (2) The "group house" placement facility mentioned in the previous section on physical plant. This also functions as both a rehabilitative and prevention program. (3) The use of volunteers as rehabilitation agents. Currently volunteers are functioning primarily as tutors, individual counselors or group counselors.<sup>21</sup> (4) The operation of extensive work programs. The variety of work programs is fairly extensive, including ones directly relative to the type of offense, and ones involving mobile "work camps."<sup>22</sup> (5) Programs involving the cooperation of other community agencies.<sup>23</sup>

It is recommended that the above programs be investigated and considered by other courts throughout the State.

In addition, it is strongly recommended that the above programs be provided with whatever State support is necessary to maintain (and preferably increase) their current level of functioning in those courts where they are presently in operation.

With regard to prevention programs it is felt that the courts should take the lead in development. This would involve careful consideration of currently operating programs and also the active encouragement of the involvement of other agencies. Specific prevention programs currently operating in the State include the following: (1) the "half-way houses" mentioned previously. (2) The "group care" facility mentioned previously. (3) The activities of other

<sup>21</sup>Particularly good examples of volunteer services can be found in the Project's tape Data-file in panels 4.2 BOB 5 1 and 4 2 BRA 5 1.

<sup>22</sup>Particularly good examples of work programs can be found in the Project's tape Data-file in panels 4 2 BOB 5 1 and 4 2 DRD 5 1.

<sup>23</sup>Particularly good examples of court-other agency cooperation in programs can be found in the Project's tape Data-file in panels 4 2 BRA 5 1 and 4 2 LAO 5 1.

juveniles in delinquency prevention work.<sup>24</sup> (4) Joint group counseling of pre-delinquents by probation and school staff.<sup>25</sup> (5) Truancy prevention program conducted jointly by the schools and the courts.<sup>26</sup>

It should be noted that the latter two programs provide prime examples of what may be accomplished in the prevention area through court-other agency cooperation.

It is recommended that the courts take the lead in establishing prevention programs. This should include active encouragement of the participation of other community agencies, with the intention of gradually decreasing the administrative authority of the courts. Other community agencies of particular importance in preventive programs are the schools, welfare departments and mental health clinics.<sup>27</sup>

It is further recommended that the courts investigate and give consideration to the above programs.

It is further recommended that the state provide whatever support is necessary to maintain (and preferably increase) the present level of functioning of the above programs in those courts where they are presently operative.

In connection with both the rehabilitation and preventive programs proposed for Youth Services Bureaus in communities throughout the State (See Report R1), it is recommended that courts play an active role in such Bureaus, combining court-administered programs with Bureau programs where possible.

#### SUMMARY OF RECOMMENDATIONS

The Project recommends the following:

1. That consideration of predicted future needs be made in efforts to improve court services.
2. That attempts be made to meet nationally-

<sup>24</sup>A particularly good example of the activities of other juveniles can be found in the Project's tape Data-file in panel 4 2 BOB 5 1.

<sup>26</sup>A particularly good example of joint counseling can be found in the Project's tape Data-file in panel 4 2 BRA 5 1.

<sup>27</sup>The activities of the agencies in the prevention field, and relevant recommendations are presented in Project Report R5.

- recognized standards for juvenile probation offices throughout the State.
3. That the services of volunteer and para-professional persons be employed extensively in juvenile probation departments.
  4. That the Division of Youth Services cooperate with the State Court Administrator in providing traveling training teams for in-service training of probation staff.
  5. That consideration be given to the possibility of obtaining high level, professionally-trained casework supervisors on an inter-district basis.
  6. That the State should assume part of the responsibility for funding inter-district casework supervisors; the participating districts should assume responsibility for the remainder.
  7. That the courts should consider the possibility of establishing "half-way houses" and "group homes" on an inter-district basis.
  8. That serious consideration should be given to the possibility of using already-available facilities as detention and placement centers.
  9. That all courts should cooperate to the fullest extent in any legitimate research projects.
  10. That the dissemination of available facts regarding programs should be actively undertaken by a responsible agency.
  11. That the courts should seriously study currently operative rehabilitative programs in the State with the intention of finding ones most suitable for implementation in their respective districts. These should then be implemented.
  12. That current rehabilitative programs should receive whatever State support is necessary to insure their continued operation.
  13. That the courts should initially and immediately take the lead in establishing prevention programs and in encouraging the participation of other community agents in these programs.
  14. That the courts should examine existing prevention programs in terms of their usefulness to respective districts. Useful ones should be implemented.

15. That current prevention programs should receive whatever State support is necessary to insure their continued operation.
16. That courts play an active role in proposed Youth Services Bureaus throughout the State.

#### DETENTION

Although Detention is a function of the court, it is usually in a separate location and staffed by separate personnel. It, therefore, seems proper to devote a separate brief section of this report to detention.

The laws governing detention in the State of Colorado are included in the Legal Agency Image for the Courts (Appendix B, Section \*\*\*Pre-intake and final section).

During the period of operation of the Child and Youth Services Planning Project, only two of the State's 22 Judicial Districts had detention centers properly so called. However, throughout the state children were, of course, detained by enforcement officials at the discretion of the court, and upon due hearing by the judge. Most commonly these detainments were effected in the County Jail, where typically a more or less separate cell block for juveniles was established.

Under the new Children's Code provision is made for proper detention care throughout the State; however, the planning of such plant and the procurement of necessary funds at the county level are still in process.

#### Problems and Needs of the Two Centers

Both existing detention facilities have needs for more staff and improved programs; and one needs more plant. Placements continue to rise; and further, there are placements of children for greater lengths of stay, longer even than the prescribed maximum of three weeks in one center. Such children are waiting alternative placement or transfer to an institution.

Both centers essentially match or exceed the recommendations of the National Council on Crime and Delinquency as set forth in Standards and Guides for the Detention of Children and Youth. However, the Council cautions:<sup>28</sup>

---

<sup>28</sup>Standards and Guides for the Detention of Children and Youth, The National Council on Crime and Delinquency, N.Y., 1961, p. 13.

"Overcrowding in detention homes may indicate a need for new building; generally it is more likely to indicate a need for critically re-evaluating court intake policy and practice. The tendency of juvenile courts to permit excessive use of detention once new facilities are constructed is cause for alarm. In either case, thorough, objective examination should be made in the light of recommended admission control practices well before the point of overcrowding is reached. Overcrowding due to lack of space in longer-term facilities calls for citizen action."

It is recommended that all detention centers establish maximum detainment rates and determine what their current rates are in accordance with the procedures described by the National Council.<sup>29</sup> Then:

"If the number of admissions is greater than the recommended maximum rate of detaining, then the reason for excessive detentions should be determined and corrected..."

#### Problems and Needs for Detention Facilities Throughout the State<sup>30</sup>

Of the seventy-seven law enforcement agencies interviewed (29 sheriff departments and 48 police departments), forty-six agencies expressed dissatisfaction with the available juvenile detention facilities, or in a few cases, were observed by the interviewers to have inadequate facilities when they themselves did not mention this problem.

All sheriff departments, of course, have their own juvenile detention facility, but only fifteen police departments have their own facility. Of the 15 Police departments having their own detention facility, only 3 expressed the opinion that their facility was adequate. Three other departments have adequate detention rooms, but only for short-term custody, never overnight. Twenty-three police departments refer their juvenile custody cases directly to the sheriff, while eight refer their cases to other agencies, such as the court, D.A., or welfare. It is probable that many of the custody cases referred to these other agencies by the police are subsequently referred to the sheriff.

<sup>29</sup>Ibid., pp. 157-159.

<sup>30</sup>The assistance of Philip Gartland and Elizabeth Lemmey in preparation of this part of the report is greatly appreciated.

For two police agencies, no information was available about detention facilities.

Nearly all of the detention quarters are a part of the county or city jail, and while some of these buildings are fairly new and in good physical condition, they are still jails, and, as such, are not the best places for custody of most juveniles. Of course, every agency must have a secure close supervision area for the more dangerous juveniles, but the majority of juveniles who are held prior to court appearance are not of this nature, and every effort should be made to provide a place of custody other than in the jail atmosphere.

Thirty-seven agencies specifically mentioned a desire for improved juvenile holding facilities. In many cases the desire is not for a jail, but for a detention center designed specifically for juveniles. The law enforcement agencies often feel that such a center should have its own staff. They also favor the idea of having a centrally located facility which will serve the needs of law enforcement agencies in two or more counties.

It was noted that of the 46 agencies having inadequate detention facilities, only 9 have made any plans to improve these conditions.

Many of the older jails, both city and county, are depressing, even to the interviewers. Some are unquestionably fire hazards, supervision is inadequate or almost non-existent, there is no recreation area, no programs, and very little reading material available. It was noted, however, that in one county jail, even though the building is quite old, the juvenile section is kept clean, the cells are painted in attractive pastel colors, supervision is good, and the entire atmosphere, including the attitude of the jail personnel, tends to produce a feeling that here, even though the child is in secure custody, an effort is being made to show the child that the law enforcement officials are interested in him, and have not merely locked him up and forgotten him. There is also a day room, under supervision, where books, games, etc. are available to the juveniles in custody. Since this jail is in an economically depressed area, it is a good example of what can be done, on limited funds to make a place of custody less depressing and demoralizing, thereby avoiding the danger of further embittering the child.

#### A STATE DETENTION SERVICE

The National Council on Crime and Delinquency recommends:<sup>31</sup>

<sup>31</sup>Ibid., pp. 149-156.

R3

"A system of regional detention centers and regional clinical services providing service to every juvenile court jurisdiction in the state should be set up under a state director of detention services...

"A county should contribute to the cost of regional detention care according to its ability to pay. In most instances the state would bear 50% or more of the cost...

"A state division of...detention services should provide consultation and establish and administer standards. It should have authority to develop and implement a plan for regional detention and to construct and operate state regional detention homes where necessary."

This Project recommends the establishment of a State Division of Detention Services in accordance with the recommendations of the National Council on Crime and Delinquency.

#### SUMMARY OF RECOMMENDATIONS ON DETENTION

1. It is recommended that the Standards and Guides for the Detention of Children and Youth as established by National Council on Crime and Delinquency, be closely followed in the construction and operation of detention centers in the State of Colorado, and that attention be especially paid to numerous cautions provided.
2. A State Division of Detention Services should be created with power to establish and administer standards.

Recommendations for Child and Youth Services  
in Colorado: Corrections and Aftercare

by

Desmond S. Cartwright, Misha Prather, Nicholas A. Reuterman  
and  
Goodrich S. Walton

## INTRODUCTION TO THE REPORT

In the Report on Corrections and Aftercare, the approach to evaluation and recommendations must necessarily differ from that employed in most other reports of this Series. The reason is that there is only one Division of Youth Services, only one Colorado Youth Center, only one Juvenile Parole Board. Statistical tabulations are impossible.

However, the same basic attention to the expressed needs and problems<sup>1</sup> and ideals of each agency and the experience and advice of national authorities and other States, provide the raw material for Project recommendations concerning the State of Colorado. The Report will be organized in the following way. First, some general remarks will be addressed to selected features of the functioning of the Department of Institutions, the major Department which provides the all-important context of immediate command and control for the Division of Youth Services. Then consideration will be given to the Division of Youth Services itself. Next the Juvenile Parole Board and the Division of Juvenile Parole will be considered. Finally, recommendations concerning the several residential units will be made. Where appropriate, the consideration of a given agency will be separated into relevant aspects according to the logical model of this Project.

## DEPARTMENT OF INSTITUTIONS

The Department of Institutions in the State of Colorado is organized into an Administrative Division and several other Divisions: Corrections, Youth Services, Psychiatric Services and Mental Retardation.

There is an apparent lack of uniformity in the administration of the various Divisions within the department. The Division of Youth Services and the Division of Corrections operate quite differently. Likewise, there are

<sup>1</sup>National programs are reviewed by Lucore: A Survey of National Research on the Effectiveness of Correctional Agencies, Report E1, Child and Youth Services Planning Project. Subjective appraisals of Colorado's programs are reported in F. Fiedler, A Survey of Boys' Experiences and Evaluations of Correctional Programs in Colorado, Report E.2. Recommendations from another State, are contained in the report by G. Walton: Observations and Recommendations Relating to the Programs of the Division of Juvenile Rehabilitation, State of Washington, and of the Division of Youth Services, State of Colorado, Report C.3.

differences between the Division of Mental Retardation and the Division of Psychiatric Services. The relationship between the Division of Administration and various other divisions seems to be different from one Division to the next.

There is evidence of a lack of communication, coordination and cooperation between the various Divisions within the Department to which the administrative differences undoubtedly contribute. There has been a specific problem of communication and cooperation between the Division of Youth Services and the Divisions of Retardation and Psychiatric Services in connection with transfers of juveniles.

It is recommended that regular Departmental meetings of Division Heads be held to improve the understanding and working relationships between Divisions.

## DIVISION OF YOUTH SERVICES

### Staff

The most apparent problem relating to staff in the Division of Youth Services is that staff roles are unclear. Central office staff members are highly qualified specialists in such areas as construction and maintenance, academic and vocational programs, employee training, etc., but there seems to be no line authority. Staff members appear to be unsure of their own authority, and there is an obvious lack of certainty on the part of administrative persons in the subordinate units in the division concerning the degree and type of authority possessed by members of the central office staff. Central office staff members appear to have established relationships with administrative personnel in the various subordinate units on the basis of personalities and tradition, and no two relationships seem to be the same.

It is recommended that an attempt be made to clarify and redefine the roles of the central staff members and to establish more uniform patterns of administrative relationships between central staff members and subordinate unit administrators and supervisors.

Mental health services for the Division have been inadequate, primarily because full-time personnel have not been obtainable, and part-time consultants have had to be used. At present a full-time mental health team is being recruited by the Division through the Fort Logan Mental Health Center, which will serve all the units in the Division. When this team becomes operative, the mental health program of the Division should be greatly improved. The ideal situation in terms of recruitment of staff and

of program would be to have an adolescent treatment program established in the Fort Logan Mental Health Center, with two or three teams, and to have a cooperative arrangement between the Fort Logan Mental Health Center and the Division of Youth Services under which one-half or one-third of the time of the adolescent treatment teams at the Fort Logan Mental Health Center would be given to the Division of Youth Services.

There is an obvious need for a research unit. Neither the Department nor the Division has ever had any formal research unit. Lacking such a unit, it is very difficult to evaluate existing efforts or to plan future programs. There exist no objective data to determine which programs within the institutions are effective and which ones are not. The Division is at present trying to recruit a research director. Such a step is highly recommended.

There is also need for resident training officers at Lookout Mountain School for Boys, Mount View Girls' School and Colorado Youth Center, to work under the direction of the Division training officer in order that he may expand his duties and be responsible for personnel development. He would then have time to do counseling, spot unused capacities in existing personnel, devise ways to train and use these capacities, formulate procedures for staff career development, provide means for evaluating performance and progress and for establishing meaningful incentives of promotion and salary advances upon the basis of merit.

With the advent of federal programs which involve grants for special programs in the field of delinquency and crime prevention, there is need for a planning officer who would have responsibility for overall research planning, grant application and project direction. Such a staff member could also be made responsible for general program, construction and budget planning. He would play an important role in the State Planning Body described below.

Ideally, one other staff member should be added to the central staff to coordinate, on a state-wide basis, community programs aimed at the prevention of juvenile delinquency. The Civil Service Commission has already established this position, and it is recommended that it be funded as soon as possible. This person would also play an important role in the State Planning Body described below.

Problems in the administration of the academic-vocational programs of certain of the institutions in the Division, particularly in terms of recruitment of qualified personnel,

give basis for a recommendation that the Division investigate the feasibility of having the academic and vocational staffs for these institutions provided by the public school districts in which the institutions are located.

### Program

The basic, all-important need in the Division of Youth Services is to establish a reception-diagnostic center for adjudicated juveniles. The responsibility for establishing such a service has been made a part of the law of the State. The wisdom of having such a facility and service is beyond question.<sup>2</sup> A thorough evaluation of every boy and girl committed to the Department of Institutions is absolutely necessary to an appropriate placement for rehabilitation.

It is recommended that creation of a reception-diagnostic center for juveniles committed to the Department of Institutions be given the highest priority in upcoming budget requests.

Related to the need for such a center is the need for as great a variety of alternative placements as possible. The importance of differential placement is underscored by research results reported by the Task Force on Corrections, President's Commission:<sup>3</sup>

"More individualized and systematically differentiated treatment and control of offenders is another major requisite of more rational and effective corrections:

"One attempt at early release with intensive supervision in special small case-loads found, for example, that first offenders so treated had markedly fewer violations on parole...while those with prior records had more...

"Another study of three treatment meth-

<sup>2</sup>See Amos, W.E. and Manella, R.L., Delinquent Children in Juvenile Correctional Institutions: State Administered Reception and Diagnostic Centers, Springfield, Illinois: Thomas, 1966. The authors conclude that "... a properly staffed and administered reception and diagnostic center (can) yield the state government a rich return on the capital and operational investment made." (p. 149).

<sup>3</sup>Task Force on Corrections, Task Force Report: Corrections, The President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office, Washington, D.C., 1967.

ods - parole, forestry camp and training school - found that the effectiveness of each of these treatments varied with different kinds of offenders...

"The Camp Elliott study...(of) an experimental group living program...(showed that the) treatment methods of some supervisory teams did more to increase the success rate of some kinds of offenders, but they were markedly detrimental to the chances of success for other kinds of offenders."

In this connection it is recommended that future construction of State facilities for adjudicated delinquents be in the form of camps or other smaller units tailored to the differentiated treatment programs needed to rehabilitate juveniles.<sup>4</sup>

These camps and other small treatment units should be located throughout the state and should be established in such a way that they make maximum use of existing community services and people.

In addition to these small facilities, there should be established group homes in every Judicial District of the State. These group homes should be of different kinds, but the State should have a financial obligation to support all of them in some measure. Some of them should be entirely State operated and staffed. Others should be privately operated with services purchased by the State. Others should be County or community operated, with subsidization from the State.

Some of these group homes should be for adjudicated delinquents, or children in need of supervision. Some juveniles committed to the Department of Institutions could be placed in them immediately after diagnosis in a reception-diagnostic center. Others could be placed in them on parole.

Other group homes should be established for children who have come to the attention of the court, are not adjudicated, but need a place to live and to go to school because they have no parental or relative home that is fit for them.

Present state institutions (Lookout Mountain School for Boys, Mount View Girls' School and Colorado Youth Center) for juveniles are too large and there should be no increase in their

---

<sup>4</sup>Weber, G.H., Camps for Delinquent Boys, U.S. Department of Health, Education and Welfare, Children's Bureau, U.S. Government Printing Office, Washington, D.C., 1960.

size. Present living units on these campuses should not be replaced when they become unfit for use. In existing institutional settings, where it would not be economically feasible to abandon buildings in good condition, it is recommended that programs in these cottages be developed in such a way that each cottage become, insofar as possible, a separate and self-contained treatment program, tailored to meet special needs of boys and girls within the institution. (This is already being done at Lookout Mountain School for Boys.)

The long-range goals of the State for juvenile delinquents should be to treat as many of them as possible as early as possible in small community facilities rather than in large institutions.

#### Planning and Coordination

The primary thrust of the State's efforts should be toward prevention of delinquency, toward early detection and treatment in the community. As described more fully in Report R1 of this series, the President's Commission on Law Enforcement and Administration of Justice has urged states and local communities to establish Planning Bodies, specifically aimed toward the improvement of justice and corrections. It is recommended by the Project that Planning Bodies for Child and Youth Services be established in all the counties or Judicial Districts of Colorado, and that the Division of Youth Services establish forthwith a State Planning Body for Child and Youth Services.

The composition of the State Planning Body should be widely based among officials from all relevant departments, especially the Departments of Education, Institutions, Justice and Welfare. Representatives from law enforcement should be members of the Planning Body. Representatives from numerous other fields of interest and responsibility should be included, especially those mentioned by the President's Commission: business, law, research, and others.

The State Planning Body should have authority and mandate to encourage, facilitate and coordinate the creation of County or District Planning Bodies whose tasks would include those described in Report R1 of this series, and as recommended by the President's Commission. In regard to the Local Planning Bodies, the State Planning Body would have the obligation to ensure the rights of local control over local agency functions.

A second major task of the State Planning Body would be specifically consideration and



possible implementation of the recommendations made by the present Project for strictly State functions: Departmental and Divisional organization and needs, and the provisions concerning the present state institutions and new residential facilities operated by the State as described below.

A major goal of the State Planning Body should be the evaluation of the Forecasting and System Flow materials of this project concerning the reception and disposition of young persons committed to the Department of Institutions. In 12 short years, it is forecasted conservatively that there will be an increase of 60% in population intake to the Division of Youth Services.<sup>5</sup> While efforts toward prevention in the community may ultimately take powerful effect, it is completely unrealistic to suppose that there will be substantial benefits from such efforts in the short run. Too little is known, too little has been tried so far; of those programs that have been attempted (such as the Cambridge-Somerville Project), too little claim to success has been shown so far. It may well take a dozen years to develop the right methods to do what must be done: for that much is sure, that the roots of delinquency are deep down in community structure somewhere. But even if all prevention efforts had a measure of success, there would still be undoubtedly some residual failure. It is commonplace in sociological thinking that some delinquency is inevitable; it is a question of sheer realism to recognize that there will be many children who cannot be reached early enough or cannot be handled adequately using community based methods. Exactly what such rockbottom number might be (in relation to absolute size of population 10-17) is unknown. But one thing appears clear to the present Project; even with the greatest success possible in the shortest possible time of community prevention efforts, there will still be an increase of 50% in the population intake of the Division of Youth Services by 1980. To this forecast the State Planning Body must give most serious attention.

#### JUVENILE PAROLE BOARD

Since 1959, when the Juvenile Parole Board

---

<sup>5</sup>From the 1967 baseline, the Task Force on Corrections forecasts a 40% increase nationally in total juveniles in State institutions by 1975. There is a forecast of a 60% increase by 1980 for the State of Colorado. See Task Force Report: Corrections, Ibid., p. 8. Also see Reports F4 and SF4 from this Project.

was established by law, and until recently, the Board met twice a month to act upon granting of paroles, and on revocations, suspensions; and discharges. Case histories and staff recommendations were used as the main bases for actions. Juveniles were seldom seen in person.

A 1967 law established the position of Hearing Officer and a procedure of Hearing Panels constituted by the Hearing Officer and one member of the Board to hear all cases and to interview all juveniles being considered for action. Panels are now held at least once a week and sometimes more often. In addition, a full Board meeting is held once a month to approve panel actions.

The new procedure has not been in effect long enough to be evaluated.

Members of the Board are officials from five state agencies, appointed by the Governor. Early indications under the new procedure indicate that these members find it difficult to take adequate time from their regular duties to devote to Parole Board activities.

It is recommended that consideration be given to establishing a full-time paid Parole Board, of possibly three members, who would be under the authority of the Division of Youth Services and who would operate in a manner similar to the way the juvenile parole board operates in California. This will become more necessary if and when a reception-diagnostic center for juveniles is established.

Another current problem faced by the Board is a lack of alternative placement possibilities for parolees, particularly of group homes for boys and girls who should not be placed back in their own homes or who have no parental or relative's home to be placed in.

It is recommended that increased appropriations be made to the Division of Youth Services for the development of a number of group homes throughout the State for the placement of parolees. These homes should be administered and professionally staffed by the Division, and specifically planned to meet the needs of boys and girls on parole.

#### DIVISION OF JUVENILE PAROLE

##### Staff

Staff caseloads in general are of manageable numbers, but on the Western Slope and in the Southwestern section of the State parole counselors have to cover such enormous geographical areas that their caseloads are not

manageable without putting in 70-80 hour weeks.

It is recommended that more counselor positions be established in the out-state areas where miles of territory covered are more pertinent than number of parolees in a caseload.

There is also need for at least one additional counselor to be stationed in the Denver area to carry a special caseload and to utilize special techniques such as group counseling.<sup>6</sup>

#### Program

The present Director of the Division and others are convinced that the State should combine and administer the probation programs of the State along with the parole program. In fact, in some judicial districts the judges have asked the Division of Juvenile Parole to make its agents available to function as probation officers as well as parole counselors.

On the other hand, many judges, and others, are convinced that probation should be administered locally by the judiciary.

At present, funds are appropriated to the Division of Youth Services to subsidize the hiring of probation officers throughout the State, and the Division chief has to determine whether probation officers meet minimum qualifications before the subsidy is given.

It is recommended that concerned State officials confer to discuss problems involved in the coordination of probation and parole and to develop a viable long-term solution. (Some of the issues are discussed in Report R1 of this Series.)

---

<sup>6</sup>Intensification of early release alternatives will require increasing specialization of staff and techniques statewide. Two highly relevant documents in addition are: a. Glaser, D., and O'Leary, V. Personal Characteristics and Parole Outcome, Office Juvenile Delinquency and Youth Development, U.S. Department of Health, Education and Welfare, U.S. Government Printing Office, Washington, D.C., 1966, b. Studt, E., The Reentry of the Offender into the Community, Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education and Welfare, U.S. Government Printing Office, Washington, D.C., 1967.

#### LOOKOUT MOUNTAIN SCHOOL FOR BOYS

A major problem at the Lookout Mountain School for Boys is finding qualified staff. A psychologist position has been vacant for years and the position of Assistant Director of Special Services has long been vacant. There are nearly always unfilled Counselor positions.

One cause of this problem is that colleges and universities are not training people to work in institutions for delinquents.

It is recommended that continued and more intensive effort be given to get institutions of higher learning to offer training for people who want to go into institutions work. (Some success has already occurred in getting Metro State College, Denver, to offer such training.)

There is need for a qualified intake officer.

Staff needs not funded are: administrative assistant to director; resident training officer; personnel officer, and family counselors.

There is some evidence that boys do not always get adequate individual attention from correctional counselors because caseload is heavy. Different counselors seem to see widely disparate numbers of boys. More counselors are needed.

#### Programs

Lookout Mountain School for Boys should continue to make changes to meet special needs of different types of boys, as it has already done in setting up several differentiated and specialized programs in different cottages for different boys. The director's philosophy of having several small treatment programs (pre-release, security cottage, etc.) rather than one large institutional program is sound and should be continued. The whole operation should continue to remain as flexible as possible.

A special recommendation is that Lookout Mountain School for Boys plan regular heterosexual social activities. Groups of girls should be invited to the institution for dances and picnics, etc. Arrangements should be made with Mount View Girls' School for exchange of such activities, and other groups of girls from church and other organizations in the community should be invited to the institution.

#### Plant

Since the population has been reduced with the advent of the two youth camps, and since

the reduction of the present institution population should continue, and since all the buildings are in good repair, it is recommended that consideration be given to using some of the buildings for a reception-diagnostic program for the Department of Institutions.

#### GOLDEN GATE YOUTH CAMP

##### Staff

Staff needs include more time from mental health specialists (this should be taken care of when the Youth Services mental health team becomes operative); part-time teachers for evening classes in arts and crafts; a teacher or resource person to supervise evening study hall; social worker to act as liaison between institution and home and to work in the field as much as in the institution; and more clerical help.

Game, Fish and Parks employees who supervise the boys in their park work tend to treat the boys like convicts. They are not trained to supervise and work with delinquent boys. It is recommended that an effort be made to convince the Game, Fish and Parks officials that personnel they assign to the camp should have special training in supervising delinquent boys.

##### Programs

It is recommended that an effort be made to establish regular social activities involving girls. The camp should arrange to invite groups of girls from various places--Mount View Girls' School, church groups, public school groups, etc.--to come to the camp for dances or picnics.

##### Plant

It is recommended that first priority be given to construction of a gymnasium and that second priority be given to a softball playing field. Also needed are a maintenance building and more office and storage space.

##### General Comment

The atmosphere at this camp is a good and healthful one. Relationship of staff-to-staff and staff-to-boys is good. Recidivism rates are low. The camp has been in operation long enough so that a positive evaluation of its programs can be made. The results illustrate the wisdom of the Department of Institutions and the Division of Youth Services in developing a policy of utilizing small, specialized treatment units, such as camps. Future planning should continue in the same direction.

#### LATHROP PARK YOUTH CAMP

##### Staff

As at Golden Gate Youth Camp, there are some problems involving the Game, Fish and Parks staff, both in qualifications of these employees to handle delinquent boys, and in lines of authority and administration. The camp programs are new, and such problems take time to iron out. Camps in other states which are run similarly have worked these problems out over a longer period of time.

It is recommended that the experience of these other states be drawn upon to help solve present problems in Colorado.

##### Programs

The program is good. The camp atmosphere is good. The individualized counseling and teaching program show positive effects.

Efforts to have interaction with the community should continue.

Social and other events which allow healthful interaction with boys and girls from near-by communities should be continued and expanded.

##### Plant

Priority should be given to construction of a gymnasium. Another classroom and more storage space are needed.

#### MOUNT VIEW GIRLS' SCHOOL

##### Staff

The overriding need in the Mount View Girls' School is for a night shift. From 10 p.m. until 6 a.m., girls are locked in their rooms and nobody is on duty. Although two house-mothers are in each cottage, they are not on duty and are asleep. A fire in any of the older cottages could be disastrous. The institution and the Division have pleaded with the legislators for years to provide a night shift, but their pleas have been ignored.

It is urgently recommended that a night shift be provided for Mount View Girls' School immediately, even if emergency funds from the Governor's office have to be used.

It is recommended that a permanent night security force on the staff of the institution be established.

More mental health services are needed, but this problem should be taken care of when

Division mental health teams become operative.

More social work staff is needed--at least two more MSW's.

It is recommended that cottage staff should not be exclusively female. It is recommended that consideration be given to hiring one male cottage counselor to be on the 2 to 10 p.m. shift in each cottage, along with one female counselor.

#### Program

It is recommended that the clinical (or special services) department in the institution be given a more important role in determining the treatment program for individual girls. Housemothers (cottage counselors) have too much influence in the overall program and too much determination of the individual treatment of the girls. In general, housemothers are not professional workers and have less competence in determining treatment and counseling needs than the clinical staff. Housemothers should not be in a position to determine whether or not any individual girl should have the opportunity to see a clinical staff member.

Any major decision about a girl should be made jointly by a social worker, a cottage mother, a psychologist and a teacher, all of whom are personally familiar with the girl and her problems.

It is recommended that girls not be placed in isolation on intake. This may have been necessary in past years when there were not adequate controls for infectious and contagious diseases. It is not necessary now. The intake cottage should be secure, but new girls should not be confined to their rooms.

It is recommended that confinement to rooms be used only as a temporary control measure and never as punishment.<sup>7</sup> Such confinement

---

<sup>7</sup>It is explicitly recommended that confinement to rooms be limited to a few hours at most. See Sharp, E.P., Discipline and Security In Amos, W. E., and Manella, R.L. (Eds) Readings in the Administration of Institutions for Delinquent Youth, Springfield, Ill.: Thomas, 1965. Also see Institutions Serving Delinquent Children: Guides and Goals, Children's Bureau, U. S. Department of Health, Education and Welfare, U.S. Government Printing Office, Washington, D.C., 1962 (Revised Edition). Compare especially the following passages:  
"Segregation, which usually involves a

should generally be for an hour or two and never for more than a day or two. Confinement in a room for a month or even a week, or a day, as a punishment for running away or attempting to run away from the institution is a universally discredited practice. It serves no positive rehabilitative purpose, and it generally has very negative results.

It is recommended that the girls be encouraged to talk and socialize at meals and during the evening hours in the cottages. It is recommended that they be encouraged to have close and friendly relationships among themselves, since such friendships are basic psychological needs of adolescents.

It is recommended that the girls be exposed to the events of the day and of the world by having access to daily newspapers and other news media.

It is very strongly recommended that a regular program of social events involving boys be established immediately. Boys should be invited in for dances and picnics and games, and the girls should have the opportunity to go to the Camps and Lookout Mountain School for Boys for similar activities. Boys should be invited from other State institutions and from the Federal Youth Center and from the community. It is not possible for an adolescent girl to develop normally and healthfully in complete isolation from males. One of the greatest weaknesses in the Mount View Girls' School functioning is a deliberate and almost complete isolation of the girls from male contacts (with a few exceptions on the institution staff in a purely professional capacity.) Even in detention, the National Council on Crime and Delinquency recommends coeducation and co-recreation:

"The fear that boy may meet girl...and develop an unhealthy relationship afterward cannot be lightly dismissed. What is important, however, is not so much the

---

<sup>7</sup>(continued) longer period of time, is the placement of the child in a physically secure room or facility under strict supervision and the denial of participation in the full daily program...

"Segregation is usually required at times of great emotional turbulence and is generally used as a last resort measure...

"The confinement of children for prolonged periods, say, a week or more, in segregation rooms as a disciplinary measure is not recommended." pp. 123-124.

circumstances under which they meet as the underlying problems with which each youngster needs help. A good coeducational detention experience may well identify these problems and, with the encouragement of the probation officer, help the teen-ager examine his long-range goals. Where this is done and a good social climate is maintained, opportunities for social growth outweigh the possibilities of unhealthy relationships initiated in detention."<sup>8</sup>

These remarks apply with equal force to the co-recreational experiences that should be part of the program in all training school. In this connection, and more generally, the recommendation of the Task Force on Corrections must be borne in mind:<sup>9</sup>

"Institutional programming must point toward preparing the offender to reenter the community rather than isolating him from it, as has predominantly been the case in the past."

There is some evidence that some girls are kept at the institution too long. There is hardly ever any justification for keeping a girl two years or even eighteen months. A team made up of a social worker, a teacher, a cottage counselor and a psychologist should carefully review all cases of girls kept more than 12 months and should present strong justification for any longer stay.

During the last year, plans (temporarily abandoned) were to establish a small pre-parole unit on Mount View Girls' School grounds (but outside the fence) for four (to six) girls who would be able to go to school or to jobs off campus before being released on parole. This idea is worth pursuing. Another good idea is the present plan for giving group counseling to pregnant girls (there are 12 at present). Such innovations are good and indicate a desire on the part of some staff members to break away from traditionalism.

#### Plant

The academic building is old and should be replaced. The same is true of the administration building. However, neither of these needs is critical.

If alternative placements for girls are

<sup>8</sup>Standards and Guides for the Detention of Children and Youth, National Council on Crime and Delinquency, N.Y.: 1961, (Second Edition), p. 71.

<sup>9</sup>Task Force Report: Corrections, op. cit., p. 15.

developed or other programs in communities and other social changes and recent legislative changes bring about a reduction of Mount View Girls' School population, none of the obsolescent cottages should be replaced. Only the new ones should be used, with a resultant drop in capacity to a number under 100.

#### COLORADO YOUTH CENTER

##### Staff

The critical need is for funding of a night shift. Like the Girls' School, the Youth Center has no staff on duty during the night. One counselor sleeps in each cottage and one of the administrative personnel is on call.

It is strongly recommended that funds for a night shift be given highest priority of institution needs. It is difficult to understand why funds have not been made available for a night shift at the Youth Center and the Girls' School. It is a miracle that there has not been a major tragedy in either or both of these institutions under existing circumstances (although the recent kidnapping at the Girls' School would have been a tragedy if magnificent police efforts had not been successful.)

Much more mental health service is needed, but it is expected that when the Youth Services mental health team becomes available, this problem will be taken care of.

More trained staff is needed, especially in social services, where MSW's should be used instead of, or in addition to, case aides.

Other staff positions recommended are two vocational education teachers, one recreational therapist and two additional clerical workers.

Also, additional staff is needed to run the summer camp program.

Higher pay rates or elimination of sleep-in duties are necessary to obtain competent people in the group life department (cottages).

For years, while there was official doubt about what should happen to the Children's Home (now Colorado Youth Center), the institution was grossly understaffed, both in numbers and job and salary levels. Now that a decision has been made to use the Colorado Youth Center as a residential treatment center for children in need of supervision

(CHINS), these staff problems should be remedied without further delay. Highly skilled professional workers are needed to provide an adequate program of rehabilitation for the kinds of children who are categorized as "in need of supervision."

The present plan to change to a unit supervisor approach in cottages is good. Using one professional worker in each cottage to replace cottage parents, combined with the use of a unit supervisor, will result in fewer, but better trained staff members.

#### Program

As a treatment facility for children in need of supervision, Colorado Youth Center has not had long enough experience to determine exactly what program changes will be needed. There is some indication that specialized cottages, such as a security unit, will be needed for boys and girls who are acting out or who are chronic runaways.

No firm recommendations can be made at this time, but lack of vocational training opportunities is a problem and more off-campus activities, including job opportunities, are needed to get children involved in the community.

#### Plant

The institution should not be made larger, and in fact, should be reduced in size if community facilities and placements can be developed as alternatives to commitment to this facility. In the meantime, old, condemned cottages should be phased out. If it is not possible to reduce the population placed in the institution, then three new small cottages should be constructed to replace two old cottages. Such cottages should not house more than 12 children and a capacity of 8 or 10 would be even better.

#### REQUISITES FOR IMPROVEMENT

In this final section of the report we consider a number of recommendations made by the President's Commission on Law Enforcement and Administration of Justice concerning requisites for improvement in corrections: extended research and program evaluation, better decision-making, improved organization, and more and better qualified staff.<sup>10</sup>

<sup>10</sup>Task Force Report: Corrections, op. cit. pp. 13-16.

#### Research

"The most conspicuous problems in corrections today are lack of knowledge and unsystematic approach to the development of programs and techniques. Changes in correctional treatment have been guided primarily by... 'intuitive optimism,' a kind of goal-oriented guessing..."

"If various program strategies are to be evaluated in terms of their effectiveness in achieving objectives, it is necessary to designate criteria of outcome and instruments of measurement."

#### Decision-making

"Correctional decision-making is characteristically handicapped by several deficiencies. First, data essential to the making of sound decisions often are not available..."

"A final and related problem is that the volume of information often overloads human capacity for analysis and utilization. The sheer number of offenders under correctional supervision is staggering and is growing rapidly each year..."

"A core responsibility...is the requirement of gathering and analyzing information about the offender that will provide an adequate basis on which to predicate the series of correctional decisions..."

"The technological (problems) are perhaps the least difficult since...rapid processing, communication and display of information are possible."

"A much more difficult problem lies in developing data which are sufficiently exact, relevant, and reliable to place into an automated system. Much of the existing information about offenders consists of 'soft' descriptions (e.g., 'aggressive' or 'dependent') which are highly impressionistic and unreliable..."

"Painstaking efforts are needed to define which data are relevant to particular decisions, to 'harden' the data through scaling and through standardization and validation techniques, to obtain improved criteria on the basis of which judgements are made as to success and failure of various types of offenders and correctional programs."

#### Organization

"The development of close cooperation between institutions and community programs is another organizational need...Institutional programming must point toward preparing the offender to reenter the community rather than isolating him from it...This requires close and constant attention to the interaction between the two worlds and underscores problems arising from the separate administration of institutions and field services..."

"Corrections also need to collaborate with employment service, mental health, social

welfare, public works, and other agencies..."

"Changes are also needed in the internal organization of most correctional agencies. Their bureaucratic structure is typically hierarchical, with rigid chains of communication and command...Many subordinate officials have to depend upon unofficial versions of policy in order to gain any sense of what is expected of them.

"Steps can be taken to minimize these problems of management. Offender advisory bodies and group discussion programs are needed to create a more significant role for offenders and for rank-and-file staff."

#### Upgrading personnel

"The most acute shortages in terms of numbers are among professional staff...teachers, psychologists and psychiatrists...who carry on diagnosis, treatment and research. Improvements in salary, working conditions, and educational opportunities will help to overcome these shortages. The much greater involvement of guards and houseparents in treatment functions...will also be valuable."

Each one of these several recommendations is endorsed by the Project for consideration by the State of Colorado.

#### SUMMARY OF MAJOR RECOMMENDATIONS

The Project recommends:

1. That there be regular meetings of Division Heads within the Department of Institutions to facilitate communication and resolution of interdivisional administrative problems.
2. That the Division of Youth Services establish a project to redefine and clarify the roles and the structure of central staff members in the Division, and to establish more uniform patterns of administrative relationships between central staff members and subordinate unit administrators and supervisors.
3. That the Division of Youth Services establish a State Planning Body for Child and Youth Services with a dual mandate to plan specifically for state-operated services and to encourage and facilitate the development of Local Planning Bodies throughout the State.
4. That specific additions to staff be made in the Division: resident training officers, planning officer, director of research; and that services in mental health be augmented and that consideration be given to requesting appropriate public school districts to provide academic-vocational education staff for the institutions.
5. That creation of a reception-diagnostic center for juveniles committed to the Department of Institutions be given the highest priority in upcoming budget requests.
6. That extensive facilities for alternative placement be provided as soon as possible: small camps, small treatment facilities, and a network of group homes throughout the State. The present institutions should not be increased in size, but should undergo differentiation of residence units in accordance with different treatment program requirements.
7. That a full-time, paid three-man Juvenile Parole Board be established under authority of the Division of Youth Services.
8. That increased appropriations for the development of group homes specifically for placement of parolees be made to the Division of Youth Services.
9. That more Parole Counselor positions be established in the out-state areas, where miles of territory covered are more pertinent than number of parolees in a caseload.
10. That relevant officials at the State and local level confer to discuss problems in the coordination of probation and parole.
11. That provisions be made for increases in staff of various specialities in the various residential units of the Division.
12. That flexibility of programs to meet individual needs of children and youth within each institution be maintained and further developed as fully as possible, along with emphasis upon the role of special services personnel in planning such programs, and provision of necessary plant and equipment. In particular, programs involving heterosexual social activities should be established in all of the residential units.
13. That night-shifts for the Colorado Youth Center and Mount View Girls' School be funded and provided at the earliest possible date.
14. That a special committee review methods of discipline currently in practice within the Division's various residential units and compare them with the latest national recommendations on this matter. Methods such as confinement to rooms should be used for temporary control only.
15. That the State act upon four requisites

R4

for overall improvement recommended by the President's Commission on Law Enforcement and

Administration of Justice: in research, decision-making, organization and upgrading of personnel.



Recommendations of the Child and Youth  
Services Planning Project: Community and Prevention Services

by

Nicholas Reuterman, Misha Prather, Elizabeth Lemney  
and  
Goodrich Walton

## INTRODUCTION

The purpose of this paper, the last in the recommendation series, is to discuss prevention-oriented services in the State of Colorado. Three types of agencies, or subsystems were dealt with by the Project. These were the school, welfare agencies, and mental health clinics. The rationale for selecting these three agencies for study was that of all the agencies which could be regarded as prevention-oriented they are the most widely distributed throughout the state.

The paper is divided into four major sections, one devoted to each of the above agencies and the last to some remarks regarding inter-agency co-operation in delinquency prevention. Due to the fact that the schools seem to be little aware of their potential role as a delinquency prevention agency and because they normally do not seem to regard themselves in this light, the school section of this paper is concerned mainly with noting the obvious and widespread deficiencies in the schools as delinquency prevention agencies and with some specific recommendations intended to aid in remedying this situation. The mental health and welfare sections are concerned mainly with indicating what agency personnel regarded as significant obstacles to the functioning as delinquency prevention agencies (or delinquency control agencies), and to suggestions as to possible changes which might be made to remove some of these obstacles.

## MENTAL HEALTH

In the discussion of mental health services for target persons (delinquents, pre-delinquents and Children in Need of Supervision--CHINS), concern will be mainly with the provision of such services on the local community level. Little attention will be directed to the procurement of psychiatric and psychological services in the state operated facilities for delinquents and CHINS.

At the local level mental health services for target persons can be thought of as operating in two areas. First, local mental health clinics are in a position to provide invaluable assistance to the local courts and probation departments through diagnostic and treatment services for delinquents and CHINS who come before the court. For most areas of the state the mental health clinic is not only the most capable but the only resource from which the courts can obtain these services. Second, mental health clinics can provide considerable assistance through delinquency-preventive work at the community level. Again, the mental

health clinic is quite often the most eminently qualified agency in a given area to engage in such work.

The remainder of this discussion will be devoted to five major topics. First, consideration of services currently provided by mental health clinics to target persons. Second, a summary of general problems or impediments to the provision of desirable services, as seen by the local mental health agencies. Third, a number of general recommendations relevant to the frequently encountered problems. Fourth, some programmatic suggestions regarding services which mental health clinics can provide to local courts. Last, some suggestions relevant to delinquency prevention work on the community level.

## Current Services

Earlier work conducted during 1963-64 provides considerable information relevant to the present discussion.<sup>1</sup> Of the 22 district courts in Colorado, 14 have direct access to a mental health clinic for all of the counties in the given judicial district, 7 have direct access for only some of the counties in the district, and one district has no access for any of its counties. Thus, all but one district court has access to mental health services for at least some of the target persons handled.

Whether such access resulted in actual use of mental health services is, however, an entirely different matter. Earlier data indicate that an estimated 220-250 delinquents were referred to mental health clinics by the courts in the 1963-1964 year. This is only approximately 10 - 12% of the child caseload of the clinics. In addition, of those referred to the mental health clinics by the courts only about 40 - 45 were accepted by the clinics for treatment. This is approximately 2% of the total child caseload of the clinics.

From the point of view of the courts, the 220-250 court referrals to mental health clinics constitutes approximately 4.5 - 5.0% of the total number of juveniles handled by the

---

<sup>1</sup>State Mental Health Planning Committee, Planning Comprehensive Mental Health Services in Colorado, Vol. II: Explaining the Boundaries of Mental Health, Task Force on Mental Health Services and Juvenile Delinquency Control, August, 1965, pp. 59-80.

courts.<sup>2</sup> Information concerning the number of court referrals to mental health clinics in 1966-1967 is available from two sources. First, the Judicial Administrator's Office makes available data regarding the number of court handled juveniles who receive psychological or psychiatric evaluation and the number who receive outpatient treatment. For 1967, these data indicate that approximately 175 juveniles handled by the courts received some kind of psychological-psychiatric evaluation. This constitutes only 2.9% of the total number of juveniles handled by the courts. Of the 175, only 29 received outpatient treatment. This is only 0.5% of the total number handled by the courts.

A second set of data is available from the coded Project interviews of mental health clinics. These data were retrieved from the tape data bank. According to the mental health clinics they contacted in some way approximately 660 delinquents or CHINS. Assuming these were all referred from the courts, this constitutes approximately 12% of the total number of juveniles handled by the courts. Thus, there is considerable discrepancy, depending on which data are used, as to how many juveniles the courts did actually refer to mental health during the 1966-67 period. It should be noted that the interview data are based on only full-time mental health clinics and exclude clinics in Denver, while the state data are based on all courts and presumably all mental health clinics. If Denver is removed from the state data, the number of court-handled juveniles who received psychological-psychiatric evaluations reduces to 79, or 2.1% of the total number of juveniles handled by the non-Denver courts.

Considering the known incompleteness of the data provided by the Judicial Administrator's Office<sup>3</sup> and the likelihood that cases reported by the mental health clinics as delinquent or CHINS are not actually adjudicated or are not referred by the courts, it seems highly probable that the actual number of juveniles referred to mental health by the courts in 1966-67 is somewhere between 2 and 12%, say approximately 6 - 8%.

In addition to delinquents and CHINS, the interview data indicate that the mental health

<sup>2</sup>The total number of juveniles handled by the courts in 1963-64 was estimated from data provided in Project Reports F1 and F3. This figure was used as the base figure to obtain the 4.5 - 5.0% figures.

<sup>3</sup>This problem is discussed more fully in Project Report F3.

clinics report handling almost 700 pre-delinquents during 1966-67.

The somewhat obvious conclusion which can be drawn from the above data is that adequate mental health services are not being provided to the target persons. Whether this is a result of the unwillingness or inability of local mental health clinics to provide the needed services, or due to the unwillingness of local courts to refer juveniles for mental health services is not known. Whatever the reasons, the fact remains that such services are not available on the scale that they should be.

That the use of mental health services as provided by local clinics is an efficient procedure for improving the behavior of target persons is an indisputable fact. One study directly relevant to the usefulness of mental health services requires some detailed comment.<sup>4</sup> The results of a survey of parents of juveniles who attended child guidance clinics in the State of Washington (which appear to be quite similar to mental health clinics in Colorado) indicate that delinquent and CHINS behavior are first and second in terms of the percentage of parents who reported improvement. In other words, these types of behaviors were quite effectively reduced by attendance at the child guidance centers. In addition, of those juveniles who attended the child guidance clinics, only 20% subsequently became involved with school authorities, 12% with law enforcement, 7.5% with the courts, and 5.6% were eventually sent to a juvenile correctional institution. Thus, considering the initial severity of the disturbance of these cases, there is every indication that mental health services can function very effectively in a preventive role.

We turn now to a brief discussion of the major problems and difficulties encountered by the local mental health clinics in Colorado.

#### Major Problems of Mental Health Clinics

Table R5.1 presents the major problems identified in interviews with local mental health clinics. The specific problems are identified with the number of clinics mentioning the given problem as a major impediment to their providing services for target persons. A given clinic could specify any number of problems; thus, the number of clinics identifying problems is greater than the total number of clinics interviewed.

<sup>4</sup>Section of Research and Program Analysis, Child Guidance Evaluation Study, State of Washington: Department of Institutions, September, 1960 (mimeo).

TABLE R5.1  
Major Problems of Mental Health Clinics and  
the Number of Clinics Specifying Each Problem

Problem	Number
Lack of Staff (quantitatively and/or qualitatively)	11
General Lack of Funds	10
Lack of Physical Facilities (quantitatively and/or qualitatively)	7
Lack of Inter-Agency Cooperation and Communication in Dealing with Target Persons at the Local Level	6
Lack of Placement Facilities for Target Persons who should be Removed from their own home	6
Lack of Good Working Relations with Local Courts	4
Long Waiting List	2
Difficulties Created by the Colorado Medical Society	2

The most frequently mentioned problem by the mental health clinics is that of staff shortages. This difficulty has been noted as acute in a previous study of mental health services in Colorado.<sup>5</sup>

The second most frequently mentioned problem is that of lack of funds. According to a previous study the three major state facilities (Fort Logan, Colorado State Hospital, and Colorado Psychiatric Hospital) received 93% of the total state expenditures for mental health in 1965.<sup>6</sup> This leaves at most, 7% of the total state expenditures for local mental health clinics. According to these data it is not surprising that the lack of funds is a major problem for the local clinics.

The third most frequently mentioned problem is the lack of adequate physical facilities. This includes both the lack of space in terms of number of square feet (in one clinic visited by the project the staff had to share not only offices, but also desks) and also the lack of qualitatively adequate facilities (sev-

<sup>5</sup>State Mental Health Planning Committee, Planning Comprehensive Mental Services in Colorado, Vol. II: Exploring the Boundaries of Mental Health, The Task Force on Manpower, August, 1965, pp. 170-185.

<sup>6</sup>State Mental Health Planning Committee, Planning Comprehensive Mental Health Services in Colorado, Vol. II: Exploring the Boundaries of Mental Health, The Economic Costs of Mental Illness in Colorado, August, 1965, pp. 94-128.

eral of the clinics visited by the project reported a complete lack of private facilities for staff-client interviews: one clinic has offices in a 50-year old building in very poor condition).

The three more frequently reported problems mentioned above seem to be highly interrelated in that the provision of adequate funds would probably do much to solve all three. Most of the remaining, less frequently mentioned problems of the local clinics are of a somewhat different nature and probably are not amenable to solution simply by providing additional funds.

The following discussion is concerned with some general suggestions relevant to the major problems as seen by the local mental health clinics.

#### General Recommendations

Staff: As noted in a previous report there appear to be three ways of increasing the available staff for local mental health clinics: (1) an increase in training facilities in Colorado; (2) attracting out-of-state personnel through improved program opportunities and more efficient recruiting; and (3) the utilization of para-professionals.

The division of Psychiatric Services of the Department of Institutions could actively encourage and perhaps provide co-ordinating services in the development or expansion of training facilities in Colorado. In addition, the division could provide recruiting assistance for local mental health clinics through the establishment of a "recruiting officer" whose role would be the active recruitment of out-of-state professionals specifically for local mental health clinics.

According to the previous report:

The third alternative is one much discussed these days. Utilizing lesser trained professionals can mean a return to the standards of the old-fashioned bughouse, with ill-educated "attendants" substituting for absent professionals. Or, with improved use of in-service undergraduate programs in both junior colleges and four year schools, skilled deployment of volunteers, and perhaps the use of the so-called "indigenous non-professional" (especially among social groups difficult for middle-class professionals to communi-

<sup>7</sup>State Mental Health Planning Committee, The Task Force on Manpower, Op. cit., p. 177.

cate effectively with), it could presumably fill a manpower gap that until now has seemed insuperable.<sup>8</sup>

The potential use of para-professionals in local mental health clinics should be given very serious consideration. In addition, the possibility of federal support of training programs for the so-called "indigenous non-professionals" may merit investigation and consideration.

Funds: The provision of funds adequate for the operation of local clinics is an extremely complex problem involving such matters as the state tax provisions, the local tax structure, and other factors all of which are far beyond the scope of this report. However, the share of state expenditures for mental health services which local clinics receive seems inordinately small compared to that received by state mental hospital facilities. This seems particularly true when considered in light of the fact that increased services on the local level should result in a definite decrease in the number of cases requiring hospitalization. A decrease in hospitalization should in turn, result in decreased costs per case receiving treatment. These are possible considerations in an increase in the proportion of state funds which go to local clinics.

Second, the absence of provision for county level mill levy for mental health clinics is a contribution to the lack of funds. The establishment of such mill levy provisions would be most helpful in alleviating some of the financial problems faced by the local clinics.

Third, greater emphasis should be placed on obtaining those federal grants which are available to mental health clinics. The Division of Psychiatric Services could play a leading role in such endeavors through initiation and consultative assistance.

Facilities: Extensive, detailed recommendations concerning the physical facilities of local mental health clinics have been previously suggested. These are as follows:

1. A comprehensive mental health center must provide a wide range of services for which traditional hospital space designed around the concept of "beds" is quite inappropriate. New solutions for new treatment purposes are required if architecture is to serve treatment needs effectively.
2. A community mental health center should be so located as to easily integrate into the fabric of its surrounding community--it should be a "community center" rather than an isolated place for mentally ill.

<sup>8</sup>Ibid.

3. A center's design should impart a balanced sense of security and stability without imposing a sense of confinement.
4. A high degree of adaptability should be one of the architectural goals. Treatment methods are rapidly evolving and spaces may be put to a succession of different uses during the lifetime of a center.
5. Semi-private spaces and reasonably large public spaces should both be available if a center is to offer patients a full range of treatment modalities.
6. Ambiguous or muddled design--or elaborate aesthetic effects--make unnecessary demands upon the severely disturbed patient's perceptual faculties. Clearly defined spaces with fairly straightforward logic to their design are desirable.
7. Controlled spaces which assist in lending cohesion and a feeling of belonging to a limited group of manageable size--rather than exposing the patient to a host of outsiders beyond his immediate "team"--are important. Huge day rooms or wards should be relegated to the past.
8. The fundamentals of good architectural design anywhere are applicable to centers as well. The center should be expressive of its local surroundings, a comfortable and interesting addition to its environment.<sup>9</sup>

The attainment of these recommendations would, of course, require considerable expenditure of funds.

Other Problems: The additional problems noted in Table R4.I seem to revolve to some extent around inter-agency interactions. Cooperation and coordination among agencies seems to vary greatly from one locale to another. However, all regions visited in the Project could profit from improvement in this area.

An obvious first step would be for local mental health agencies to make known to the other local agencies what services they can provide, who is eligible for services, and how services can be best obtained (i.e., referral procedures). Several areas visited by the project have in operation a program of periodic

<sup>9</sup>State Mental Health Planning Committee, Planning Comprehensive Mental Health Services in Colorado, Vol. II: Exploring the Boundaries of Mental Health, Task Force on Architecture, August, 1965, p. 129.

meetings of representatives of the social service agencies of the area. These meetings are intended to acquaint the various agencies with each other, and with the programs offered and procedures followed by each. Such a program of inter-agency meetings appears to be a most effective method for improving both inter-agency cooperation and the utilization of the services of one agency by another.

The following discussion is devoted to a consideration of the services the local mental health clinics can provide to the courts insofar as target persons are concerned.

#### Delinquency Treatment Services

Two points made in a previous report should be noted.<sup>10</sup> First, very few of the courts in the state can finance extensive mental health services as a part of their own treatment resources. Thus, access to outside mental health services is a common problem. Second, local mental health clinics are probably the best resource for the courts. Local clinics are more knowledgeable of local conditions and can tailor their recommendations to local realities.

A number of specific detailed recommendations regarding cooperation between the courts and mental health clinics can be noted. These are as follows: (1) Where mental health services are provided for the courts through clinics, cases referred from the courts should have priority, especially if the juvenile is being held in Detention.<sup>11</sup> The need for such a procedure is evident where consideration is given to the fact that juveniles referred from the courts have evidenced disturbances damaging not only to themselves (as is presumably the case for all juveniles referred to mental health clinics), but also to others. (2) Referral for clinical services should be on a selective basis either by probation counselors with supervisory review or by order of the judge or referee.<sup>12</sup> (3) Clinical reports from the mental health clinic should be sent to the probation counselor, not directly to the court.<sup>13</sup> (4) Besides diagnosis, mental health clinics can provide considerable assistance to the courts in the area of staff

<sup>10</sup>State Mental Health Planning Committee, The Task Force on Mental Health Services and Juvenile Delinquency, Op. cit.

<sup>11</sup>Sheridan, W.H., Standards for Juvenile and Family Courts, U.S. Department of Health, Education and Welfare, Welfare Administration, Children's Bureau, Washington, D.C., 1966.

<sup>12</sup>Ibid.

<sup>13</sup>Ibid.

development. This may include seminars for court personnel in order to broaden their knowledge of children and family relationships.<sup>14</sup> (5) Mental Health clinics can also provide consultation to probation counselors.<sup>15</sup> Such consultation would be of special value to the larger number of part-time probation counselors in the State of Colorado.<sup>16</sup> This latter point suggests an area where the local mental health clinics could immediately and directly provide an extremely vital service for local courts. In addition to consultation to probation staff, mental health clinics could also provide similar services, perhaps more in the form of training sessions, to local law enforcement personnel. (6) Some of the larger local courts may be in a position to develop a personnel sharing arrangement with mental health clinics. In this way staff and other expenses could be shared by the two agencies.<sup>17</sup>

Project interviews revealed one outstanding example of a jointly conducted program between a local court and a mental health clinic. In brief, this consisted of weekly group discussion sessions for adjudicated delinquents and their parents. The meetings are conducted by probation staff and clinic staff, and are regarded as quite effective by both. The development of similar programs in other areas of the state would be an extremely worthwhile addition to the overall treatment of delinquents.

The number of mental health treatment programs specifically intended for delinquents and CHINS is severely limited. A number of clinics do, however, have these children in various ongoing programs and do provide other relevant services. Programs and services provided to delinquents and CHINS by mental health clinics and the number providing each are presented in Table R5.2. Each clinic may be providing any number of the listed service programs.

The following discussion is devoted to a brief consideration of delinquency prevention services of mental health center.

#### Delinquency Prevention Services

The provision of preventive services by those clinics contacted in the present Project

<sup>14</sup>Ibid.

<sup>15</sup>Ibid.

<sup>16</sup>State Mental Health Planning Committee, The Task Force on Mental Health Services and Juvenile Delinquency, Op. cit.

<sup>17</sup>Ibid.

TABLE R5.2  
Mental Health Programs for Delinquents and CHINS  
and the Number of Clinics Providing Each Program

Program	Number
Group Counseling or Therapy for Children	5
Group Counseling or Therapy for Parents	1
Individual Counseling or Therapy for Children	4
Individual Counseling or Therapy for Parents	2
Consultation to Probation Staff	1
Modified Academic Program	1

is considerably more extensive than services provided to adjudicated delinquents. The various preventive services available and the number of clinics providing each is presented in Table R5.3. This table includes only those services which the clinics indicated were provided for definitely pre-delinquent children although a given program or service might also include other children in addition. A given clinic may provide any number of the listed services.

TABLE R5.3  
Mental Health Services for Pre-delinquents and  
the Number of Clinics Providing Each Service

Service	Number
Group Counseling or Therapy for Children	6
Group Counseling or Therapy for Parents	3
Individual Counseling or Therapy for Children	5
Individual Counseling or Therapy for Parents	2
Consultation to Schools, Welfare, and Other Agencies, regarding Pre-delinquents	3
Big Brother Program Administered by Mental Health	2
Summer Camp Program	1

In general there appears to be a need for expanded mental health services for pre-delinquent children. This expansion should include both an increase in the number of children serviced, and also an increase in programs, with perhaps the development of programs specifically aimed at the pre-delinquent child.

In general, the obvious conclusion is that mental health services need to be involved in the treatment of delinquents and CHINS to a much greater extent. They should not only be treating a much larger number of such children, but should be attempting to develop treatment

programs which are intended specifically for these children. Such development may often be profitably undertaken in conjunction with the local court and probation staff.

#### Summary

Mental health clinics can provide most useful services to target persons at both the preventive level and through the provision of diagnostic and treatment services to court referred children.

At present only a very small percentage of target persons in the State is being provided with adequate mental health services.

The major obstacles encountered by local mental health agencies in their efforts to provide services include: (1) lack of staff; (2) lack of funds, (3) lack of facilities, and (4) lack of cooperation from other agencies.

The lack of staff problem can be approached through increased training programs within the state, increased out-of-state recruiting and increased use of para-professionals.

The lack of funds difficulty can be approached through the greater use of state funds for local clinics, the institution of a mental health mill levy, and increased efforts to obtain federal support.

The lack of facilities problem revolves mainly around the lack of funds.

The lack of cooperation among agencies can be approached through increased efforts regarding information dissemination among agencies of a given area.

In general, both treatment and prevention aspects of mental health services to target persons need to be greatly expanded, both in terms of the number of children contacted and in terms of the quality and relevance of programs for target persons.

#### WELFARE

All local county welfare departments are under the supervision of the State Department of Welfare which sets the standards for most welfare department functions. Implementation and administration, however, are done on the local level. Welfare Departments experience some difficulty in attempting to meet state standards with local resources. The focus of this section of the report will be upon welfare departments at the local level, with some attention to how the State Department of Welfare could be of assistance to local departments in achieving more effective implementation of state standards. The discussion will

involve consideration of the current services of local welfare departments to the target population, a summary of general problems or impediments to the provision of desirable services by local welfare agencies, and a number of general recommendations.

#### Current Services

Welfare services are conceivably available to target persons throughout the State, since there is a local department of welfare in every county. However, available data from Project Report SF3 indicate that the courts do not make extensive use of welfare services for treatment of delinquents or CHINS. In their disposition of cases upon which a delinquency petition was filed during 1967, the courts transferred custody to welfare in less than 1% of the cases (.79%). In their action upon informal delinquency petitions, the courts transferred custody to welfare in only .18% of the cases. In their handling of CHINS filings, the courts transferred custody to welfare in 5.96% of the cases (these figures are based on data in Table SF3.6). From Table SF3.1, it can be seen that only .76% of all juvenile referrals to the courts for 1967 came from welfare.

The extremely limited use of welfare services by the courts for target persons may indicate a belief on the part of the courts that welfare services in this area are not available or are inadequate for specialized treatment of delinquents and CHINS. It should be noted that the courts' apparent reluctance to transfer custody of juveniles to welfare is far greater for delinquents than for CHINS. The welfare departments do seem to be in a better position to provide adequate services for CHINS than for delinquents. An examination of the programs currently operated by the welfare departments interviewed shows a paucity of programs directed specifically at delinquents or pre-delinquents. One welfare agency makes a special effort to place delinquents and pre-delinquents in group homes which are visited once a week by a psychologist (delinquents and pre-delinquents actually comprise 50% of the population of the group homes available to this agency). One agency does supportive counseling with a child and/or his parents if he gives evidence of being pre-delinquent. This same agency tries to prepare families for the problems which they and their children will face upon return of a child from an institution to the community. Another welfare agency does group work with pre-delinquents in conjunction with mental health.

#### Major Problems of Welfare Agencies

Table R5.4 presents the major problems

identified in interviews with local welfare agencies. The specific problems are identified with the number of welfare agencies mentioning the problem. Since each welfare agency could specify any number of problems, the number of agencies identifying problems is greater than the total number of agencies interviewed.

TABLE R5.4  
Major Problems of Welfare Agencies and the Number of Agencies Specifying Each Problem

Problem	Number
Lack of placement and referral facilities	36
General lack	6
Lack of foster homes	12
Lack of group homes	5
Lack of treatment programs	3
Lack of consultive services	3
Lack of receiving homes	3
Lack of treatment specialists	2
Lack of educational resources	2
General lack of funds	13
Lack of staff	11
Lack of trained staff	4
Community Relations	4
Lack of office space, especially for private counseling	3
Lack of inter-agency cooperation	2
Inadequate salaries for staff	2

The most frequently mentioned problem is a lack of placement and referral facilities. Agencies specifically mentioned lack of foster homes, lack of group homes, lack of treatment programs, lack of consultive services, lack of receiving homes, lack of treatment specialists, and lack of educational resources. The overall picture is one of severe restriction upon the treatment services which welfare agencies can offer to children.

They appear to be limited to providing only for the most basic and immediate needs. Welfare workers are faced with the frustration of coming into daily contact with people's needs, problems, and suffering and being able to do very little to alleviate these things.

The second most frequently mentioned problem is a lack of funds. Welfare funds come from three sources: County, State, and Federal. The State Department of Welfare establishes a minimum amount which a County must appropriate to its own welfare department if it is to qualify for state and federal aid. Many County Commissioners appropriate only enough funds to meet these minimum requirements.

The third most frequently mentioned problem is lack of staff. A few agencies also men-



tioned the lack of trained staff.

These three major problems are interrelated. Additional funds would permit more adequate staffing. Both funds and staff are necessary for the development of placement and referral facilities. Additional funds would also provide the solution to two less frequently mentioned problems--lack of office space and inadequate staff salaries.

#### General Recommendations

Every effort should be made to increase the placement and referral facilities available to local welfare departments. One of the greatest needs is for foster homes. Increased payment to foster parents might increase the availability of such placements. Public relations programs within local communities which stimulate citizens' awareness of, interest in, and sympathy with such placement problems could be effective in developing more foster homes. The State Department of Welfare could be of considerable assistance to local departments in implementing such public relations programs.

Recommendations concerning the provision of additional funds for more effective operation of welfare departments are entirely beyond the scope of this paper. However, the need for funds is obvious.

Several possibilities should be considered for alleviating the problem of insufficient staff. An increase in staff salaries would do much to attract more people to welfare work in Colorado. This is particularly necessary in attracting persons with professional training. An increase in salaries is also the first step toward increasing the status of welfare workers in the community. Welfare departments might also consider the use of para-professionals as case-aids. Federal funding might be available for experimental programs in this area. Finally, the State Department of Welfare might be able to assist local departments by establishing a recruitment service.

It is recommended that welfare departments develop more treatment programs and services aimed specifically at delinquents and pre-delinquents. It is believed that welfare departments have an excellent opportunity to be aware of pre-delinquents. More prevention programs specifically aimed at such youngsters are needed for welfare departments to be able to use this opportunity to its full advantage. As programs aimed specifically at delinquents are developed, other concerned agencies, particularly the courts, should be made aware of their availability. It is also recommended

that welfare departments evaluate existing programs and new programs and treatment services as they are developed. Again, federal funding might be available for such purposes.

#### SCHOOLS

In the process of gathering data on services of the schools to delinquent, predelinquent children and children in need of supervision, representatives from 44 schools were interviewed. Almost universally, the response to the question pertaining to programs designed specifically for these problem children was that there was no such program. Where elaborated upon, the statements were generally either that the overall school program was already designed to meet the needs of all children, or that special education programs (mostly recently organized with ESEA funds) would take care of the school problems related to delinquency. In the first instance there was rarely any specification of the manner in which the needs of these particular children were being met; the statement seemed to be adequate to the respondent with regard to almost all aspects of the educational program in the school. In the second case, there was occasional reference to deficiencies in academic achievement that would be cured by special efforts to upgrade students operating below grade level. Consequently, failure in school work would not be a factor leading to problem behavior and subsequent actions assumed to be related to delinquency.

One other frequent response to lack of programs for delinquents and predelinquents was that the school personnel considered it inappropriate to single these children out for special attention. The rationale, when stated, was that this group would then be adversely affected in their relations with other students by the necessary separation into special groups or classes. There was no evidence of awareness that students are usually quite well informed about the activities of the children the survey was concerned with and had already formed attitudes toward them that were reflected in their interactions.

Only two or three school people indicated the need for research in identifying the real nature of school conditions contributing to delinquent behavior. They, too, were the only ones concerned with evaluating existing programs assumed to be related to prevention of delinquency.

Asked for causes of delinquency, over 90% of the respondents in all agencies blamed parents. Putting the great variety of statements together they boiled down essentially to the belief that lack of parental interest in the

child's general welfare was the over-riding contributory factor. Only rarely was the school considered as a possible source of maladjustment by school personnel interviewed. The second most frequent cause, implied more often than stated outright, was the problem of attitudes of children from minority and/or welfare families - in this state, primarily Spanish-Americans.

Complaints were voiced occasionally in rural, isolated communities as to the quality of teachers willing to teach in such school systems. In some more urban areas, dissatisfaction was expressed with the lack of ability of teachers to deal competently with special problems presented by children handicapped in adapting to school.

Counselors were interviewed singly or as part of the group assembled for the interview. Almost all of them felt that the demands on their time for testing and assisting college-bound students prevented them from being able to provide other kinds of counseling or guidance, particularly pertinent to the target population. A few objected to being used by the principals as disciplinarians and consequently avoided the problem by avoiding the problem child.

Despite the reference to use of other agencies in the community to help problem children, particularly the predelinquent, school personnel frequently expressed the desire to add to their staff social workers and psychologists. This raised the question on the part of the survey staff concerning the actual use of other agencies. Invariably, the problem of school funding was brought up as a major problem (most often with regard to state aid). Only a handful of respondents suggested that closer cooperation with other agencies in the community would help provide needed services. This lack of cooperation is especially significant with regard to social work services. There is a welfare agency in every school district which could provide some assistance; but it certainly is not regarded as a resource by the majority of schools.

In responding to questions concerning ideal programs for the target population, frequent reference was made to plans for--or more often, the desire for--expansion of vocational training programs. There was little evidence, however, that these programs were in any way being related either to the interests of the youth they would serve or that they were being considered in terms of relevance to usefulness for actual vocational possibilities.

There was some concern, as indicated in the

fairly frequent mention of vocational training, that the academic orientation of schools prohibit meeting the needs of many children. The limited curriculum leaves many children disinterested and unmotivated to learn much of anything. Closely related to problems created by the limited orientation were a few expressions of interest in developing different ways of operating the schools. Specific reference was made to flexible scheduling as an ideal way to provide opportunities to students to pursue individual interests. There was little evidence of awareness that to accomplish such a change would require concomitant changes such as expansion of resource material, teacher retraining to operate in different ways, altered administrative policies, to name a few.

Among the relatively few school systems facing delinquency as a school-related problem, there was generally an accompanying expression of need for early detection of problems and the development of intervention programs. Some elementary school counselors have been hired to provide child counseling combined with parent and community contacts and close cooperation with teachers in an effort to pull together all of the influences on the child for concerted prevention action. Otherwise, there was just a general expression that early detection and intervention would be more effective in the long haul rather than to wait until the problem had bloomed into delinquency.

In the majority of schools there was tacit or explicit recognition of the relationship between failure in school work and delinquency. Despite this, the survey shows a paucity of efforts to cope with the problem.

Turning to the few shining examples differing from the majority of schools, it is worth noting that two school systems in one county have notably different attitudes. Foremost is their close cooperation with the probation department of their district Court. In one school system, the cooperation is direct, with probation officers and school counselors conducting group discussion sessions jointly in the school in classes organized specifically for delinquents. Parents of these children are also participating in group discussions at the school. Members of these special classes are given credit for their work since 3 days are spent reading - remedial or speed reading - and the other two days discussing issues presented to the students. The program is too new for evaluation; however, the school personnel are sufficiently impressed by immediate effects to have initiated other groups of potential delinquents for group discussions with counselors on a voluntary basis.

The other school system in the county has placed its emphasis on identifying potential delinquents and dropouts through close and frequent contacts between teachers and counselors, and on bringing dropouts back to school. In the case of students in school who are evidencing behaviors that are negative, they are called in by the counseling department to find out what contributing problems exist that may be solved by the counselors. If money is a problem, the cooperation of interested businessmen is sought for jobs; a source which is being vigorously developed by the counseling staff, assisted by the local employment office. If academic problems exist, schedules and courses are shifted to permit more opportunities for success. Where dropouts are concerned, they are followed up after leaving school and an increasing number have been persuaded to return to school. They, too, are assisted in the same way.

One rural school system has a uniquely low number of problem children. One can only surmise that some unusual ways of operating may be contributing factors. Two outstanding things about this school are: 1) All high school teachers have private offices in which they meet with their students. They are encouraged by the school counselor to do as much counseling as they wish to undertake in this ideal situation. 2) During free periods, students are permitted to leave the school building without having to check with anyone, the only requirement being that they return in time for their next class. The students are evidently capable of accepting this freedom responsibly.

The general impression after interviewing in the schools was that the great majority of systems conceive of their institution as totally separate, only vaguely related to other agencies in the community. Because of their autonomy in the legal structure financially and with respect to what they can and will provide, any tendency to avoid close cooperation with other community organizations is all too easy to develop.

The absolute autonomy of District School Boards is established by law. Although in practice, policies recommended by the Superintendent are the generating source of programs, curriculum and staffing decisions, the Board may assume all the responsibilities for initiating these within very minor limits as prescribed by law. Funds are automatically made available from the county commissioners in the county or counties covered by the school district. Consequently, there is far less "dog eat dog" competition for funds (to use a phrase of one of the interviewees) than exists among other agencies dependent upon the

attitudes of the county commissioners toward the various agencies they fund. This difference may be a contributing factor to the school's attitude in most areas toward other community agencies. This may be exemplified by the fact that even the legal agency of the community, the court, is rarely used. Only 6.95% of children referred to the court in the 32 counties sampled were school referrals.

It is true that inequitable and inadequate state support hurts many school systems, but financial problems are not the only cause of lack of efforts to deal with problem children. There appears to be a dearth of empathy and respect for children who do not fit the expected pattern, and a lack of imagination in using available resources to help them. For example, schools that complain that students of the kind we are concerned with rarely participate in school activities seem unaware that most official school organizations are open only to those students in good standing--leaving the problem student in limbo. One gets the feeling that children who create problems are feared; that if they are going to have to be around, the easiest way of coping with them is on an incident basis, ignoring their existence between incidents.

#### Recommendations

- I. Early detection of problems (social and learning) and intervention programs.
  - A. Inservice training for elementary teachers designed to develop greater awareness of cultural and economic influences on children and ability to recognize genuine problems as opposed to mildly deviant behavior. In short, to be able to recognize and understand the real world of the child and deal with its effects appropriately.
  - B. Select materials and develop a curriculum that has genuine meaning for the child.
  - C. Develop opportunities for closer cooperation with parents.
  - D. Provide appropriate incentives and constuctive sanctions which do not degrade the child.

Note: A suggestion was made by a Judge interviewed during the survey with regard to early detection and intervention that merits consideration. It was his opinion that most parents, regardless of ethnic background or socio-economic status, love their children sufficiently so that they could be motivated to do what would be more helpful. He felt that their deficiencies stemmed from ignorance rather than lack of interest. He proposed that the power of the

Court be used constructively thusly: elementary teachers (especially those who taught primary grades) should be acquainted of the Court's right to act where there is evidence of neglect. If teachers would apprise him informally of instances where the child's problems appeared to stem from the home, he could, informally, again, call the parents in to discuss the problems presented to him. If warranted, he would order the parents to take necessary measures to remedy the situation. He would request that the local college set up a special Child Guidance course appropriate to the parents' level and then order attendance at this class.

- II. Develop realistic vocational programs (or other alternatives) for the non-academically oriented students, giving them opportunities for success experiences and areas of learning in which they might be realistically encouraged to excel.
- III. Organize "after school" programs for tutoring children who need more one-to-one learning opportunities or who come from crowded homes where studying is hampered. These could be manned by upperclassmen and/or adult volunteers. (The school could even pay high school students who need funds for tutoring younger children.)
- IV. Change counseling duties and emphasis so that counselors are able to spend more time on guidance and have more opportunities for using a greater variety of counseling (e.g. group counseling).
- V. Give serious consideration to various existing programs in other areas of the country. Particular emphasis could be placed on those programs which involve both the school and either volunteers or other interested agencies. A number of currently operating programs are of proven effectiveness and appear to be ones which, on a practical level, could be operated in Colorado.<sup>20</sup>

#### INTER-AGENCY COOPERATION

The primary delinquency-related responsibility of the three types of agencies dealt with in this report lies in the area of pre-

<sup>20</sup>An extensive discussion of existing programs is given in Amos, W.E., Manello, R.L. and Southwell, Marilyn A., Action Programs for Delinquency Prevention, Springfield, Ill.: Thomas, 1965. Of particular relevance are the "Carson, Pirie Scott Double EE" program, the "Urban Service Corps," the "Higher Horizons" and the "Youth Conservation Corps."

ventive services. It is evident from the previous discussion that aside from a few specific exceptions, this responsibility is not being met.

A secondary responsibility of the agencies of concern is that of cooperating with and assisting those agencies (courts, law enforcement, etc.) which are directly dealing with delinquents and children in need of supervision. Again, this responsibility is largely not being met.

The most efficient way of meeting the two responsibilities mentioned above is through extensive inter-agency cooperation. The schools have the most extensive contact with the population at risk and thus should function as the principal referring agency. They should make extensive use of the services offered by the other agencies as a means of delinquency prevention, as well as developing their own delinquency prevention programs. The welfare departments can offer valuable services of a casework nature, and mental health clinics are best qualified to deal with disturbed pre-delinquent children. All three of these agencies should cooperate with the courts in prevention efforts.<sup>18</sup>

The schools, welfare departments and mental health clinics should also offer complete cooperation with the courts in dealing with adjudicated delinquents and CHINS. This cooperation should extend to both the area of procedural arrangements and rehabilitative programs.<sup>19</sup>

The Project specifically recommends the following:

1. That schools, welfare departments, and mental health clinics develop, on the local level, procedures for extensive inter-agency cooperation, both among themselves and with the local court, in the area of delinquency prevention. Such cooperation may be greatly facilitated through the local Planning Bodies recommended in Project Report R1.
2. That the schools, welfare departments, and mental health clinics cooperate with the local courts to a much greater degree than now prevailing. This cooperation should include both efforts to facilitate procedural matters and the provision of specialized services to the courts.

<sup>18</sup>Examples of court-other agency cooperation in prevention programs can be found in Project Report R3.

<sup>19</sup>Examples of court-other agency cooperation in rehabilitation programs can be found in Project Report R3.

BR

Brief Report of the Child and Youth Services Planning Project

by

Desmond S. Cartwright, Nicholas A. Reuterman, Philip Gartland  
and  
Goodrich S. Walton

## PURPOSE OF THE PROJECT

The Child and Youth Services Planning Project was established for a one-year period through the collaboration of a State agency, the Department of Institutions, State of Colorado, with a Federal agency, the Office of Juvenile Delinquency and Youth Development, United States Department of Health, Education and Welfare, and under the co-sponsorship of a national organization, the National Council on Crime and Delinquency. The Federal agency, OJDYD, entered into a contract with the State to conduct a study entitled:

A Field Test and Refinement of a Model to be Utilized in Surveying Existing Programs for Present and Future Needs in Child and Youth Services Insofar as They Concern Delinquency

The National Council on Crime and Delinquency undertook to provide expert consultation to the Project. Both the Council and OJDYD were interested to see how the particular model of statewide survey would work out in practice, with a view of possibly employing similar procedures in other states. The Department of Institutions was mainly interested in the contents of information and recommendations that would come out of the Project's work. Specifically, the Department wished to use the information so gained in order to make long-range plans for deployment of resources and development of programs.

## METHOD

The Project devised a uniform way of looking at any agency dealing with children and youth in regard to predelinquency, delinquency or need for supervision. Each agency was considered in terms of seven aspects and four phases as follows:

- |                |  |
|----------------|--|
| <u>Aspects</u> | <ol style="list-style-type: none"> <li>1. Purpose</li> <li>2. Target persons = the children and youth handled by the agency</li> <li>3. Staff</li> <li>4. Operating procedures = repeated or customary action toward target persons (such as intake routine)</li> <li>5. Programs - courses of action designed specifically to improve the general condition, predispositions, or capabilities of target persons</li> <li>6. Plant = building and equipment</li> <li>7. Budget = costs of operation, etc.</li> </ol> |
| <u>Phases</u>  | <ol style="list-style-type: none"> <li>1. Present actual = presently describable structure and functions of an agency</li> <li>2. Plans = definite intentions for</li> </ol>   |

- the near future on the part of agency staff or State personnel
3. Predictions = projections for the future made by agency staff, State personnel or Project personnel
4. Ideals = ideally desirable states of affairs which are proposed as standards of excellence for agency functioning

Questionnaires covering all aspects in all phases were prepared separately for the following classes of agencies: Sheriff, Police, District Attorney, Courts, Probation, Institutions, Parole, School, Welfare and Mental Health.

Interviews were arranged with appropriate personnel in the thirty most populous counties of the State, which thereby covered all judicial and parole districts. Verbatim responses were taken and abbreviated where possible. These materials were then punched on cards and placed on computer tape in such a way that printouts can be obtained for any class of agency, any aspects, any phase, any of the places visited, and any combination of these things. Printouts were used to assemble the prevalent needs and problems faced by various agencies, and to gather together recommendations on ideals.

Forecasting to make projections of demand for service upon agencies was accomplished through use of the State Planning Division's Demographic Model. This provides estimates of numbers of children and youth aged 10 - 17 to be expected in the counties of the State in 1970, 1975, and 1980. On these base numbers, rates of police handling, rates of court handling and rates of commitment to institutions were applied to yield projections of the numbers of children and youth to be handled by relevant agencies through 1980. Shortage of time prevented making projections for other subsystems.

Using reports from the interviews and reports from State Departments, a study of the flow of population through enforcement, courts, institutions and after-care was made. The results of these studies permit statements of expected consequences for a child if he is referred to the courts by the police, for example; the probability of his being put on probation if he is referred on a delinquency petition by the schools; the probability of his being committed if he is found by the court to be delinquent; the probability of his being placed under active parole supervision on leaving the institution, and the probability of his being sent back to the institution on revocation of parole. Use of these flow probabilities permits forecasting of the longi-

tudinal history of a group of children and youth entering the corrections system.

A survey of evaluation studies was undertaken to determine the effectiveness of programs. All obtainable reports of studies of effectiveness of new correctional programs during the past five years were examined and critically appraised, yielding recommendations as to which of these programs should be tried out in Colorado.

A study of the subjective side of corrections was undertaken. How do the probationers and parolees see probation and parole? How do the boys in camps and the training school appraise the programs there? What is good about the programs, and what is bad? What differences are there between boys now on probation and boys already committed to the training school in the way they view probation?

National appraisals of the judicial system and corrections were examined for recommendations applicable to Colorado; and a visit to one other comparable state was made for the same purpose.

All these diverse kinds of material were brought together in a series of recommendations.

## MAJOR RECOMMENDATIONS

### Introduction

The recommendations are divided into five parts, for each of which there is a separate detailed report:

- R1. General
- R2. Enforcement
- R3. Judicial
- R4. Corrections and After-care
- R5. Preventive Services: Schools, Welfare, Mental Health

A similar organization into five parts will be followed here.

It should be emphasized that the recommendations do not constitute a comprehensive plan for State services. Rather they offer some specific directions for subsequent planning. And in the first part, on general recommendations, the reader will see that the Project expects such planning to be shared by local communities throughout Colorado as well as by officials of state government. That implies a great deal of diversity in the overall types of local development that will occur, a diversity which is needed to match the diversity of conditions, needs and resources to be found in Colorado's different communities.

At the same time, it will be seen that the Project recommends the development of explicit unity of purpose in Colorado's enterprises for children and youth; a unity of purpose that all communities can share by contributing to its written formulation. Specifically, upon the basic structure of the Declaration of Purpose of the Colorado Children's Code, a document should be constructed which details Colorado's philosophy of juvenile justice and youth services.

### A. General

It is recommended by the Project:

1. That the Declaration of Purpose of the Colorado Children's Code be used as a basis for construction of a full statement of philosophy of juvenile justice and corrections adopted by the State of Colorado.
2. That the purposes of differential diagnosis and treatment at all stages of enforcement and corrections be firmly implemented through the provision of facilities and services as required.
3. That differential placement facilities for juveniles be provided on a massive scale throughout the State.
4. That massive funds for increases in numbers and training of staff with diverse capabilities in all agencies be made available.
5. That the rights of local control over local agency functions be enforced and guarded throughout the State.
6. That the State develop a Planning Board Concerned with Child and Youth Services, whose first task would be the encouragement and facilitation for Counties and/or Judicial Districts to establish Local Planning Bodies Concerned with Child and Youth Services.
7. That the major lines of action for such Planning Bodies include those recommended by the President's Commission on Law Enforcement and Administration of Justice.
8. That communities establish Youth Service Bureaus which will receive referrals from police, District Attorney and Courts, as well as from schools and citizens, and which will have extensive mandates for providing direct services to youth and coordinating other services.
9. That part of the Youth Service Bureau functions include those of establishing and operating a New Careers project.

10. That State and local Planning Bodies develop ways and means to establish a system of social indicators pertaining to youth problems, services for those problems and the effectiveness of correctional measures and programs.

B. Enforcement

It is recommended by the Project:

1. That all law enforcement agencies, regardless of size, have at least one person assigned as a specialist to work with young offenders.
2. That a standard form be used by all agencies to maintain more meaningful records regarding youth in violation of the law.
3. That strong efforts be made to provide better physical facilities for the use of these officers in their work with juveniles.
4. That more professional training of specialized officers be required and provided.
5. That a clear interpretation of laws regarding children be made at the State level, and that these interpretations be disseminated to all law enforcement personnel.
6. That better facilities for short-time detention of juvenile offenders be made available for enforcement agencies.
7. That sufficient money be provided at Federal, State, and local levels, so that these recommendations may be carried out, and so that law enforcement agencies can recruit and keep well paid, educated and trained persons, in sufficient numbers to properly provide police services to each community.

C. Judicial District Attorney

It is recommended by the Project:

1. That the District Attorney play a major role in all decisions to file a formal petition in delinquency.

Court/Probation

It is recommended by the Project:

1. That attempts be made to meet national standards for juvenile probation officers throughout the state.
2. That the services of volunteers and para-professionals be employed extensively in juvenile probation departments.
3. That the State provide traveling training

teams for inservice training of probation staff.

4. That provision of professional casework supervisors on an inter-district basis be considered, partially funded by the State.
5. That establishment of "half-way houses" and "group homes" on an inter-district basis be considered.
6. That information on existing court-administered, rehabilitative and preventive programs be disseminated as widely as possible, and that courts actively study currently operative programs within the State with the intention of adopting suitable programs in their own districts.
7. That currently operative programs in individual jurisdictions receive whatever State support is necessary to their continued operation.
8. That courts take the lead in encouraging the participation of other community agencies in programs of rehabilitation and prevention, especially in the functioning of proposed Youth Services Bureaus.

Detention

It is recommended by the Project:

1. That the Standards and Guides for the Detention of Children and Youth, established by the National Council on Crime and Delinquency, be clearly followed in the construction and operation of detention centers.
2. That a State Division of Detention Services be created with power to establish and administer standards.

D. Corrections/After-care

It is recommended by the Project:

1. That the Division of Youth Services establish a State Planning Body for Child and Youth Services with a dual mandate to plan specifically for state-operated services and to encourage and facilitate the development of Local Planning Bodies throughout the State.
2. That specific additions to staff be made in the Division: resident training officers, planning officer, director of research and that services in mental health be augmented; and that consideration be given to requesting appropriate public school districts to provide academic-vocational educational staff for the institutions.



3. That creation of a Reception-Diagnostic Center for juveniles committed to the Department of Institutions be given highest priority in upcoming budget requests.
4. That extensive facilities for alternative placement be provided as soon as possible: small camps, small treatment facilities, and a network of group homes throughout the State.
5. That increased appropriations for the development of group homes specifically for placement of parolees be made to the Division of Youth Services.
6. That more Parole Counselor positions be established in the out-state areas where miles of territory covered are more pertinent than number of parolees in a caseload.
7. That provisions be made for increases in staff of various specialities in the various residential units of the Division.
8. That flexibility of programs to meet individual needs of children and youth within each institution be maintained and further developed as fully as possible.
9. That night-shifts for the Colorado Youth Center and Mount View Girls' School be funded and provided at the earliest possible date.
10. That a special committee review methods of discipline currently in practice within the Division's various residential units.
11. That the State act upon requisites for overall improvement recommended by the President's Commission on Law Enforcement and Administration of Justice: in research, decision-making, organization and upgrading of personnel.

#### E. Community Services

##### Schools

It is recommended by the Project:

1. That schools develop programs for early detection of delinquency and for intervention, especially through special inservice training of elementary teachers.
2. That schools organize vocational and extra curricular programs specifically designed to provide success experiences for non-academically oriented students.
3. That counselor duties be reorganized to

provide the greatest emphasis upon guidance and group counseling.

##### Welfare

It is recommended by the Project:

1. That every effort be made to increase the placement and referral facilities available to local welfare departments.
2. That every effort be made to increase the numbers, salaries and degree of professional training of staff in local departments.
3. That local welfare departments develop more treatment programs and services aimed specifically at delinquents and predelinquents.

##### Mental Health

It is recommended by the Project:

1. That both treatment and prevention aspects of mental health services to predelinquent and delinquent children and CHINS be greatly expanded, both in terms of the number of children contacted and in terms of the quality and relevance of programs for such children.
2. That substantial increases in Federal funds be made available to mental health clinics specifically for staff and facilities concerned with providing services to juvenile courts and to proposed Youth Services Bureaus.

##### Inter-agency Cooperation

It is recommended by the Project:

1. That local schools, welfare departments, and mental health clinics, aided by Local Planning Bodies, develop procedures for extensive inter-agency cooperation in the prevention of delinquency.
2. That schools, welfare departments and mental health clinics sharply increase their active cooperation with local courts, especially in facilitation of procedures and provision of specialized services to the courts.

Acknowledgments: Consultation, Support, Participation

by

The Staff

Child and Youth Services Planning Project:

Desmond S. Cartwright, Director  
Nicholas A. Reuteran, Associate Director  
Misha S. Prather, Research Associate  
Philip L. Gartland, Research Associate  
Goodrich S. Walton, Research Associate  
Elizabeth Lemmey, Research Assistant  
Patricia Lucore, Research Assistant  
Frederick Fiedler, Research Assistant  
Mary Luebke, Administrative Secretary  
Madaline Luebke, Key-punch Operator  
Barbara Tomson, Secretary

## INTRODUCTION

This Report acknowledges the very wide network of assistance provided to the Child and Youth Services Planning Project at all stages of its one-year existence, from conception, through initiation and implementation, to completion and final write-up.

This Project could not have been accomplished without the support of the Office of Juvenile Delinquency and Youth Development, United States Department of Health, Education and Welfare; of the Department of Institutions and other State Departments of the State of Colorado; and of the National Council on Crime and Delinquency.

Numerous individuals from national, state, and other organizations provided the Project with invaluable consultative and other assistance. The Project received the generous assistance of several hundred participants who gave, in the midst of their regularly over-worked schedules, time, thoughtfulness and energetic consideration to the issues posed in the Project's interviews: Sheriffs, Police, District Attorneys, Judges, Probation Counselors, Directors of Detention Centers, Directors and Department Heads of Institutions, Probation Counselors, Superintendents, Principals and Assistant Principals of Schools, Special Service Directors and School Counselors, Directors of Departments of Welfare, Directors of Child Welfare and Child Welfare Workers, Directors and Caseworkers of Mental Health Clinics and Directors and other personnel of both voluntary and court-or parole-administered residential agencies.

The staff of the Child and Youth Services Planning Project hereby expresses its deep appreciation to all the individuals and organizations who have contributed their time and talents to the work of the Project.

## CONCEPTION AND ORGANIZATION

The following persons provided organization and guiding conceptions for the Child and Youth Services Planning Project:

David A. Hamil, Director, Colorado State Department of Institutions; Mylton L. Kennedy, Chief, Division of Youth Services; Vincent O'Leary, Director, Research, Information and Training, National Council on Crime and Delinquency; Milton Rector, Director, National Council on Crime and Delinquency; John Scanlon, Ph.D., Formerly the Director of Office of Juvenile Delinquency and Youth Development, Department of Health, Education and Welfare; Ralph M. Susman, Deputy Director, Office of Juvenile Delinquency and Youth Development, Department of Health, Educa-

tion and Welfare.

## SUBSTANTIVE AND METHODOLOGICAL

The following persons provided substantive and methodological consultation: Gordon Barker, Ph.D., Professor of Sociology, University of Colorado; Larry L. Dye, Professional Assistant, Joint Commission on Correctional Manpower and Training; and from the National Council on Crime and Delinquency, the following: Matthew Fitzgerald, State Director, New York; Jeffrey E. Glenn, Associate Counsel; Donald M. Gottfredson, Director, Research Center; E. Hunter Hurst, III, Consultant; Paul Kalin, Midwestern Regional Director; Tully McCrea, Western Regional Director; Frederick Ward, Jr., Director of Surveys. Also, Horace B. Holmes, District Judge, Juvenile Department, Judicial District 20, Boulder, Colorado; Ivan Scheier, Ph.D., Director of Demonstration Project, Judicial District 20, Boulder, Colorado; Ruth Shaw, Director of Research, Metropolitan Council of Community Services, Denver, Colorado; and Marvin E. Wolfgang, Director, Center of Criminological Research and Chairman of Department of Sociology, University of Pennsylvania.

## SUPPORTING SERVICES

The following persons in the Colorado State Department of Institutions provided extensive supporting services to the Project: Gene Davis, Buildings and Grounds Manager; William Foley, Administrative Assistant; Nellie Hanson, Administrative Secretary; Julia Lee, Senior Accounting Technician; Jim Schoun, Aviator; and Dorothy Seifert, Office Manager.

The following persons from the Division of Juvenile Parole, Department of Institutions, provided extensive assistance in making interview arrangements for the Project: Gerald L. Agee, Supervisor; Patrick Donnelly, Juvenile Parole Agent, Grand Junction; Richard S. Douglass, Director; Lloyd L. Fitch, Juvenile Parole Agent, Fort Morgan; Dewey W. Johnson, Jr., Supervisor; Orlando L. Martinez, Juvenile Parole Agent, Durango; Richard Steele, Juvenile Parole Agent, La Junta; and Raymond K. Sullivan, Supervisor.

The following members of other Colorado State Departments provided many valuable services of consultation and supply of data and other materials: Earl R. Burrows, Consultant, Division of Guidance Services, Department of Education; Elizabeth Dodd, Director of Research, Denver Juvenile Court; Frank Dowell, Automatic Data Processing, Systems Manager, Department of Welfare; Harry Lawson, Judicial Administrator; John Ogden, Director

of Special Education, Department of Education; Juanita Perkins, Director, Division of Children and Youth, Department of Welfare; Martha Rader, Management Analyst, Department of Welfare; and Edwin Shaulfer, Supervisor, Division of Children and Youth, Department of Welfare.

The following provided valuable services in several clerical and secretarial functions: Connie's Secretarial Service, Boulder, Colorado, (esp. Lois Felton); and Jean Michener, Administrative Assistant, Department of Psychology, University of Colorado.

#### TECHNICAL ASSISTANCE

The following persons provided important consultation and data to the Project on the problem of population trend evaluation: Richard Bruce, Principal Research Associate, State Budget Office; Russel Sigler, Director, Sigler, Bernhardt and Associates, Inc., Denver, Colorado; Authur Thompson, Senior Statistician, State Budget Office; and Lee Whitney, Demographer, Sigler, Bernhardt and Associates, Inc., Denver.

The following persons provided valuable services, consultation and assistance to computer programming and handling: Robert Abelson, Ph.D., Computer Analyst, Western Interstate Commission for Higher Education, Boulder; Daniel E. Bailey, Ph.D., Associate Professor, Department of Psychology, University of Colorado; and Donald D. Smith, Operations Supervisor, Graduate Computing Center, University of Colorado.

The following persons served as evaluative judges and provided technical assistance in the "Survey of National Research on the Effectiveness of Correctional Programs:" Loren Adlfinger, Director, Golden Gate Youth Camp; Gerald L. Agee, Hearing Officer, Division of Youth Services; Gordon Barker, Ph.D., Professor of Sociology, University of Colorado; W. A. Childers, Director, Federal Youth Center, Englewood, Colorado; William Grisby, Office of Economic Opportunity, Denver, Colorado; Kalish Jaitly, Special Services Supervisor, Lookout Mountain School for Boys; Dewey W. Johnson, Jr., Division of Juvenile Parole; Harold B. Jones, Director, Preventive Court, Denver Juvenile Court; Mylton L. Kennedy, Chief, Division of Youth Services; David Lillie, Special Services Supervisor, Mount View Girls' School; Jerry Nordstrom, Chief Probation Officer, Brighton; Robert Rease, Assistant Director, Golden Gate Youth Camp; Robert Rogers, Case Worker, Lookout Mountain School for Boys; Arthur Rossi, Special Services Supervisor, Colorado Youth Center; Edgar

Sampson, Director of Rehabilitation Services, Colorado State Reformatory; and Raymond Sullivan, Supervisor, Division of Juvenile Parole.

The following persons and organizations provided indispensable assistance in obtaining data for the "Study of Subjective Impressions of Effectiveness" and for the study of "What the State Should Do:" John V. Arrabito, Probation Officer, Durango; Robert E. Bonham, Probation Officer, La Junta; W. C. Childress, Probation Officer, Pueblo; Patrick R. Donnelly, Juvenile Parole Agent, Grand Junction; Richard S. Douglass, Director, Division of Juvenile Parole; Lloyd L. Fitch, Juvenile Parole Agent, Fort Morgan; Roy Floyd, Director, Boys' Division, Second Judicial District, Denver; Lawrence Grauberger, Supervisor, Juvenile Division, Englewood; Stanley M. Henderson, Probation Officer, Canon City; Paul Holdeman, Probation Officer, Loveland; Gary Holmes, Chief Juvenile Probation Officer, Colorado Springs; Homer I. Kidder, Chief Probation Officer, Greeley; Orlando Martinez, Juvenile Parole Agent, Durango; Phillip Massari, Chief Probation Officer, Trinidad; Rufus W. Miller, Chief Probation Officer, Grand Junction; Paul Murphy, Juvenile Parole Agent, Denver; Jerry Nordstrom, Chief Probation Officer, Adams County; Mary Osterberg, Assistant Juvenile Officer, Boulder Juvenile Court; C.R. Rasor, District Probation Officer, Cortez; Harvey R. Scott, Probation Officer, Montrose; Richard Steele, Juvenile Parole Agent, La Junta; Raymond K. Sullivan, Supervisor, Division of Juvenile Parole; Charles M. Surratt, Chief Probation Officer, Golden; George P. Taylor, Chief Probation Officer, Boulder; John E. Welsby, Juvenile Parole Agent, Colorado Springs; Colorado Juvenile Council.

#### PARTICIPANTS

The several groups of agency personnel whose participation in this Project provided its central meaning are listed separately as follows: Sheriffs, Police, District Attorneys, Judges, Probation, Corrections, Parole, Schools, Welfare, Mental Health, and Community Residential Services.

#### DISTRICT JUDGES

Frederick Calhoun, 7th Judicial District, Delta; James J. Carter, 21st Judicial District, Grand Junction; Clifford H. Darrow, 9th Judicial District, Glenwood Springs; James J. Delaney, 17th Judicial District, Brighton; George A. Doll, 13th Judicial District, Fort Morgan; Marvin A. Foote, 18th Judicial District, Littleton; Carl W. Fulghum, 9th Judicial District, Glenwood Springs; Philip B. Gilliam, 2nd Judicial District, Denver; Hubert

Glover, 10th Judicial District, Pueblo; Horace B. Holmes, 20th Judicial District, Boulder; George V. Kempf, 7th Judicial District, Montrose; Don Lorenz, 14th Judicial District, Steamboat Springs; Dean C. Mabry, 3rd Judicial District, Trinidad; J. Robert Miller, 8th Judicial District, Fort Collins; Whitford W. Myers, 12th Judicial District, Alamosa; James M. Noland, 6th Judicial District, Durango; Howard E. Purdy, 11th Judicial District, Salida; H. Ted Rubin, 2nd Judicial District, Denver; Williard W. Rusk, Jr., 22nd Judicial District, Cortez; Daniel J. Shannon, 1st Judicial District, Golden; Lawrence Thulemeyer, 16th Judicial District, La Junta; Albert J. Tomsic, 3rd Judicial District, Walsenburg; Jack A. Vohs, 15th Judicial District, Lamar; and Max C. Wilson, 11th Judicial District, Canon City.

#### PROBATION

John V. Arrabito, Probation Officer, Durango; Robert Bonham, Probation Officer, La Junta; Thomas H. Cavanagh, Probation Officer, Lamar; W. C. Childress, Probation Officer, Pueblo; Lawrence Grauberger, Supervisor, Juvenile Division, Englewood; Stanley Henderson, Probation Officer, Canon City; Paul Holdeman, Probation Officer, Loveland; Gary Holmes, Chief Juvenile Probation Officer, Colorado Springs; Homer Kidder, Chief Probation Officer, Greeley; Phillip Massari, Chief Probation Officer, Trinidad; Cliff McTavish, Probation Counselor, Zebulon Pike Center, Colorado Springs; Harold S. Miller, Probation Officer, Salida; Rufus Miller, Chief Probation Officer, Grand Junction; Jerry Nordstrom, Chief Probation Officer, Brighton; Stanley Paynter, Probation Officer, Brush; Ralph Rasor, District Probation Officer, Cortez; Harry R. Scott, Probation Officer, Montrose; Chris Skarmas, Deputy Probation Officer, Walsenburg; Jack Stephens, Probation Officer, Sterling; Charles M. Surratt, Chief Probation Officer, Golden; and George Taylor, Chief Probation Officer, Boulder.

#### CORRECTIONS

Loren Adlfinger, Director, Golden Gate Youth Camp, Golden; Mary Culpepper, Group Life Supervisor, Mount View School for Girls, Morrison; Kaye H. Colvin, Group Life Supervisor, Colorado Youth Center, Denver; Eugene Davis, Construction Supervisor, Youth Services Division, Fort Logan; Calvert Dodge, Training Officer, Youth Services Division, Fort Logan; Gerald Donaldson, Assistant Director, Lathrop Park Youth Camp, Walsenburg; Malcolm Geddis, Director, Lookout Mountain School for Boys, Golden; William Graves, Group Life Supervisor, Lookout Mountain School for Boys, Golden; Kalish Jaitily, Special Services Supervisor, Lookout Mountain School for Boys, Golden; Kenneth Joos,

Director, Colorado Youth Center, Denver; Mylton L. Kennedy, Chief of Youth Services, Youth Services Division, Fort Logan; Lawrence Lewis, School Principal, Mount View School for Girls, Morrison; David Lillie, Special Services Supervisor, Mount View School for Girls, Morrison; James Martin, Education Supervisor, Youth Services Division, Fort Logan; William Masimer, Director, Lathrop Park Youth Camp, Walsenburg; Robert Menardi, School Principal, Colorado Youth Center, Denver; Betty Portner, Director, Mount View School for Girls, Morrison; Robert Rease, Assistant Director, Golden Gate Youth Camp, Golden; Arthur Rossi, Special Services Supervisor, Colorado Youth Center, Denver; Edgar N. Sampson, Treatment Supervisor, Colorado State Reformatory, Buena Vista; Goodrich Walton, Executive Assistant, Youth Services Division, Fort Logan; Duane Webb, School Principal, Lookout Mountain School for Boys, Golden.

#### PAROLE

Patrick Donnelly, Juvenile Parole Agent, Grand Junction; Richard Douglass, Director, Denver; Lloyd Fitch, Juvenile Parole Agent, Fort Morgan; Orlando Martinez, Juvenile Parole Agent, Durango; Paul Murphy, Juvenile Parole Agent, Denver; Gil Rael, Juvenile Parole Agent, Pueblo; Richard Steele, Juvenile Parole Agent, La Junta; Raymond Sullivan, Supervisor, Juvenile Parole, Pueblo; and John Welsby, Juvenile Parole Agent, Colorado Springs.

#### COLORADO SHERIFFS

Donald J. Anderson (Inspector), Adams County, Brighton; Roy Balltrip, Lake County, Leadville; Ralph Baker, Garfield County, Glenwood Springs; Vince Bianco, Logan County, Sterling; Harold Bray, Jefferson County, Golden; Walter Conrad, La Plata County, Durango; George Cope, Gunnison County, Gunnison; Albert Coulson (Undersheriff), Fremont County, Canon City; John Doyle, Delta County, Delta; Roy Enslow, Fremont County, Canon City; C.L. Gadd, Moffat County, Craig; Alfred Garcia (Undersheriff), Alamosa County, Alamosa; Filbert Garcia, Las Animas County, Trinidad; Robert J. Horvat, Pueblo County, Pueblo; Lewis Howlett, Montrose County, Montrose; Richard Jones, Otero County, La Junta; Howard J. Mann, Morgan County, Fort Morgan; George Martin, Prowers County, Lamar; Richard Martinez, Weld County, Greeley; Doyle McCammon (Undersheriff), El Paso County, Colorado Springs; Marvin D. Nelson, Boulder County, Boulder; Ben Phillips, Alamosa County, Alamosa; Raymond Reese, Mesa County, Grand Junction; Norman Roberts, Bent County, Las Animas; Forrest Robran, Rio Grande County, Del Norte; Glen Robson, Routt County, Steamboat Springs; Raymond Scheerer, Larimer County, Fort Collins; Earl L. Sullivan, El Paso County, Colorado

Springs; Harold L. Thonhoff, Chaffee County, Salida; Guy F. Van Cleave, Adams County, Brighton; Anthony F. Velarde, Huerfano County, Walsenburg; Roy Vogt, Sheriff, Arapahoe County, Littleton; William Wallace (Undersheriff), Mesa County, Grand Junction; Thomas Watson, Montezuma County, Cortez; and Lyle W. Wright (Sergeant), Jefferson County, Golden.

#### COLORADO POLICE OFFICERS

F. G. Albert, Lieutenant, Detective Division, Greeley; William J. Beary, Chief, Arvada; Leonard G. Bishop, Chief, Broomfield; Denver Bland, Chief, Thornton; Roy Blume, Chief, Lamar; Oren E. Boling, Chief, Colorado Springs; Bailey Bond, Chief, Rocky Ford; James Bothwell, Chief, Las Animas; John Boxley, Assistant Chief, Gunnison; Arthur Brohard, Captain, Aurora; William J. Brophy, Lieutenant, Broomfield; Russell Buck, Sergeant, Fort Collins; Elliott M. Burke, Chief, Cherry Hills Village; Harry Cable, Chief, Salida; Jack L. Clasby, Chief, Englewood; Peter Connell, Chief, Trinidad; James Copp, Chief, Gunnison; D.L. Craighead, Juvenile Officer, Arvada; W. Gale Davey, Chief, Fort Morgan; Robert Dietz, Juvenile Detective, Commerce City; Jack Fowler, Chief, La Junta; Lowell Friesen, Captain, Boulder; Robert Fulton, Chief, Glenwood Springs; Spencer Garrett, Chief, Aurora; Robert Gordanier, Chief, Edgewater; Everett Hall, Chief, Golden; William Hallman, Chief, Division of Delinquency Control, Police Department, Denver; Curtis Hanks, Sergeant, Thornton; Robert A. Hart, Chief, Steamboat Springs; Carol D. Hebrew, Chief, Longmont; Marion B. Hobson, Captain, Littleton; Melvin Honebein, Chief, Sterling; Cloyd Hubertus, Chief, Durango; G. Andrew Hull, Chief, Monte Vista; Edward Hurst, Chief, Leadville; Karl Johnson, Chief, Grand Junction; Patrick Kelly, Juvenile Officer, Fort Collins; Nyle Langston, Chief, Alamosa; Dean Lawton, Captain, Craig; John C. Leavitt, Sergeant, Division of Delinquency Control, Denver; John C. MacIvor, Chief, Littleton; John Mansheim, City Patrolman, Salida; Ernest Markley, Chief, Delta; R.D. Marshall, Sergeant, Pueblo; Gilbert Martin, Chief, Brighton; Wayne Martin, Chief, Cortez; Wayne E. Mathews, Chief, Montrose; R.L. Mayber, Chief, Pueblo; William P. McNary, Chief, Manitou Springs; Leon Mull, Detective, Englewood; Doyle L. Orndorff, Juvenile Officer, Canon City; Kenneth E. Owens, Chief, Canon City; Dale Parker, Captain, Longmont; Lawrence Petri, Detective, Westminster; C.O. Prewitt, Captain, Boulder; Michael Rampa, Chief, Walsenburg; Ben Roach, Chief, Commerce City; George Seaton, Chief, Denver; Ralph Smith, Chief, Fort Collins; T. Spinuzzi, Detective, Pueblo; Edward Stanley, Sergeant, Montrose; Charles K. Steele, Chief, Loveland; Vernon Storey, Chief, Lafayette; George Sudar, Jailer, Trinidad; John Tagert, Juvenile Officer, Colo-

rado Springs; Earle Towne, Chief, Westminster; Earl D. Tawning, Chief, Greeley; Donald H. Vendel, Chief, Boulder; Robert L. Wells, Chief, Sheridan; Keith Williams, Chief, Brush; K. Williamson, Captain, Brighton; Leonard W. Willis, Chief, Florence; Vern F. Wilson, Lieutenant, Juvenile Bureau, Colorado Springs; and R.A. Young, Sergeant, Loveland.

#### DISTRICT ATTORNEYS

Franklin Azar, 3rd Judicial District, Trinidad; Nolan L. Brown, (Assistant), 1st Judicial District, Golden; Ellen Chestnut, Deputy, 4th Judicial District, Colorado Springs; J. Edgar Chevorvits (Assistant), 3rd Judicial District, Trinidad; James Childress, 6th Judicial District, Durango; Wade Dillon, 22nd Judicial District, Cortez; John Edwards, 13th Judicial District, Sterling; Gene E. Fischer, 8th Judicial District, Fort Collins; Claus J. Hume (Assistant), 14th Judicial District, Craig; Doyle Johns (Deputy), 13th Judicial District, Fort Morgan; Edward Juhan, 1st Judicial District, Golden; William Knous, 7th Judicial District, Montrose; Eugene D. Lorig, 5th Judicial District, Eagle; Michael J. McCarthy (Deputy), 20th Judicial District, Boulder; Michael McKeivitt, 2nd Judicial District, Denver; Martin P. Miller, 18th Judicial District, Littleton; Robert W. Nevens, 11th Judicial District, Salida; A. Neroton, Jr. (Deputy), 8th Judicial District, Fort Collins; Carol Parlapiano, 10th Judicial District, Pueblo; Robert L. Russel, 4th Judicial District, Colorado Springs; Rex H. Scott, 20th Judicial District, Boulder; James H. Shelton, 19th Judicial District, Greeley; Worth Shrimpton, 14th Judicial District, Craig; John B. Smith, 12th Judicial District, Alamosa; Franklin Spiecker, 21st Judicial District, Grand Junction; John C. Statler (Deputy), 15th Judicial District, Lamar, Colorado; George Strain, 16th Judicial District, La Junta; Ralph Wadleigh (Deputy), 16th Judicial District, La Junta; Sherman E. Walrod, 13th Judicial District, Fort Morgan; Mrs. Orel Weeks (Deputy), 2nd Judicial District, Denver; John Wendt, 9th Judicial District, Aspen; and William L. West (Deputy), 19th Judicial District, Greeley.

#### SCHOOLS

Lucian H. Allen, Superintendent of Schools, Glenwood Springs; John Astuno, Denver; Barto Babitz, Superintendent of Schools, Florence; Lloyd Bailey, Counselor, Westminster; Miss Barlow, Cortez; Mary Ann Bradley, Counselor, Monte Vista; Dale Brooks, Director of Secondary Education, Englewood; Wayne M. Brower, Superintendent of Schools, Brush; Robert Buchanan, Sophomore Counselor, Pueblo; Paul Carmichael, Junior Counselor, Pueblo; Gene

Cave, Assistant Principal, Englewood; Orville Countryman, Superintendent of Schools, Del Norte; Scott Courrier, Jr. High School Principal, Glenwood Springs; Mike Darnmour, Durango; Violet DiPaolo, Guidance Counselor, Trinidad; George DiTirro, Deputy Superintendent, Denver; Charles Dolezal, Director of Personnel Services, Englewood; Daniel Douglass, Director of Special Services, Commerce City; Keith Drake, Principal, Delta; Fred Dyer, Supervisor of Guidance and Counseling, Arvada; Janet Eberle, Superintendent of Schools, Craig; John A. Ferguson, Principal, Englewood; Morton Flax, Coordinator of Special Services, Cherry Hills; Vern Gable, Counselor, Westminster; Theodore Gerringer, High School Counselor, Lamar; Arnold Greve, Counselor, Las Animas; Marvin Grimm, Superintendent of Schools, Craig; Allen T. High, Principal, Walsenburg; Leroy Hipkins, Superintendent of Schools, Gunnison; David K. Janson, Supervisor of Pupil Personnel, Boulder; Marvin Johansen, Assistant Superintendent, Montrose; Ben Krammer, Superintendent of Schools, Fort Morgan; Wayne Kelley, Assistant Superintendent, Monte Vista; Emmett King, Counselor, Walsenburg; James Kropt, Guidance Director, Salida; Carl Kusick, Principal, Fort Logan; Edith Lee, Superintendent of Schools, Montrose; Hugh A. Linn, Superintendent of Schools, Trinidad; Robert Loffoon, High School Principal, Glenwood Springs; Larry Malsam, Assistant Principal, Westminster; William McCauley, Assistant Principal, North Glenn; Donald Miller, Glenwood Springs; Gary Miller, Counseling Assistant, Manitou Springs; Betty B. Moore, Director of Guidance, Manitou Springs; Jack B. Moore, Superintendent of Schools, Canon City; William Mulnix, Special Education, Grand Junction; Lynn Murphy, State Department of Education, Denver; Mrs. Murray, Senior Counselor, Pueblo; Joseph Nagy, Social Services Consultant, Aurora; John G. Nettleton, Superintendent of Schools, Sterling; Alfred Neuhold, Counselor, Monte Vista; Joseph O'Hare, Director of Special Services, Grand Junction; Dominick Ornello, Assistant Principal, Durango; Doris Owens, Coordinator of Health Program, Englewood; Mr. Pierson, Jr. High School Counselor, Lamar; Edward Pino, Superintendent of Schools, Cherry Hills; Jack O. Pope, Assistant Superintendent of Instr., Longmont; James Rainey, Assistant Superintendent, Gunnison; Ralph Razor, Attendance Officer, Cortez; Herbert Reimer, Director of Guidance, Loveland; Mr. Richmond, Counselor, Del Norte; Mr. Roberts, Walsenburg; Philip Rule, Superintendent of Schools, La Junta; Lena Samora, Counselor, Monte Vista; George P. Sauer, Superintendent of Schools, Steamboat Springs; Jack Savage, Counselor and Attendance Officer, Arvada; Naomi Schulz, Head Counselor, Pueblo; Ester Secrist, Social Worker, Fort Logan; George Seivers, Assistant Principal, Montrose; Paul

Sittler, Jr. High School Principal, Monte Vista; Charles M. Smith, Assistant Director of Pupil Services, Greeley; Raymond Stanley, Assistant Director of Pupil Services, Greeley; Raymond Stanley, Assistant Principal, Englewood; Betty Stevens, Alamosa; Gary Stephens, Principal, Alamosa; Lowell Stukey, Administrative Assistant, Englewood; Robert Sweeney, Principal, Brighton; Byron Syring, Principal, Monte Vista; Frank Taylor, Chairman of Guidance, Littleton; Les Turner, Assistant Superintendent, Leadville; Franklin Vaughn, Director of Social Work and Psychological Services, Denver; Mrs. Van Dyke, Brush; Samuel Wahlfeldt, Fort Collins; Ken Ward, High School Counselor, Glenwood Springs; Barclay Watson, Division Director of Special Services, Colorado Springs; Robert Welte, Director of Guidance, Westminster; Donald M. White, Sterling; David Williams, Director of Guidance and Counseling, North Glenn.

#### WELFARE DEPARTMENTS

Virginia Armstrong, Caseworker, Rio Grande County, Del Norte; Robert W. Beals, Director, Rio Grande County, Del Norte; Ruth Benet, Caseworker Special Services, La Plata County, Durango; Mary Bratton, Director, Chaffee County, Salida; Ruth Carter, Caseworker, Fremont County, Canon City; Joseph T. Clark, Director, Delta County, Delta; Anneta P. Cobb, Director, La Plata County, Durango; Martin C. Coker, Director, Larimer County, Fort Collins; Mary Davis, Child Welfare Supervisor, Pueblo County, Pueblo; Karin DeYarman, Caseworker I, Huerfano County, Walsenburg; Lucille Fristoe, Child Welfare Supervisor, El Paso County, Colorado Springs; Alfred L. Gillen, Director, Arapahoe County, Littleton; Mary Ann Golding, Acting Director, Otero County, La Junta; Cynthia W. Haines, Director, Huerfano County, Walsenburg; Alameda Hastings, Casework Supervisor III, Weld County, Greeley; Robert Hoffman, Child Welfare Worker, Bent County, Las Animas; John Holland, Child Welfare Supervisor, Jefferson County, Golden; Marcella Horn, Caseworker Special Services, Rio Grande County, Del Norte; Carol Jones, Caseworker, La Plata County, Durango; Betty Johnson, Division Supervisor of Services for Children and Youth, Denver County, Denver; George Kawamura, Child Welfare Supervisor, Adams County, Brighton; Florence Keneipp, Child Welfare Supervisor, Boulder County, Boulder; Laurence King, Director, Fremont County, Canon City; Jack Kleinkauf, Director, Logan County, Sterling; Harold L. Lewis, Director, Lake County, Leadville; Malcolm R. Loesch, Director, Montrose County, Montrose; Margaret Main, Director, Prowers County, Lamar; Janet Martin, Director, Montrose County, Montrose; Leland R. McDaniel, Director, Alamosa County,

Alamosa; Margaret McGuin, Director, Weld County, Greeley; Elinor McLaughlin, Casework Supervisor, Weld County, Greeley; Maurine McNeill, Director, Montezuma County, Cortez; Grace S. Miller, Director, Adams County, Brighton; Richard Milne, Director, El Paso County, Colorado Springs; Mary Morris, Director, Garfield County, Glenwood Springs; Lois Morton, Caseworker Special Services, Otero County, La Junta; John C. Patterson, Director, Mesa County, Grand Junction; Margaret Perkins, Casework Supervisor, Arapahoe County, Littleton; Helen Rasmussen, Director, Morgan County, Fort Morgan; Clair O. Roberts, Director, Las Animas County, Trinidad; Orlando Romero, Director, Denver County, Denver; Virginia Ruch, Caseworker Special Services, Rio Grande County, Del Norte, Colorado; Marie Smith, Director, Division of Social Services, Denver; Anne Steinbeck, Director, Gunnison County, Gunnison; Louise Terry, Director, Moffat County, Craig; Dorothy Todd, Director, Routt County, Steamboat Springs; Lew Wallace, Director, Boulder County, Boulder.

#### MENTAL HEALTH

Harold Adams, Executive Director and Child Social Worker, Southwest Colorado Mental Health Center, Durango; Gary Anderson, Psychiatric Social Worker, Larimer County Mental Health Clinic, Fort Collins; Hugh M. Bigum, Psychologist, Mesa County Mental Health Clinic, Grand Junction; Merritt C. Cushing, Chief Psychologist and Administrator, Spanish Peaks Mental Health Center, Pueblo; Irmgard Dobrow, Director, Jefferson County Mental Health Center, Golden; James Dooney, Chief Social Worker and Administrator, Larimer County Mental Health Clinic, Fort Collins; Philippa Eggleston, Chief Social Worker, Pikes Peak Mental Health Clinic, Colorado Springs; Thomas Glasscock, Director, Arapahoe Mental Health Center, Englewood; Gordon Hanson, Chief Social Worker

and Administrator, Northeast Colorado Mental Health Clinic, Sterling, Colorado; Harold Hobbs, Psychologist, West Central Guidance Center, Canon City, Colorado; John Mahaffy, Director, Pikes Peak Mental Health Clinic, Colorado Springs, Colorado; Johann Marx, Director, Northeast Colorado Mental Health Clinic, Sterling, Colorado; Harold Nitzberg, Co-ordinator, Community Mental Health Clinics, Division of Psychiatric Services, Denver; Anne Phetteplace, Administrative Assistant, West Central Guidance Center, Canon City; Hans M. Schapire, Chief, Psychiatric Services, Division of Psychiatric Services, Denver; D. Rea Scudder, Psychologist, Mental Health Center of Weld County, Greeley; Richard Troy, Director, Mesa County Mental Health Clinic, Grand Junction; Edward VanNetta, Chief Social Worker and Administrator, Adams County Mental Health Center, Commerce City; Arlyn Vierkant, Psychiatric Social Worker, Southeast Colorado Family Guidance Center, La Junta; J.F. Vincent, President of the Board of the West Central Guidance Center, Canon City; and Hank Walzer, Chief Psychiatric Social Worker, Mental Health Center of Boulder County, Boulder.

#### COMMUNITY RESIDENTIAL SERVICES

Ray Stieff, Director, Colorado Boys' Ranch, La Junta; and Robert Hamms, Attention Homes, Inc., Boulder.



