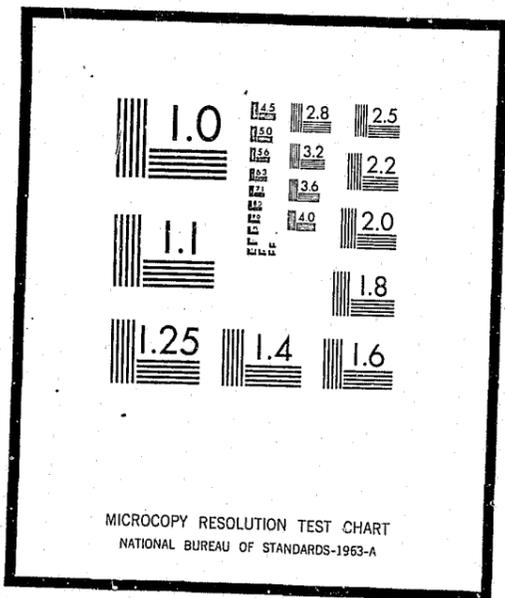


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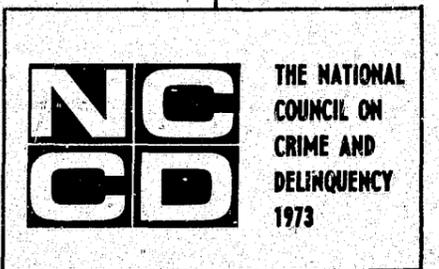
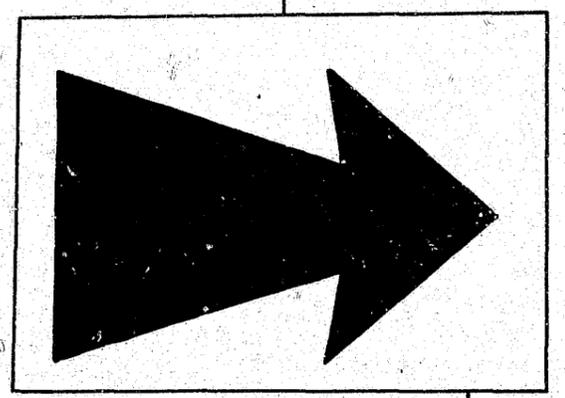
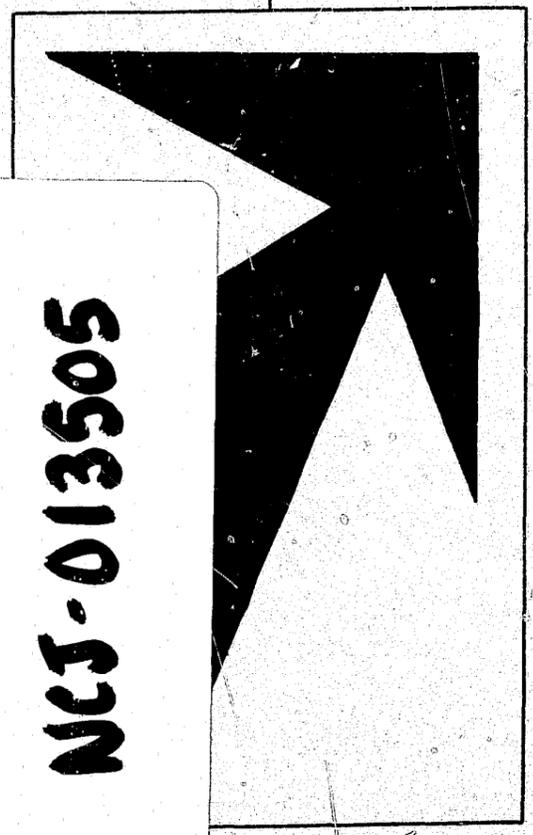
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NEW DIRECTIONS ...

IN PROBATION MANAGEMENT

*A Study with Recommendations
for Dupage County Illinois*

NCJ-013505





cover design by Louis Rigler

NEW DIRECTIONS
in
PROBATION MANAGEMENT
for
DUPAGE COUNTY, ILLINOIS

A STUDY WITH RECOMMENDATIONS

1973

National Council on Crime and Delinquency
Survey Services
508 Littlefield Building
Austin, Texas 78701

Midwestern Service Center
18703 Dixie Highway
Homewood, Illinois 60430



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Honorable LeRoy L. Rechenmacher
Chief Judge
18th Judicial Circuit Court
DuPage County, Illinois

Dear Judge Rechenmacher:

Attached herewith is a study in probation management, showing new directions in this area, along with review and critical analyses of several facets. Recommendations are advanced for the development of more efficient service and the acceptance of necessary change.

NCCD sincerely hopes that the analysis will be of value to you in strengthening your programs. To all who participated in and cooperated with the study, we express our grateful appreciation and look forward to the opportunity to be of further service.

Sincerely,

Milton G. Rector
President

May, 1973

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ACKNOWLEDGEMENT

NCCD recognizes the special efforts of the staff of the DuPage County Probation Office, the judiciary, the various police agencies and their officials, the heads of private and public agencies which participated in the study, and the efforts of a variety of county officials and public-minded citizens who put forth extra effort in making this study possible. The candor, directness, effort and receptiveness of those contacted in DuPage County has made this survey a more fruitful and relevant task.

Special recognition is extended to Circuit Court Judge LeRoy L. Rechenmacher and Director of Court Services John Hesterman for being implementors and prime movers in this serious exercise in self examination. Courage is required to recognize the need for change and to initiate the beginning processes for a planned, orderly approach to problem solving.

INTRODUCTION

This report examines the system and evaluates symptomatology existing in each part. It leads into what, in our judgment, is the highest priority item in the study--administration. It is in this area that the highest priority in terms of recommendations will come both in terms of need and time frame.

We are impressed with the potential for a sound probation system in DuPage County. It is our judgment that there exists in the County a basis for the Probation Department to occupy a position of leadership and to exert itself as a model not only for the State of Illinois, but possibly for the entire country. It has a social awareness and muscle to implement and exert this position of leadership in the foreseeable future (three to five years).

Recent rapid growth in the DuPage community has been partly responsible for the many problems. We need to recognize that although there has been rapid growth, the potential for future population expansion in this community is considerable. This demands good probation services and services to the court. It will be necessary to immediately implement a system that will offer deliberate and meaningful expansion of services to deal with problems inherent in a highly mobile and growing population.

SCOPE

The survey is a problem-focused, management operations analysis of the existing probation services delivery system. The purpose of the study is to help DuPage County improve its correctional services to adults and juveniles through developing an effective management and administration plan. It includes

organization, administration and management objectives of the Probation Department and its administrative structure. It addresses the issues of management technique, including internal communications and personnel practices, and department operations, including budget, service delivery and accountability.

METHOD

The survey was conducted under the general supervision of the NCCD Director of Survey Services and the Midwestern Director of NCCD. A panel of experienced professionals in adult probation, juvenile court services, jail, detention, administration, management and community services was utilized in the field work and data collection portions of the study.

Interviews were conducted with judges, administrators, supervisory and line staff, clerical and other support staff, and other persons aware of problems and programs of the DuPage County Probation Department and other related parts of the criminal justice system. Court probation policies, statutes, administrative records, and other documents pertinent to the operation were analyzed. Statistical data were compiled concerning volume of work, characteristics of the court's clientele and staffing needs. Special emphasis was placed on administrative issues related to internal operation and relationship of the probation office to other external environs and relationships.

After data were collected and compiled, they were compared to NCCD's Standards and Guides and nationally recognized standards for operation of probation services, services to children, and domestic relations services.

In NCCD's judgment, because context of the study design addresses itself to management and administration, two issues require special attention.

First, it was necessary to design an administrative management structure that will work for the local community.

Secondly, the State of Illinois is seriously considering statewide probation services. Therefore, it was necessary to consider the kind of administration integrity and style that would easily transfer to the proposed plans for state reorganization of probation services.

Therefore, unique to this study during the final phases of data collection and field work, management systems and styles and some major recommendations were shared and discussed with Probation Office administration. This was done to avoid superimposing a biased management style that could not be implemented. This led to an operational assessment of the department today; what is possible and practical to do and what will work in DuPage County.

Special Note: It is important to point out that change was observed during the process of the study itself. Examination, change, and implementation in some areas had, in fact, begun before the survey team departed. Although the report will deal with needed changes, it is expected some problems will be well on their way to solution by the time this report is published.

1. ENVIRONMENTAL OBSERVATIONS

This section of the DuPage study is a presentation of facts, statistics, observations and examination of pertinent data and publications relating specifically to DuPage County. The first subsection provides an external environmental overview of DuPage County. The second subsection presents the internal forces at work providing services of probation.

A. EXTERNAL ENVIRONMENTAL OVERVIEW OF DUPAGE COUNTY

There is more crime in DuPage County than FBI crime statistics record. For the purposes of this report, we will discuss only crime easily visible by police and the system dealing with such crime.

DuPage County is second largest in Illinois. It boasts a population of 491,882 according to the 1970 census, with nine townships ranging in population from 5,000 to slightly over 124,000. The county has experienced rapid growth in the last two decades and will continue to grow in the foreseeable future. The DuPage County Planning Commission anticipates 750,000 people by 1980--a growth of 250,000 or 50 per cent. population forecast by the Planning Commission is shown on Table 1. The per cent of total population column indicates anticipated township growth. (See Table 1.)

Historically, DuPage County has made the shift from an agricultural to a suburban community.

TABLE 1
POPULATION FORECAST
DUPAGE COUNTY

TOWNSHIP	1970		1975		1980	
		%		%		%
Addison	72,280	14.7	91,000	14.9	126,000	16.8
Bloomingtondale	36,654	7.5	52,000	8.5	68,000	9.1
Downers Grove	92,899	18.9	112,000	18.3	128,000	17.1
Lisle	49,061	10.0	63,000	10.3	82,000	10.9
Milton	75,750	15.4	85,000	13.9	104,000	13.9
Naperville	13,028	2.6	20,000	3.3	33,000	4.4
Wayne	5,485	1.1	8,000	1.3	14,000	1.9
Winfield	23,001	4.7	30,000	4.9	38,000	5.1
York	123,724	25.2	150,000	24.5	157,000	20.9
TOTAL	491,882+		611,000*		750,000	

+ U.S. Department of Commerce

* DuPage County Planning Commission

Early population tended toward industrious, White Protestant, often of German extraction. DuPage is considered nationally the fourth wealthiest county on a per capita basis, according to *THE GENERAL, SOCIAL AND ECONOMIC CHARACTERISTICS OF ILLINOIS*. According to the U.S. Census Bureau, the median income of family units is \$14,458, while the mean is \$16,115. Table 2 delineates DuPage County family income.

From Table 2 one can see that 80 per cent of the family units in DuPage County make over \$10,000 per year; and about 50 per cent of the families earn over \$15,000 a year.

Unemployment does not appear to be a problem in DuPage County. The 1970 census established that there was a work force of 132,962 people. This represents 86.3 per cent of all persons capable of work. The unemployment rate is too low to be reported; however, the actual number was determined at 495 persons. This is an extraordinary phenomenon, based on a population of almost half a million people.

The racial makeup of DuPage County is approximately .3 per cent black. Other races are so minimal that a percentage of total is meaningless.

Table 3 shows the breakdown of all DuPage County residents. Germane to this study are two basic age group concentrations. Those 17 and below make up almost 40 per cent of total population, while those 25 to 54 represent another 40 per cent of the total.

If we can assume the problem-prone age group to be 14 through 17, within four years there will be an increase of over 7,000 youth, or 17 per cent.

TABLE 2

INCOME FOR FAMILY UNITS - DUPAGE COUNTY*
GENERAL, SOCIAL AND ECONOMIC CHARACTERISTICS

			<u>% of Total</u>	<u>Cum. %</u>
	1,000	853	0.7	.7
1	- 1,999	883	0.7	1.4
2	- 2,999	1,271	1.0	2.4
3	- 3,999	1,494	1.2	3.6
4	- 4,999	1,687	1.4	5.0
5	- 5,999	2,018	1.7	6.7
6	- 6,999	2,342	1.9	8.6
7	- 7,999	3,367	2.8	11.4
8	- 8,999	4,807	3.9	15.3
9	- 9,999	5,793	4.7	20.0
10	- 11,999	15,824	12.9	32.9
12	- 14,999	25,440	20.9	53.8
15	- 24,999	43,195	35.3	89.1
25	- 49,999	11,639	9.5	98.6
50		1,723	1.4	100.0
<hr/>				
TOTAL	122,345		100.0	
Median	14,458			
Mean	16,115			

*"General, Social, and Economic Characteristics of Illinois", U.S. Census Bureau.

TABLE 3

TOTAL POPULATION BY AGE

YEARS	MALES	FEMALES	TOTAL	% OF TOTAL	% OF CUM. TOTAL
0 - 4	23,446	22,518	45,964	9.3	9.3
5	5,618	5,280	10,898	2.2	11.5
6	5,775	5,575	11,350	2.3	13.8
7 - 9	18,174	17,626	35,800	7.3	21.1
10 - 13	24,685	23,467	48,152	9.7	30.8
14	5,515	5,362	10,877	2.2	33.0
15	5,377	5,322	10,699	2.2	35.2
16	5,217	4,981	10,198	2.2	37.4
17	4,903	4,740	9,643	1.9	39.3
18	4,069	3,885	7,954	1.6	40.9
19	3,351	3,294	6,645	1.3	42.2
20	2,948	3,076	6,024	1.2	43.4
21	2,568	3,016	5,584	1.1	44.5
22 - 24	8,143	10,151	18,294	3.7	48.2
25 - 34	32,505	35,405	67,910	13.8	62.0
35 - 44	32,870	32,452	65,322	13.2	75.2
45 - 54	28,886	28,668	57,554	11.7	86.9
55 - 59	10,200	10,246	20,446	4.4	91.3
60 - 61	3,185	3,391	6,576	1.3	92.6
62 - 64	3,956	4,174	8,130	1.7	94.3
65 - 74	7,717	9,899	17,616	3.6	97.9
75 -	3,561	6,665	10,226	2.2	100.1
TOTAL	242,689	249,193	491,882	100.1	100.1

In eight years, the increase over 1970 will amount to about the same increase as over the four years after 1970. This indicates the trend of increasing numbers of juveniles based on the 1970 census information and excluding the current rate of probation population growth. When the rate of growth is consulted and if the growth rate were across the board, the effect would be an additional 50 per cent above the mentioned statistics.

If we expand this rationale to include those under 25, using the same rationale as in the paragraph above, we are able to get a true picture of the potential population risk for the probation operation.

B. CRIMINAL ACTIVITY OVERVIEW

Trends in criminal activity in DuPage County point upward. An 18.7 per cent increase was observed from 1969 to 1970. Statistics for 1971 were not available; however, the rate of crime in the county as a percentage of all crime in Illinois has decreased over 1969.

This indicates that crime does not have a direct relationship to the increase in DuPage population. For example, in 1970 DuPage had 4.4 per cent of the state's population with 2.68 per cent of the state's reported crime. In 1969, DuPage had 3.9 per cent of the state's population and 2.72 per cent of the state's reported crime. If these trends were observed in 1971, it would be fair to assume that crime is rising disproportionately less than elsewhere in the state; however, total crime is rising. Some would agree this means DuPage County does not have a crime problem. Our contention is that opportunity exists to further reduce the crime rate in DuPage County. It therefore becomes exceedingly important to develop the kind of corrective services that not

only depress the crime rate, but make DuPage County a community that does not experience crime as a symptom of overwhelming urbanization and growth.

2. MISDEMEANOR DIVISION

INTRODUCTION

Because we are recommending this division be done away with in its present form and part of the Womens and Childrens Division be incorporated into an Adult Services Division, a summary of recommendations incorporating all adult services will be made at the end of the chapter concerning the General Division. Recommendations that apply to the Misdemeanor and General Divisions will be reviewed in that summary.

The function of the present Misdemeanor Division is to provide supervision for males convicted of misdemeanor offenses. This includes supervision of intra-state cases (cases from other court jurisdictions within Illinois), instanter and probation cases. It also provides investigations and recommendations to the court concerning probation applications. The average length of time usually granted probationers for misdemeanor offenses is approximately 14 months. The type of offender generally served by this division is young, usually under 25 and often under 20, usually employed, single, white, and a first offender. Because of this population makeup, we must assume that misdemeanor probationers in DuPage County represent a segment of the population that is malleable, treatable and superior risks for probation.

With any reasonable, enlightened treatment approach to probation and a reasonable workload, one would normally expect a high degree of success not only in diminishing second offenses, but in terms of interrupting criminal careers. Misdemeanant services should receive a high priority.

Yet we find the opposite is true. Adult misdemeanors have not received a high priority in terms of management attention, staff assignment and staff selection. Their treatment style and philosophy lean toward surveillance.

This division suffers from a serious lack of leadership in the areas of administration, policy and supervision. Policy identification has been with the court and the relationship between the supervisor and the courts, rather than through the normal channels of administration. Policy appears to be set as a result of the recognized need of the individual judge, and negotiated by the supervisor. There seems to be a preoccupation with "procedures" at the expense of the probation officer's relationship with probationers, based on the probationer's needs.

Because of lack of funds and a low priority the supervisor in this unit has had to fend the best he can. He carries what NCCD considers a double caseload (75 cases) besides his supervisory duties. There also has been little evaluation of his performance by the Chief Probation Officer to whom he is organizationally responsible.

From an administrative standpoint, there are no training resources that have been used or are currently available to the probation officers in this division. The training needs are acute around case dynamics, diagnostic and treatment skills, casework planning, and other human relationship issues normally expected in a probation officer's job. The motivation and the hunger for knowledge expressed by the probation officers in this unit are impressive. It is, however, understandable that their identity is with the unit and not with the Probation Office.

The probation officer's relationship with the supervisor is not normally around case dynamics and casework issues. It is often more closely aligned with procedural issues, deadlines, and the mechanical aspects of the job. Staff does not see their supervisor as a resource to help them in relationship, planning and implementation of treatment plans with probationers. It is our impression that this is a role the supervisor has set for himself, with little interference from administration or management, because he lacks skills case dynamics, human behavior, self awareness, and human growth and development.

In order to develop and maintain meaningful, purposeful relationships to help probationers change, the issue to self awareness on the part of the probation officer is a number one priority. Identification, over identification, the use and abuse of authority are major issues that are normally dealt with between the probation officer and his supervisor. We saw no such relationships.

The greatest training resource a probation officer has is the knowledge and objectivity of this supervisor, especially as it concerns human growth and development, case dynamics, planning and a sound professional treatment style that fits the individual officer. We saw no such situation.

The supervisor's major value is as a resource, an enabling person for the probation officers he supervises. Supervisors should never carry a caseload, irrespective of the volume of work, for this reason.

CASE RECORDS

Each individual officer works from a stack of large legal size case records. He must review a hundred files or so in order to make any kind of an entry,

and it is the only record kept of his contacts and relationship with the probationer.

The filing and information within the case folder itself is an absolute disaster. All filing is done loosely and it contains written scribbled short-hand notes of the individual probation officer. Because of the loose leaf nature of the files, important documents could easily become lost.

Aside from an occasional probation application or presentence report, there is little in the case records which has to do with human dynamics or assessment of casework plan. For example, one record which our staff read concerned a man in his early twenties who was convicted of contributing to the sexual delinquency of a minor. There was no police report in the file nor any summary of what this offense actually was or how it related to this person's life style or his adjustment on probation. This particular classification includes boundless possibilities in terms of the dynamics and how they apply to a particular individual. All of these things, apparently, are left to the imagination of those reviewing the file.

A "blue slip" (of dubious value) is used to record such events as office visits, phone conversations, and written correspondence. Aside from recording in a somewhat haphazard manner that such an event took place, it contains no useful information.

Numerous contacts are made in the office setting in a procedure which is termed "report night." This procedure was set up to enable those who could not be contacted during regular office hours a means to make a regular contact

with their probation officer. For these misdemeanor cases requiring minimal supervision, consideration should be given to closing the case thereby permitting more attention to those requiring supervision and assistance.

Case recording and reporting is done in longhand by individual officers and then transmitted to a secretary who has responsibility for the Misdemeanor and General Division. There is one dictating machine to serve both divisions. Tasks not completed by this clerical person are supposed to be assigned to a typing pool in the central office. There are no clearly designated areas of responsibility and accountability for clerical service. The clerical person serving this section is reported by all officers to be incompetent.

OFFICE SPACE

The Misdemeanor Division sharing office space with the General Division is completely inadequate, and at the time of the study there were plans to move into expanded quarters in March or April to solve this acute problem.

Quarters so cramped make it virtually impossible for the probation officers to have any privacy with their probationers or for supervisors to confer with probation officers around sensitive matters. We personally experienced this phenomenon in discussing with probation officers certain aspects of supervision and administration. Two officers were without desks and used anything they could find, a condition due to lack of floor space. Crowded quarters leads to frustration for those having to work in them.

Present quarters are physically isolated from the central office, creating the feeling of separateness this division has a feeling of "out of sight,

out of mind" as to the administration. With lack of administrative integration, there is little feeling of "we" and the probation officer's identity is with his own unit.

WORKLOAD AND MANPOWER

Of the four men in this division two are qualified academically, having completed four years of college. The average education for the unit, including the supervisor, is three years of college. One officer has not attended college. The supervisor has five years' experience in probation work and, including three officers under him, the unit averages two and one half years in probation experience.

The logistical workload expectation for this division is totally unreasonable. At the time we visited the department, each officer was averaging about 98 cases for supervision. The department also was averaging about 41 investigations per year for probation applications. Instant probation cases received very little problem assessment, diagnosis or investigation.

Table 4 represents an interpretation, presentation and projection of workload figures supplied by the department. We conclude they represent a reasonable picture of the workload for this division. At the time the data was collected, it was necessary to project or estimate the total picture for 1972. When the report is released, 1972 figures will be available and could be substituted in our rationale. The validity and direction of our recommendations will hold on the projected figures.

TABLE 4
MISDEMEANOR WORK LOAD INFORMATION

	1971	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Total	Projected 1972
Old Cases	170	285	303	310	317	322	344	347	364	388	285	170
Plus: Prob. Inst. ¹	236	32	23	42	35	47	33	30	38	22	302	392
Prob aps ² /prob ³ /prob den ⁴	45/46/6	5/0/0	0/2/0	7/1/0	3/6/2	2/1/0	4/1/0	3/1/0	2/6/0	2/2/0	28/20/0	37/26/3
Intra State	9	1	1	0	1	2	2	2	0	2	11	15
Total Plus	291	33	26	43	42	50	36	33	44	26	333	413
Less: Rev. filed ⁵ /Rev ⁶	3/2	0/0	2/0	2/1	1/0	1/0	3/1	0/0	1/0	0/0	10/2	13/3
Intra State	12	0	0	1	0	0	2	3	0	0	6	8
Term Unsatisfactory	23	2	1	2	1	1	2	0	0	0	9	12
Term Satisfactory	138	13	18	32	36	27	28	13	20	-28	215	286
Total Less	175	-15	-19	-36	-37	-28	-33	-16	-20	-28	232	309
Net	+116	+18	+7	+7	+5	+22	+3	+17	+24	-2	101	104
Intra State	20	21	22	21	22	24	24	24	23	23	25	
DuPage Probation	266	282	288	296	200	320	323	341	365	361		
Total Caseload	286	303	310	317	322	344	347	364	388	386		395
Psychological Cases	10	1	2	0	0	0	2	2	2	1	10	

- 1 - Probation Instanter
- 2 - Probation Application
- 3 - Probation
- 4 - Probation Denial
- 5 - Revocations Filed
- 6 - Revocations

Therefore, from Table 4, we can conclude there will be approximately 395 supervision cases in the division. We can assume they will come to the division in one of three following ways: (1) Probation applications in which probation has been granted, (2) Instanter probation where there has been no problem assessment or diagnosis prior to sentencing, and (3) Intra-state cases which are supervised as a courtesy to other court jurisdictions. Estimated figures indicate that the supervision caseload will be approximately 395; probation applications for the year, about 37; intra-state courtesy supervision, 25; and instanter probation about 392.

INSTANTER PROBATION

The term "instanter" is one which is unique to our experience in the criminal justice field. In DuPage County it means a somewhat enlightened form of "instant justice." It is used in some instances appropriately in lieu of jail or for those who really need to be on probation. It is also used as a somewhat punitive measure in lieu of the offender paying a fine. Discussions with probation officers, supervisors and administrative persons in the Probation, Public Defender, and the State Attorney offices and a review of department records indicate instanter probation is most often used as a result of plea bargaining.

In the Probation Office's 1971 Annual Report, page 7, a four-month sampling of the instanter sentence indicated an average of 42 per cent of those receiving instanter sentences were involved in possession or use of less than 2.5 grams of marijuana. Offenders in this category are often experimenting and really do not present problems that need to be solved through probation. From a court policy standpoint, it may be much more desirable to have such persons pay a fine.

However, we would emphasize that the use of instanter probation has had some desirable effects that should be preserved. It, in fact, has kept the jail population down (See section on Jails), it further has provided some degree of services for those deserving and appropriate for probation. On the negative side, it has probably loaded this division with some offenders who could best be handled by fine or dismissal.

It is difficult to make an assessment and judgment of the true picture regarding the use of instanter. The department files do not contain sufficient diagnostic information or problem description to make an accurate determination as to whether this category of offender is appropriate to use of probation.

BUDGET AND COSTS

Table 4 shows the caseload of misdemeanors for 1971, nine months 1972, and a 1972 projection. Further we have selected items from the budget in the areas of personnel, administrative costs, rent, clerical service and the like, and conclude that the total financial effort for this entire division is \$36,032 per year. Using the September caseload of 386 and giving some appreciation for the case flow itself, the formula reads as follows:

$$\frac{\$36,032}{\text{"September Caseload" } 386} = \$92.33/\text{Case}$$

This means that the average cost per probationer is \$6.60 a month or \$79.20 a year.

(Relative costs will not be dealt with in this section, but will be analyzed under the section entitled, "Administration.")

DATA OMISSIONS

We did not find it possible to collect accurate, meaningful data on the true volume of misdemeanor crime handled by the police and the courts. This data is either lacking or so widely scattered that the amount of time required to collect it is not consistent with the time allotted for the field effort in this survey. The issue of meaningful data will be dealt with in the chapter on administration.

RECOMMENDATIONS

1. Do away with the Misdemeanor and General Divisions as such and form a Division of Adult Services.

DISCUSSION: Cases need to be assigned based on a classification system which assesses an individual probationer's needs and the severity of the problems presented. Cases should be assigned to an officer who is most likely to be able to meet these needs.

2. All adults committing misdemeanors and felonies should be committed to this division, including women.

DISCUSSION: Same as above.

From a personnel standpoint, this division should have both men and women probation officers with mixed caseloads. Cases should be assigned to the officer who can do the best job without specific assignment based on gender.

3. Re-assign the present supervisor to other duties which more closely approximate his experience, training, interests and abilities.
4. Provide more training opportunities to this new division. Specialized consultation is seldom used and should be expanded.

5. Establish a central filing system, with an accountability system for use and removal of files.

DISCUSSION: Officers do not need the case file except for periodic reports and court appearances. The amount of time used by probation officers and clerical persons searching for files under the present system is undesirable.

6. Establish a system of orderly presentation of material within the case file folder itself. Attach with metal clips so that papers cannot be lost.

DISCUSSION: Reading case records and trying to establish any sense of continuity was an absolute chore. We suggest that legal documents be assigned to the left side of the folder; that police reports, investigations, progress reports and other pertinent social and support data be on the right side. The file can further be color-coded so that a quick and easy reference and access to material can be maintained.

7. Institute a system of field books to record individual officer contact and to serve as his personal filing and accounting system.

DISCUSSION: The present use of the department case file for this purpose is unsound. Needed is a handy reference which is easily transportable and unobtrusive. We suggest a 5" x 7" large ring notebook that has a fact sheet and other pertinent identifying data. Routine contacts and information can be noted in the book until such time as they are dictated and recorded in the case file.

8. A report should be dictated by each officer, concerning each case, at least four times a year or on a quarterly basis. It should contain

a summary of contacts, a reassessment of the case needs, and replanning when indicated. It should be and can be used as a tool for the supervisor in acting as a resource to the officer in his individual approach with each case.

9. Each case should have a problem assessment report. This might be described as a presentence report, a probation application report or a problem assessment as it pertains to the present practice of instanters.

DISCUSSION: All cases should have an assessment or diagnosis plan and a summary of how the plan for treatment is carried out. It encourages a disciplined approach to the use of relationship to serve the probationers' needs.

10. Provide sufficient access to dictating equipment that assures that all reports are in dictated form. Insist that probation officers use them and that no reports or work be transmitted in handwritten form.

DISCUSSION: In an overworked, overburdened system, appropriate time use as to role and function is extremely critical. The amount of time spent by probation officers hand writing or typing their own reports and then secretaries trying to read them to transcribe them into form for the court or for the record is a counterproductive use of their time.

11. Provide clerical staff in sufficient number and appropriate classification. A management guideline for clerical strength is one clerical position for each three professional positions.

12. Establish effective work force of 14 line probation officers, to handle the present workload for this division. Provide a trained, skilled supervisor for each seven probation officers. Total staff should be 16.

DISCUSSION: As a management guide, the National Council on Crime and Delinquency and the President's Crime Commission Report recommend that supervision caseloads number no more than 35. Using the projected 1972 figure of 395 divided by 35 indicates 11.29 men.

NCCD's recommended standards for investigative or case assessment persons is no more than ten cases per month. Projected figures of 37 probation applications which require investigation and 392 instanters on which very little or no assessment is done at present, but needs to be done, indicates an average of 35.75 cases per month requiring complete assessment. This divided by 10 equals 3.58. Total mathematical staff needs is 14.87. We choose to round it off because of other suggested practices contained elsewhere.

13. Institute as soon as practical the use of volunteers for misdemeanor offenders.

DISCUSSION: Volunteers can be used for part of the practical work force to deal with those cases that require support and surveillance. Volunteers can do many tangible services that meet the needs of probationers. A plan needs to be instituted for implementation. This matter will be discussed under the section on volunteers.

14. The system of differential handling for misdemeanor offenders needs to be explored and implemented.

DISCUSSION: During our contact, the state's attorney, in cooperation with the department, courts and police, were discussing deferred prosecution and other techniques that would keep inappropriate persons out of the criminal justice system. We would expand this to deferred sentencing as a further technique in differential handling. (This will be discussed in further detail in another chapter.) It is counterproductive to overburden the system with non-essential cases that can be handled in other ways. The intake or workload at present is controlling the management and administrative decisions around resource priority. An essential attempt needs to be made to control the intake into the system.

3. GENERAL DIVISION

GENERAL OBSERVATIONS

The function of the General Division is to handle all adult felony supervision and probation, instantter, and conditional discharge cases. Conditional discharges will not be considered except as an investigation caseload. It makes investigations as a result of probation applications and does presentence reports. The caseload includes inter- and intra-state supervision of convicted felons from other jurisdictions inside and outside of the state. The objective is to provide rehabilitation services to those convicted of a felony.

SUPERVISION AND TRAINING

The supervisor in this unit is currently carrying a caseload of 45 (more than maximum). This leaves him little time for supervision, or for acting as a resource to probation officers in the area of case dynamics, teaching, self-awareness and the planning and implementation of treatment plans. For the most part, his role is one of guiding them through procedural pitfalls.

The supervisor has developed group meetings around certain kinds of case planning, mostly in the area of early release. He uses this opportunity to deal with case dynamics, hopefully to everybody's benefit.

He has initiated some planning and attempts to further train his probation officers and arrange projects that will help them learn new skills. However, as pointed out in his statement in the probation office's 1971 Annual Report, the technique of guide group interaction as a probation technique has not been implemented.

This unit, as all others, suffers from lack of administrative leadership. His unrealistic workload, which includes carrying a caseload, and limited administrative support and direction makes his job virtually impossible. The present supervisor in our judgment is trainable and has potential supervisory skill and ability. Motivation in this area is excellent.

There is no training plan or plan for implementation of training efforts based on probation officer needs. The present training potential of the department is not being fully utilized by the Division although some effort, with success, has been made.

CASE RECORDS

There is no central record keeping or case file security. Case records are generally shared with the Misdemeanor Division as probation officers use them in a rather helter-skelter manner in their everyday work.

There is a lack of organized presentation of material within the case file itself. Finding a document is a "search and rescue" operation. Field books which are a valuable tool to the probation officer were not used.

(Note: Efforts were started during our visit to institute a field book procedure.)

RECORDING AND WORK QUALITY

Again, the comments here apply generally to all adult services. It is very difficult to accurately estimate the quality and quantity of supervision in the adult services, due to a lack of adequate case recording. Since officers

have no field case books, all contacts are recorded on "blue slips" inserted in the file at sporadic intervals. These notes are often unreadable and useless, as they are sometimes in shorthand jargon that would have no meaning to anyone other than the person writing it. Thus, it would be impossible for any other probation officer or supervisor to take over a caseload in the event of serious illness, death, or employee turnover. There is no way that he could get a clear picture of the progress or lack of progress of any case at a particular time.

INVESTIGATION AND CASE SUPERVISION

Quality of presentence investigations of the general division needs improvement. We were informed that in most instances the clients are given a basic data sheet to take home and fill out, after which an appointment is set to go over the fact sheet the following week. At that time, they are also to bring three references from other than family members. The format of this presentence investigation is acceptable, but the style is extremely stilted and difficult to read.

There appears to be very little verification of any information. More attention should be focused on the problems that led the offender into unlawful behavior, with suggested solutions. The investigative reports should contain a complete plan of supervision. There is little or no effort to contact family members, victims, arresting officers, past employees and the like and include their comments in the report.

Many of these deficiencies are inconsistent with the scope and intent of the General Division's Training Manual. The supervisor informed us that 75 per cent of his staff effort went into investigations.

The "report night" technique is also used by the General Division. As in the Misdemeanor Division, this involves people waiting in line for long periods of time.

Logistically, reports and recording are transmitted in longhand or typed by the individual officer. Recording equipment is not available in sufficient quantity and is not used when it is. Recording equipment, instructions on using this equipment and orders making its use mandatory should be a top priority item.

We therefore conclude that very little time is spent in direct relationship with the probation officer or in the role of change agent and enabler to the probationer.

INSTANTER

Most of the comments under the Misdemeanor Division apply. In felonies the instanter probation status is often the result of plea bargaining. The problem should be somewhat alleviated by implementation of the new "Uniform Criminal Code" requiring mandatory presentence investigations. In any event, it should represent a workload unit in terms of investigation and case assessment. We emphasize that whether an investigation or assessment is done before or after sentencing, it is necessary to perform meaningful probation.

WORKLOAD AND EQUIPMENT

General Division shares all of the problems of this category with the Misdemeanor Division, a situation most unsatisfactory; included are the telephone system and dictating equipment. Clerical services are insufficient. Workspace

is crowded and impossible for performance. Even bathroom facilities are awkward and inconvenient. New quarters were being planned for occupancy in March or April of 1973; however, at the time of the planning, the manpower needs of adult services were not taken into account. It seems likely that projected five-and ten-year plans will be necessary to envision future space needs.

WORKLOAD AND MANPOWER

The General Division has made a serious effort to define criteria consistent with severe problem cases. In October of 1972, 28 probationers were examined. Table 5 summarizes some of these findings.

It suggests that the present practice of not classifying or assigning cases according to problem needs and probation officer skill and ability is not sound. In serious cases such as these, not having a concise, well-thought-out probation plan and the means of implementation does not afford the public the protection which the public has a right to expect from probation. It is commendable that the General Division is actively working toward the resolution of this issue.

The work flow breakdown for the General Division appears in Table 6. Information relates monthly, past year and current year projected workload. This division will receive approximately 170 cases in one year and terminate approximately 125. The ratio of cases compared with cases out equals 1.36.

The caseload fluctuates between 289 and 365, with an average of 315. Because the general trend is upward, the projected caseload figure of 365 will be used for our computation. We again note that it is estimated that 28 probationers require significantly more time.

The findings are as follows:

TABLE 5

PROBLEM	NUMBER	% OF TOTAL
Instantter Cases	12	43
Under age 24	21	73
Poor Employment	21	71
Drop Out High School	18	64
Established Arrest Pattern	18	64
Ex-Convict	12	43
Alcohol or Drug Pattern Problem	9	32
Assaultive and Dangerous Offenses	20	71
Reside in Cook County	12	43

Note: Two are females; denial of probation recommended for 3. All are serious attitude problems.

TABLE 6
FELONY WORK LOAD INFORMATION

	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	TOTAL		
Old Case	348	344	337	327	289	293	298	303	315	320	299	
+Prob. Inst ¹	0	1	2	0	2	2	1	2	2	12	16	43
Prob Appli ² /+Prob ³ /Prob Den ⁴	11/7/1	12/6/1	16/9/5	12/11/1	11/7/1	20/9/3	10/14/1	3/9/1	7/12/4	99/84/18	132/112/24	104/97/8
+Inter State	1	0	1	3	2	5	0	4	4	20	27	25
+Intra State	2	2	0	1	2	2	1	1	0	11	14	6
Total Plus	10	9	12	15	13	18	16	16	18	127	169	171
Revo ⁵ Filed/Less: Revo ⁶	4/1	2/1	0/1	0/0	2/0	2/0	3/0	0/-1	1/0	14/4	19/5	27/11
Term Unsatisfactory	-1	-2	0	0	0	0	0	0	0	-3	-4	-2
Term Satisfactory	-9	-2	-6	-9	-6	-8	-9	-3	-7	-59	-78	78
Inter & Intra State	-3	-4	-1	-5	-3	-5	-2	0	-6	-29	-39	-33
Other	0	7	14	-39	0	0	0	0	0	-60	0	0
Total Less	-14	-16	-22	-53	-9	-13	-11	-4	-13	-155	-126	-124
Net	-4	-7	-10	-38	+4	+5	+5	+12	+5	45	47	47
Total Case Load	344	337	327	289	293	298	303	315	320	365	348	348
Make Up of Case Load												314
Total Male	312	306	294	261	265	267	272	281	291			34
Total Female	32	31	33	28	28	31	31	34	29			32
Total Inter State	32	30	30	32	34	36	35	39	39			24
Total Intra State	25	25	25	22	21	21	21	22	20			26
Other	28	28	30	24	25	26	25	26	26			
Sub Total	85	83	85	78	80	83	81	87	85			266
DuPage Probation	259	254	242	211	213	215	222	228	235		25	8
PSI ⁷	2	2	1	3	8	0	0	0	3	19	25	8
Appeals Probation	5	3	4	6	3	5	5	3	3			
Psych Cases	0	0	2	1	1	3	2	2	0	11	15	12

1 - Probation Instantter 3 - Probation 5 - Revocation Filed 7 - Pre Sentence Investigat
 2 - Probation Application 4 - Probation Denial 6 - Revocation

Using projected 1972 figures and adding probation instanters, applications, intra-state and presentence investigations, we conclude that there are 214 units of assessment work necessary. As previously stated, the projected caseload for 1972 is 365.

POLICY AND TRAINING MANUAL

The policy of this division usually is not transmitted through normal administrative channels. Although there is some administrative review for work done, most of the everyday policy is negotiated between the supervisor and the judges hearing felony criminal cases. It is reported by probation officers that policy is sometimes transmitted by the bench directly to the probation officer.

This practice places the supervisor in an awkward, inappropriate, untenable role. It encourages system-beating and developing informal lines of policy assessment and implementation outside of normal channels. It has been done in this instance because it has been necessary to get working guidelines by which this division can operate.

The General Division has a training manual. It is essentially a policy manual used as a guide for training new probation officers and establishing some procedural continuity in the everyday working of the division. We support policy clarification in the manner presented. It is generally a readable document. Many of the deficiencies or questions we have about the policies will be answered by implementing the new Unified Criminal Code. However, some deficiencies and observations are of such importance that they require special attention. For example, nowhere in the context of the manual does it emphasize the kind of

diagnostic and case assessment effort necessary for probation planning. Probation planning as a specific function of a probation officer is left out.

Although we recognize that the training manual was designed to communicate existing practice, we feel that policy from a philosophical standpoint needs to exhibit and offer guidelines for what is desirable practice.

COSTS

Analysis of caseload and budget information shows an average cost of probation per individual is \$195. Since the length of probation is estimated at sixteen months, the above cost equates to \$12.20 per month, or \$146.40 a year. This is computed on the basis of \$46,116 total fiscal effort and an average caseload of 315.

RECOMMENDATIONS

1. Combine the Misdemeanor and General units into one division.

DISCUSSION: (See section on Misdemeanor Division.) Present segmentation is artificial. Combining the units offers opportunity for greater flexibility and utilization of extremely limited manpower effort.

2. Organization Alternate A:

In developing an adult unit, organize it around one supervisor and an assistant supervisor or senior probation officer. This person might carry a partial caseload. Assign staff, based on perceived needs of the case, in such a manner as to allow continuity from the time of initial contact to termination. This plan avoids specialization by function and tends to preserve and encourage a treatment relationship

at initial contact. This means that probationers spend less time on probation because of the ability of the officer to get the case in a period of crisis, which is generally the most productive time.

There is some justification for specialization of one person for inter-state cases because of the procedural difficulty.

Alternate B:

Using the same supervisory rationale, assign officers to specialized functions such as inter-state investigations, supervision, and special resources.

This plan tends to recognize the existing personnel deficiencies in terms of interests, ability, lack of training, and motivation. It would tend to encourage setting up priorities; for example, investigation effort versus supervisory effort.

Special Note: This reorganization will depend on major policy decisions. Department organization effecting implementation will be dealt with in greater detail under the chapter entitled "Administration."

3. Staff Needs: The net equivalent of at least twelve probation officers to handle the present workload.

Rationale: The National Council on Crime and Delinquency and the Uniform Crime Report recommend as a management guideline a maximum of 35 cases for probation officers doing supervision. Using 1972 figures of 365 supervision cases, it requires 10.43 officers for this purpose. There are 214 investigation work units annually or

an average of 17.83 investigation work units per month. This would require 1.8 officers or a total of 12.23.

It requires 2 supervisors to supervise 12 officers effectively, making a total recommended staff for the adult division of 14.

4. Supervision: The supervisor in this unit should cease immediately to carry a caseload.

DISCUSSION: We recognize that he is trying to shoulder part of the logistical burden. It is counterproductive. By doing so he minimizes the use of his skill, expertise and knowledge in assisting probation officers to qualitatively and quantitatively do their job. His greatest asset is as a supervisor, not performing probation officer functions.

5. Training: Immediately plan and make available training in the amount and kind based on probation officer needs and the needs of probationers served.

DISCUSSION: Expanded techniques, such as group therapy, interviewing, diagnostic skills, therapy techniques, law and procedural issues are badly needed by the officers in the adult unit. They should be considered on a priority basis with all other units in the Probation Office.

6. Policy and Training Manual: The manual should be revised to reflect desirable practice and incorporate the limits and intentions of the new Unified Code.

DISCUSSION: It could be made more readable, flexible and changeable if organized in looseleaf form by subject and function. It should by

all means reflect desirable practice rather than trying to describe existing practice.

7. Institute the use of a field book.

DISCUSSION: It should contain essential information for the probation officer's everyday duties. It should act as his personal file to record the activity of cases.

8. Recording: Recording should be done on supervision cases every 90 days.

It should incorporate the officer's field notes from his field book. In investigations, recording should reflect a plan for probation and treatment. Greater effort needs to be made on expanding the amount and kind of information gathered about the potential probationer.

DISCUSSION: See Misdemeanant Section. Current records do not reflect any strong plan for implementation as a probation entity. Recording is done in longhand and haphazardly, which wastes time of both the officer and the clerical staff. Dictation equipment should be purchased, maintained and used.

9. Case Filing: Establish a centralized filing system and system accountability for case file use. Internally, the files need to be organized so that the material is presented in a logical, orderly manner that assists the user in readily finding the information that is needed.

10. Special Projects: As part of the implementation of this study it seems reasonable that LEAA funding could be solicited to finance special projects that would demonstrate effective use of probation. The Royal Oak, Michigan, project, dealing with high risk offenders and pretrial services, is only one of the possibilities available.

11. Use Orderly scheduling of probation officer/probationer contact.

DISCUSSION: The present "report night" technique is not sound. It is confusing, undignified and conveys an impression to the probationer that is not desirable.

Orderly scheduling of appointments in a purposeful way will offer more time for supervisory contacts. Included in this should be a planned approach to court appearances by probation officers. The amount of time currently being spent in court demands almost constant availability of every officer in the unit.

4. ADULT CRIMINAL JUSTICE SYSTEM

The purpose of this section is a presentation of the adult justice system. Since word descriptions are more laborious, a flow chart will be presented to represent how people flow through the system.

Table 7 represents a flow chart of the adult system from arrest through final disposition. This system deals with two categories of offenses: felonies and misdemeanors. The respective subsystems will be presented in that order.

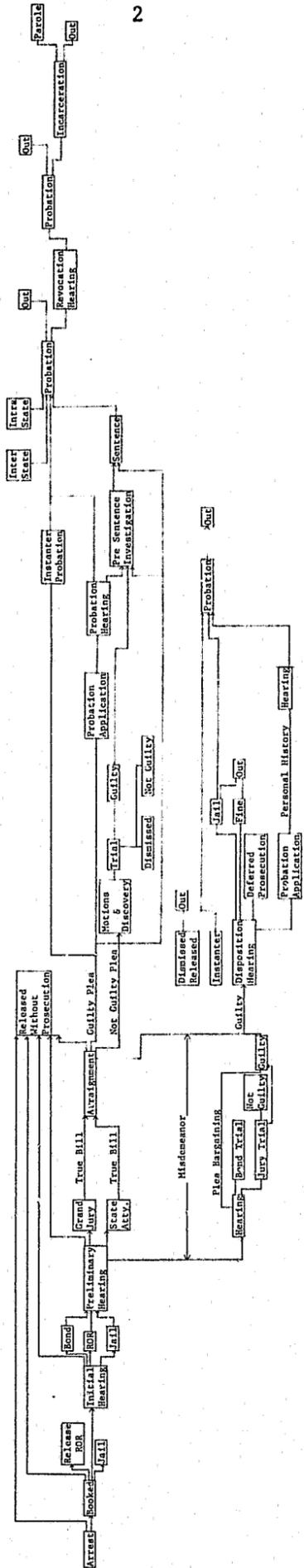
FELONY SUBSYSTEM

The Probation Department function begins after arraignment, or when the accused who pleads guilty or is found guilty is placed on instanter probation, or when probation application is made. Under instanter probation an offender is placed immediately under the supervision of the Probation Department. If a probation application is filed, the Probation Department must make an investigation into the case and recommend to the court an avenue of action. All such applications are settled in a probation hearing by granting probation or by sentencing.

The Probation Department receives probationers from two other sources which include inter- and intra-state supervision from other jurisdictions.

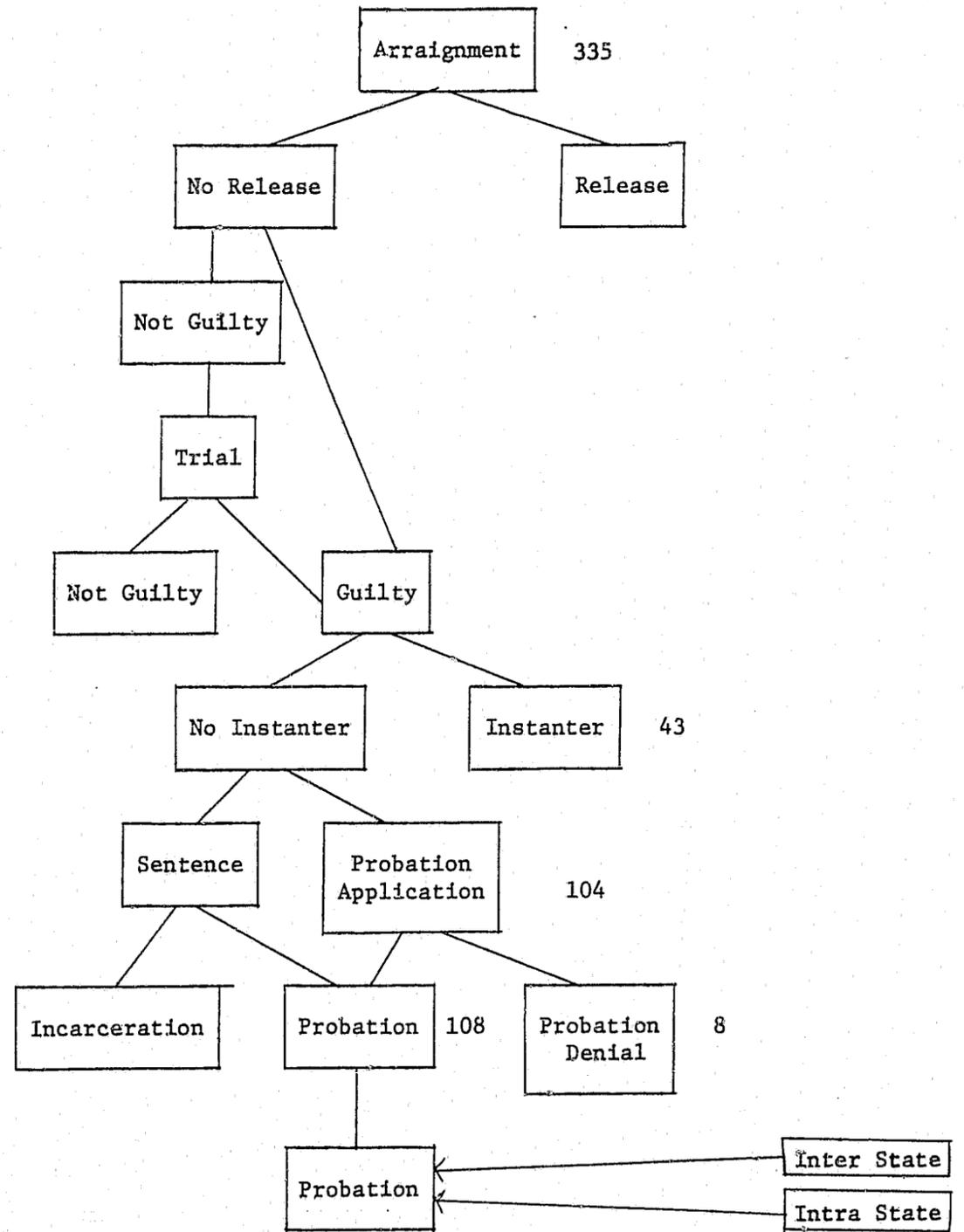
Table 8 presents a Markov Chain, of numbers flowing through different parts of the probation system. The Tables are meaningless unless other relevant data are obtained for comparison. Such information would include those arraigned, released, found not guilty, sentenced to the institutions or handled in other ways.

FIGURE 7



DU PAGE COUNTY ADULT CRIMINAL JUSTICE PROCESS

TABLE 8
CHAIN PROBATION
(1971)



MISDEMEANOR SUBSYSTEM

The misdemeanor system begins at the point of the preliminary hearing or after a reduced plea has been entered upon arraignment. The Misdemeanor Division and the Womens and Childrens Division are not involved until a final disposition is made. The decision that may affect these two divisions includes instanter probation or probation applications (See Table 7).

Because of the unsophistication of this system further analysis would not be productive.

SUMMARY

We feel that the system analysis and presentation can be used as a baseline for a data collection system in the criminal justice set-up in DuPage County. The reader will note that there is an outline of the points at which decisions are made about persons in the justice system. By using the decision points as data collection stations, an accurate picture could be developed of the extent and nature of the crime problem. Other subsystems could be developed to reflect the work of police, state attorney, public defender, and the like. As to the Probation Office, a subsystem could be developed internally to point out the points at which decisions are made and why. We think any data collection system should be able not only to record the decision, but to give some basic information as to why decisions are made.

Applied to the Probation Office, it would offer baseline data as a management tool in making decisions about cost, manpower priorities, and program effectiveness. It would be possible to trace the effectiveness through the decision points. This is important because decisions are made outside of the probation

office by the police, judges, state attorney, and others who actually command or demand the resources of this department. Hence, a very sound, logical argument why criminal justice agencies need to coordinate their efforts and planning.

5. JUVENILE DIVISION

GENERAL OBSERVATIONS

The function of the Juvenile Division is to provide supervision to juvenile delinquency cases, minors otherwise in need of supervision (MINS), and probation antitled, "court supervision" (consent for supervision). The Division also services intra-state cases. Its staff is present for court reviews, court reports, and rendering of advice in detention hearings. The overall philosophy and purpose of the Juvenile Division ". . . emphasizes people and their needs rather than programs developed to meet all predictable problems." (1971 Annual Report, DuPage County Probation Department, page 21.)

The staffing pattern of this division includes one supervisor, nine probation officers and a secretary. The staff is together as a cohesive unit, comparatively competent, imaginative, energetic and creative. Their collective genuine interest in people and the problems of youth is refreshing. As a unit they seem to search for new ideas and better ways of implementing old ideas. The general attitude as expressed by this division allows progressive techniques a full chance of success and implementation.

Besides casework and therapy, staff function includes preparation of various reports; presence at court hearings; participating in staff meetings for the unit and in training; and use of consultation.

SUPERVISION AND TRAINING

The supervisor of this unit does not carry a caseload and sees his major role as a resource for his probation officers. Self awareness, technique, purpose, and direction are major concerns in his relationship with those he supervises.

Although sometimes covert and manipulative, he has been a strong force in instituting new programs, new policy and techniques and utilization of resources. He is an active, strong and responsible participant in administrative staff meetings.

The bulk of training and consultation resources for the entire Probation Office is used by this division. We are encouraged that there is an assessment of need and that effort is being made to meet those needs. Proper utilization and planning supported by administration would certainly make training efforts much more fruitful. Staff training should never be optional on the part of the person receiving the training. It should be a management and supervisory expectation.

Case assessment and diagnostic techniques appear to be the training priorities. The overuse of psychological assessment at intake, detention, and to some extent this division, appears to be a result of an expectation for quality diagnostic work which normally should be expected of trained probation officers. However, the approach has been to buy the service at an abnormally high cost instead of addressing the issue of increased competence and skill on the part of Probation Office staff. (This issue will be discussed in greater detail in the chapter entitled, "Psychological Services.")

CASE RECORDS AND FILING

Again, upon opening a file we are greeted with a collage of reports and notes, some in longhand, some in shorthand, with no orderly presentation of the material within the case file. The quality of the written reports contained is fair.

They do address case needs, diagnostic impressions and assessments, but do not contain a routine plan for probation.

It would have been possible for the survey team to have removed fifty files from the Juvenile Division, with no one the wiser for a considerable length of time. The files are kept in a helter-skelter manner in a variety of locations throughout the division.

RECORDING

Since no dictation equipment is available, an immediate effort should be made to secure dictating and transcribing equipment. Reports written in longhand are transmitted to either the secretary for that unit or the typing pool. One of our team found that reading a single legal page of one longhand report took approximately ten minutes. Although there is a lack of equipment in the department, attitude, inadequate training, supervisory leadership and mismanagement are part of the problem.

Field books are not routinely used by this division. Most day-to-day contacts are recorded in some fashion within the court file, with no evidence of routine progress reports or concise probation plans, nor was any re-evaluation of plans evident.

CLERICAL SERVICES

The secretary for this division acts as receptionist, receives most of the division's calls, and assists probation officers in managing their caseloads. Although her greatest asset to this unit is as a secretary, she does very little actual clerical work. Her present role is defined by useage and is not clearly

or appropriately delegated or spelled out. The bulk of her time is in acting as an "assistant probation officer." She has been delegated tasks by individual probation officers of making some casework decisions, especially on telephone contacts. Many of these tasks probation officers apparently feel are not proper use of their talents, or in some manner are inconvenient for them.

Because direct supervision of the secretary's position is with the supervisor of the unit, he must be held accountable for what has occurred. If assistant probation officers are to be used, a position with that classification should be developed and paid for accordingly.

WORK QUALITY

While rather sophisticated procedure does occur in this unit with good regularity, most cases handled by this division require intensive supervision. This is due in part to the screening techniques utilized by the intake division, state attorney's office and police. Since only a small percentage of cases can be handled intensively, probation is accomplished under crisis situations. This is partly due to workload, but poor probation planning is also responsible. A sound probation plan when implemented and adhered to diminishes crises and the need for that kind of operation. As previously noted, the quality of recording is fair as far as it goes.

Effectiveness is judged by results, and some of the results this unit's efforts are appropriate and encouraging. In part, this is due to enlightened attitudes and decision making on the part of the juvenile court judge. However, adequate probation casework and treatment is the preponderant factor in this desirable result.

Consequently, commitments to the Illinois Department of Corrections for placement in a public institution have been sharply diminished in the past three years. The judiciary, probation office and this division are strongly commended for the results achieved. It is unfortunate that such results do not permeate the whole department, for probation can be effective and protection for the community.

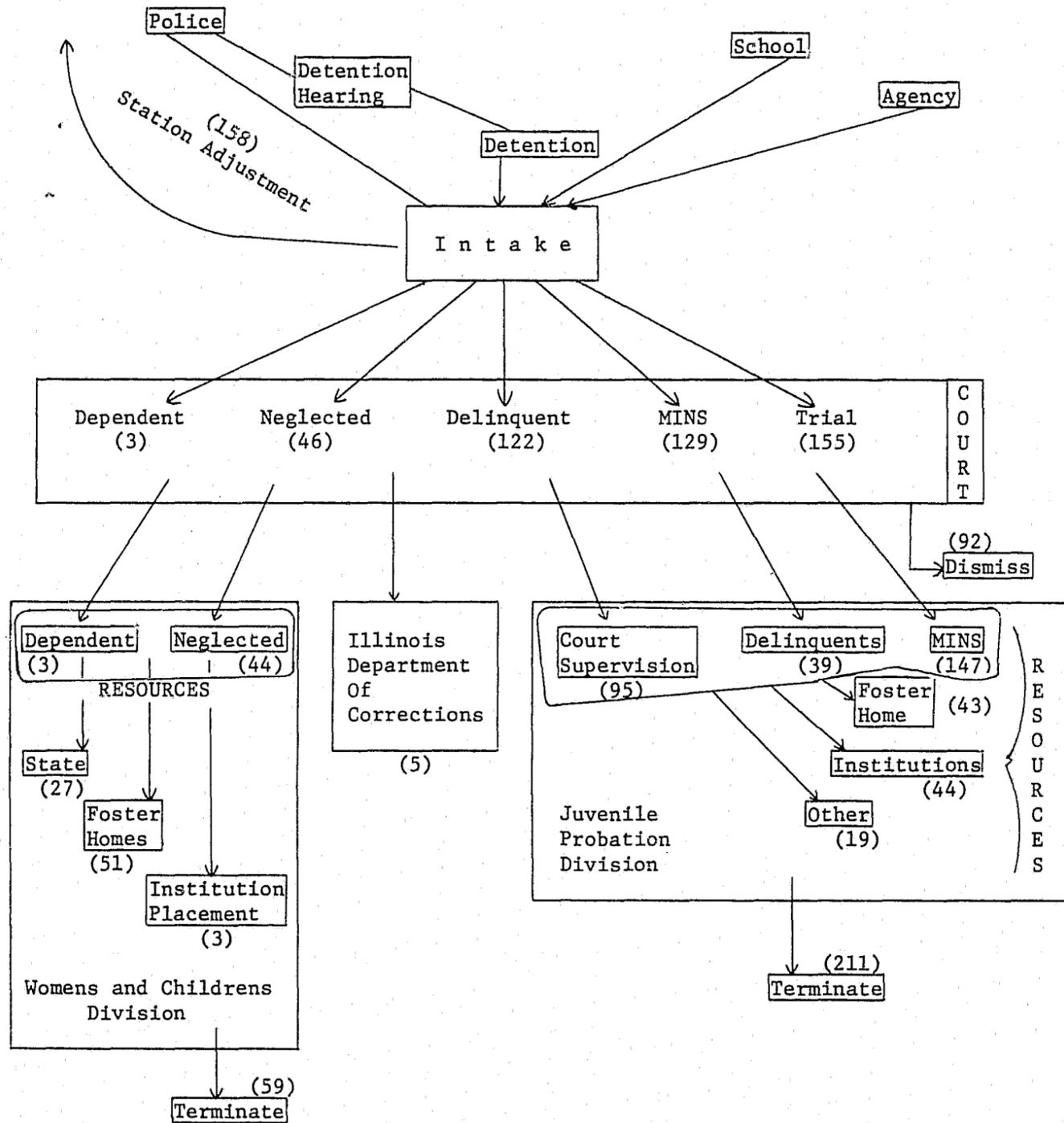
WORKLOAD

Statistically, Table 9 represents a breakdown of workload for the Juvenile Division. Some interesting points include the number of commitments to the Illinois Department of Corrections. In 1971, 7 children (4 boys and 3 girls) were incarcerated. In subsequent order, only 5 children (3 boys and 2 girls) have been sentenced. A great emphasis has been placed on utilization of community alternatives: foster care; volunteer services; use of the probation officer as a change agent.

There does seem to be a large number of children placed in private institutions (44). This generally is a more acceptable alternative than the use of public correctional facilities, and it does offer an area where greater effort can be made through program and probation officer planning. Placement in private institutions is extremely costly and savings can be realized if other adequate alternatives are available.

In 1971, 445 new cases came in to the Juvenile Division. Projecting 1972 figures showed that approximately 400 new cases would be assigned in that year. The average caseload for the unit runs about 450 or about 50 cases per officer.

TABLE 9
JUVENILE JUSTICE PROCESS



COSTS

The total cost for operating the Juvenile Division is calculated at \$382,458. This includes professional services (the care and support line item) as well as a fair share of administrative costs. It should be noted that without the cost of professional services the cost would be \$117,072.

Combining care and support of professional services makes it virtually impossible to compute an accurate cost per year or per month.

POLICY AND SYSTEM

Policy for this division, for practical purposes, is too often set between the juvenile court judge and the supervisor. The court feels that under existing management performance it is the only way that it can get cogent policy input and elicit a high quality of service to carry out the court decisions. The supervisor, on the other hand, has found that most management decisions are made by omission which tends to encourage going outside of normal channels to accomplish policy change. The fault lies with management.

The technique of managing by omission and allowing supervisory creativity and freedom is not sound. It places a supervisor in an extremely vulnerable position which he learns of when he makes mistakes or acts entirely contrary to the wishes of management.

Work space for the Juvenile Division, although better than in adult services, is inadequate, leaving very little privacy to interview clients, with sometimes two or more officers sharing an office.

Realizing that space needs will improve in the contemplated move to new quarters, staff expansion recommended for this division will necessitate immediate planning for future needs.

RELATIONSHIP WITH POLICE AND PUBLIC RELATIONS

The relationship between this division and police is strained and certainly needs immediate attention. In some cases, probation officers are not taking action on police reports concerning children currently under probation. In some instances, this may be appropriate; however, the police feel that disregard of their reports is considered acceptable by the personnel in the Juvenile Division. Such an attitude would be irresponsible, at least, in probation practice.

Some reports represent this division as being out of touch with what is going on in the community action. Although these may not be totally accurate, they could be supported by the fact that probation officers rarely, if ever, visit police departments in the county. If they don't they are unnecessarily cutting themselves off from a vital listening post in the community.

Creating relationships through attitude problems and lack of performance is not sound practice. The police have an important role in the criminal justice system. Ideally, relationships with them should produce an understanding and meritorious approach to probation practice and method.

JUVENILE DIVISION AND DETENTION

Because of the nature of this operation itself, there are traditional built-in problems in the relationship between a detention home and probation officer staff.

Because this relationship actually controls much of the population and program in the detention home, it requires special attention. Further, group work performance at the detention home can vitally affect the probation officer's planning and subsequent results.

It was reported to us that probation officer involvement with children confined at the DuPage County Youth Home, and their parents, was sporadic and probably averaged no more than one contact per child per week. It was further reported that some children experience high anxiety levels from being uninformed and not knowing what was to happen to them.

It further appeared that there is little staff sharing concerning an individual child. Probation officers do not routinely inform detention staff concerning the planning and progress on an individual children. In similar manner, the child's adjustment and behavior while in detention is not a routine topic between detention staff and probation officers.

These issues become critical when we recognize that most children released from detention return to their own homes. They are placed in detention because of a severe breakdown in family communication and relationships. Both group workers and probation officers have unique viewpoints, sources of information and relationships; they should be used deliberately to crystalize planning for an individual case. There is also unique opportunity for the probation officer to deal with the family in a period of crisis. Certainly, dealing with the child and his family as a group needs to be part of the technique.

With expanded program concepts, as described in the section under detention, the demand for a cogent, everyday working relationship will become even more acute. Although the problem generally is an administrative issue, the relationship issue needs to reach line staff performance.

JUVENILE JUSTICE PROCESS

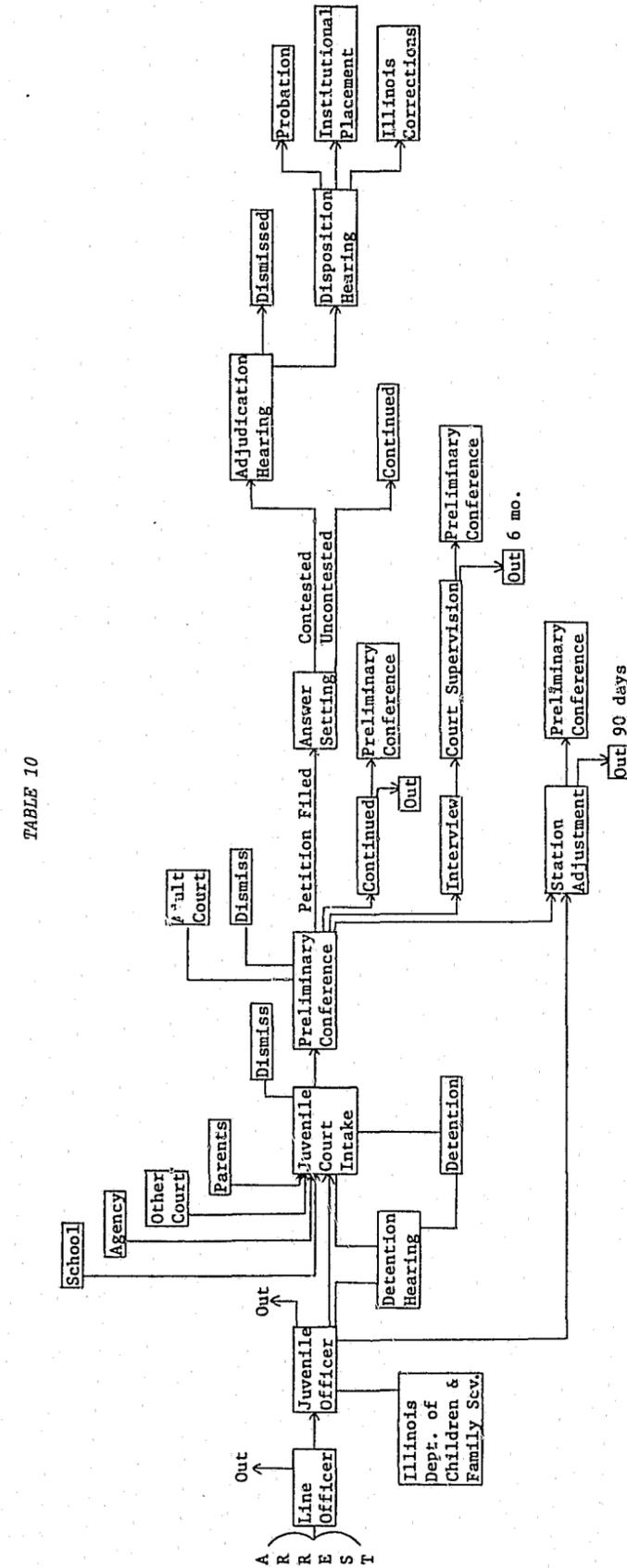
The juvenile justice system is presented in Tables 9 and 10. Table 9 depicts the first nine months of operation in 1972, using available data, in a graphic description of how the process works. Table 10 represents the flow of cases and the decision points in the entire juvenile justice system in DuPage County.

An important reminder in totaling the various numbers is that the process is continuous and discrete, and the numbers will not add up, because some cases were in the system when the information for 1972 was gathered.

A process chart such as Table 10 can be developed to represent the flow of cases for 1971 by consulting Table 9.

The remarks as applied to the Adult Division apply equally here. The flow chart does offer an example of the points at which data needs to be collected.

A policy description of the juvenile justice process entitled, "Juvenile Procedure Eighteenth Judicial Circuit Court, DuPage County, Illinois," is of special note. This very readable, usable document outlines existing and desirable practice pertaining to the Juvenile justice process. It offers an interpretation of the present statutes and applies them to the system in DuPage County. The document will be discussed under the section entitled, "Intake Division."



RECOMMENDATIONS

1. Develop a coordinated plan for in-service staff training.

DISCUSSION: Although not as much so as in other divisions, training needs for this division are still acute. A plan should assess the performance and needs of individual probation officers and policy decisions concerning what the division hopes to accomplish. The training plan should include the expected results and how to measure them.

2. Develop a central case file for all department records. Attention needs to be given to the internal filing system within the case folder itself. Develop a field book for the use of officers for their on-going, everyday business.

DISCUSSION: Little attention is given to the security of the files within the department and currently there is serious probability of material being lost. Time spent searching files is immeasurable.

Material within the separate files is not presented in an orderly manner and is difficult to read. It is not attached to the file and could be easily lost. Officers operate on a daily basis by using the files and making notations in them. A field book would produce a handy reference to the officer and would be much more useable than the present system.

3. Recording on cases needs to reflect a probation plan. Quarterly summaries should be mandatory to summarize the material in the officer's field book and to give a ready, on-going assessment of the progress of the case. Cases should be reviewed on a routine basis by the

supervisor, so that each case is given specific information at least four times a year.

DISCUSSION: Most of the work currently being done by this division is of a crisis nature. Although partly a symptom of workload, it can be managed by sound case planning. Recording in this instance offers discipline and an orderly baseline for the amount, kind and nature of effort being put into each case. Qualitative effect on probation success should be the output.

4. Increase staff to 13 for the supervision of present cases. Add an additional supervisor.

DISCUSSION: Projected 1972 figures indicated that the caseload would approximate 450. Divide this by maximum recommended number of cases (35) which equals 12.86 or 13 officers net. Add an additional supervisor in a ratio of approximately 6:1.

5. Absorb the investigation and case assessment for juvenile offenders into this division. This will require an additional three officers.

DISCUSSION: Currently, the Intake Division is doing the case assessment prior to a finding of delinquency by the court. The Juvenile Division gets involved after this decision and labeling takes place. Its assessment effort is based in the area of disposition. NCCD believes that the finding of delinquency is a disposition. Finding of delinquency should be avoided until a complete assessment and diagnosis of the case can be made by the Juvenile Division.

This would offer an opportunity for a treatment process to begin at the time the investigation or case assessment starts. It seems probable

that a significant number of cases could be recommended for dismissal at the time of the disposition hearing.

Special Note: Present statutory language has probably led to the existing practice of making a finding of delinquency at the adjudicatory hearing. This means in practice that the decision as to whether or not a child is delinquent is based almost entirely on whether or not he committed a delinquent act. In our opinion, this is a disposition which adversely labels and locks a child into the system. It more appropriately should be reserved for the disposition hearing when a complete case assessment can be available to the court to make that decision. This can be accomplished in two ways.

(A) Institute in effect a statutory change which makes the finding of delinquency a part of the disposition. The adjudicatory phase should be a determination as to whether or not a particular child committed a delinquent act.

(B) By rule or practice of court, use its broad discriminatory powers for continuance to reserve the decision of finding as to whether or not a child is delinquent to the dispositional phase of the hearing.

6. Assign clerical help in the ratio of one position for each three probation officers. Clarify and use existing clerical position for its intended purpose.

DISCUSSION: Although there is a lack of sufficient clerical service throughout the department, the secretary in this division is not being used in a proper manner. Her job is described on a daily basis. The actual time she spends in clerical support services for

this division is minimal. Her case aide function could be absorbed by a volunteer or by establishing a position of case aide to support and assist in tasks which are not productive use of professional time.

7. Purchase dictation equipment and make its use mandatory for the transmission of all reports and correspondence.

DISCUSSION: Comparative time analysis of writing and transcribing reports in longhand form make that method more costly.

8. Provide sufficient work space, properly designed to maximize relationship and treatment effort.

Special Note: This problem will be addressed in the probation office's current plan for relocation. Future space needs should be examined and planned out.

9. Give increased attention to the working relationship between this division and all police agencies.

DISCUSSION: A procedure involving case conferences similar to the Intake Division's, to be chaired by the supervisor of the Juvenile Division and involving the probation officer and the juvenile officer concerned, should be immediately instituted. This would tend to assure police and get them involved in the decision-making process around police referrals and reports to the Division. It would further tend to establish the badly needed line of communication to the individual communities involved.

10. Establish a routine policy of regular contacts between probation officers and children placed at DuPage County's Youth Home.

DISCUSSION: Detention offers a critical opportunity for work with the child and his family. The child and his family needs to be kept aware of planning and involved in that decision-making process. Daily contacts are desirable. Contacts should be required at least three times a week. Group Work staff should be informed of the progress and planning.

11. Working policy for this Division should be established and instituted through normal administrative channels.

DISCUSSION: Irrespective of motivation and intent and to some extent results, the practice of deciding policy between the juvenile judge and the supervisor of this Division is not acceptable practice. The present system does not allow for any consideration for priorities in the area of program, budget, staff development and training.

6. WOMEN'S AND CHILDREN'S DIVISION

The function and purpose of this division is as follows: To provide supervision and investigation services for female misdemeanants, supervision and investigation of dependency and neglect cases, some supervision of foster placements and finding of foster homes. The Division further provides some domestic relations services. It handles all relinquishment and consent for adoption in private adoption matters and investigates the prospective adoptive home. It further provides some divorce custody investigations and provides some supervision for these on an indiscriminate basis.

SUPERVISION AND TRAINING

The supervisor in this unit carries a full caseload in an attempt to offer some direct service. The role seems to be one of process enabler rather than serious involvement with case dynamics, training, teaching of techniques and the like. There is little support or recognition of the staff participating in existing training programs used by the Juvenile Division.

POLICY

Policy is usually made between the juvenile court judge and the Division supervisor. There appears to be little interference from management in terms of establishing priorities or exerting leadership for professional approach to probation and service. The judicial role also involves making ordinary case-work decisions which normally are best handled by competent staff and their supervisor.

FOSTER CARE

This is a function that is shared with the Juvenile Division. Normally, foster homes are found and recruited by this division, but also used by the Juvenile Division. The preponderance of responsibility for foster placement of dependent neglected children rests with this division.

It was explained to us by staff that once a child is placed, very little service is given as, in their judgment, very little is needed.

It is our belief that any child whose problems are so complex and severe that foster home placement is required should be given premium care. The Probation Office has approximately 135 children in foster care at this time.

NEGLECT AND DEPENDENCY

This division is heavily involved in the investigation and case assessment in dependency and neglect situations. This is a duplication of service provided by the Illinois Department of Children and Family Services. Although there is some justification for establishing a liaison function within the Probation Office with the Department of Children and Family Services, duplicating their effort is not justified.

Special Note: Attention has been given by the administration to this area, and a partial plan for the transfer of duties and functions has been started.

ADOPTION, CONSENT FOR ADOPTION AND CHILD CUSTODY INVESTIGATIONS

In 1971, the Women's and Children's Division processed 62 divorce custody investigations, 114 adoption consents, and 144 adoptive home investigations.

Table 11 presents the work done by the assistant probation officer in handling these cases.

While the idea of making adoptive home investigations the mandatory responsibility of the Illinois Children and Family Services Department has been discussed, the Illinois legislature has not yet taken this step. Instead, the Illinois Revised Statutes 1971, Chapter 4, Adoption, provides:

9.1-6 Investigation within 10 days after filing of a petition for adoption of a child other than a related child, the court shall appoint an agency, a child placement agency or a probation officer of the court...to investigate accurately, fully and promptly the allegations contained in the petition...Such investigations shall not be made when the petition seeks to adopt a related child or an adult unless the court, in its discretion, shall so order."

Functionally, this means that when a private adoption takes place usually by prior arrangement between a doctor and a lawyer, the consent for the adoption is elicited by this division.

The child is almost always placed at birth, and the investigation does not ensue until the child is already in the home.

WORKLOAD EVALUATION

Table 12 describes the workload for female misdemeanants. The average caseload for the Division is approximately 45. Projected 1972 figures implied a total caseload in this division of 57 cases.

Table 13 represents the workload for supervision of dependent and neglected minors. (Duplication of service provided by the Illinois Department of Children and Family Service). Projected 1972 figures indicate a total

TABLE 11
ADOPTION CASE LOAD

	1971	1972	PROJ. 1972
Adoption Consent	114	83	110
Adoption Investigation	144	64	85
Custody Investigation	11	24	32
Custody Cases	62	20	27
Court Report	366	334	444

1 - Neglect Case
2 - Dependent Case

TABLE 12
MISDEMEANANT WOMEN WORK LOAD

	1971	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	TOTAL	PROJ. '72'
Old Case Load	34	35	38	38	40	41	43	46	49	49	35	35
Plus: Pro. Ins. ¹	36	6	1	4	3	3	6	4	4	5	36	48
Aps ² /Pro ³ /Den ⁴	6/3/2	0/0/0	0/0/0	1/0/0	1/1/0	0/1/0	0/0/0	0/0/0	1/0/0	1/0/0	9/5/2	12/7/3
Intra	0	0	0	0	0	0	0	0	0	0	0	0
Total Plus	39	6	1	4	4	4	6	4	4	5	38	55
Less: Rev Fil./Rev.	6/5	0/0	0/0	0/0	0/0	0/0	0/0	1/0	0/0	0/0	7/5	8/5
Intra Termination	2	0	0	0	0	0	0	0	0	0	2	0
Term Unsatisfactory	1	1	0	0	0	0	0	0	0	0	1	1
Term Satisfactory	40	2	1	2	3	2	3	1	4	2	20	27
Total Less	48	3	1	2	3	2	3	1	4	2	21	33
Net	-9	+3	0	+2	+1	+2	+3	+3	0	+3	17	22
New Case Load	25	38	38	40	41	43	46	49	49	52	52	57
Total Intra	1	1	1	1	1	1	1	1	1	1		
Total Other	0	0	0	0	0	0	0	0	0	0		
Psychiatric	0	0	0	0	0	0	0	0	0	0		

1 - Probation Instanter
2 - Probation Application
3 - Probation
4 - Probation Denial

TABLE 13
DEPENDENT & NEGLECT CASE LOAD

	1971	9 mo. '72'	PROJ. 1972
Old Case Load cse/child	224/380	240/361*	238/354
Plus: finding neg cse ¹ /child	49/66	34/49	45/65
finding dep cse ² /child	7/9	3/3	4/4
Total Plus	56/75	37/52	49/69
Less: case termination	59/94	39/59	52/78
Net	-3/-19	-5/-10	-3/-9
New Case Load	221/271	238/354*	235/345
<u>Referral</u>			
State Child Service	35	27	36
Foster Home	41	51	69
Inst. Place	23	3	4

workload of 235 families involving 345 children. About 85 of these families receive dual service. DCFS provide service for the other 150.

In 1971, the DuPage County Juvenile Court with the assistance of the Women's and Children's Division of the Department placed 41 children in foster homes, 23 children in child care institutions and referred 35 cases to the Department of Children and Family Service. The number of children placed by the Probation Department for child care in 1971 was 99. Of this number, slightly more than one third--35 cases--were referred to the Department of Children and Family Service for placement.

In the first nine months of 1972, 27 cases were referred to the Department of Children and Family Services, 51 were placed in foster care, and 3 in institutional placements.

Special Note: In December of 1969, the DuPage County Probation Department and the Department of Children and Family Services entered into an agreement. A letter dated December 9, 1969, from the Children and Family Services Regional Director to the judge of the juvenile court sets forth the understanding between the two agencies. (See Appendix A for a copy of the letter.)

For the time period August 1, 1970, to January 1, 1971, children and Family Services agreed to service 6 new cases per month, or 30 new cases. Presumably, the same number of new child care cases per month, or slightly more, could have been assumed by Children and Family Services in 1971, because when the number of children placed through the DuPage County Probation Department

in 1971 was called to the Regional Director's attention, he indicated that his agency could readily have provided care for the entire number of 99 children.

In this connection, it is of interest to note that Children and Family Services reported the following number of foster care vacancies (bed space) in DuPage County as of October 30, 1972: 52. On the same data, neighboring Kane County had 27 bed spaces available.

Additional vacancies exist within the eight-county area, for which the Regional Director in Aurora has responsibility. In addition, the Illinois Department of Children and Family Services has other child care resources in other parts of the state. See Table 14.)

We are further informed that there are approximately 50 bed spaces available through the Women's and Children's Division. There is certainly a need for the parties involved to meet, discuss, and agree on cooperative procedures to share available resources.

COSTS AND BUDGET

Because of the diversity of job function, a cost per case is virtually impossible. Aside from personnel efforts, the performance of this division comes from a line item, No. 370--Care and Support--within the Department budget. It is used for private institutional placements, foster care and other child care issues.

TABLE 14

Foster Care Resources in the Aurora Region, Division of Child Welfare, Department of Children and Family Services, October 30, 1972. Source*

DISTRICT	NUMBER OF HOMES	NUMBER OF BED SPACES	VACANCIES (BED SPACE)
DuPage & Kane Counties (Aurora)	159	270	52 (DuPage) 27 (Kane)
Lake & McHenry Counties (Waukegan)	142	248	62 (Lake) 26 (McHenry)
Will, Kendall, Grundy Counties (Joliet)	94	244	50 (Will) 5 (Kendall) 6 (Grundy)
Kankakee County (Kankakee)	64	154	48 (Kankakee)
Regional Totals	459	912	276

*Aurora Regional Office
Division of Child Welfare
Department of Children and Family Services
316 Old Indian Trail
Aurora, Illinois

RECOMMENDATIONS

1. Immediately do away with the Division of Women's and Children's Services.

The staff of this division should be assigned to other divisions commensurate to the need for extra staff in those divisions.

DISCUSSION: Staff in this division is acutely in need of training and supervision. Their assignment should in part be based on their abilities and interests along with needs and priorities of the department. After training, employees in this division who cannot carry out assigned tasks should be replaced.

2. Assign the present supervisor to other duties commensurate with her skill and interest.
3. Immediately implement and develop a policy and interagency agreement with the Department of Children and Family Services that effects a referral for all children in foster care, all children for institutional placement, and all investigation and supervision of dependency and neglect cases.

This agreement should include but not be limited to:

- (A) Shared intake responsibility.
- (B) Liaison function and responsibility;
- (C) Establishing a priority system for orderly transfer of cases;
- (D) Developing a time schedule that effects transfer on a quarterly basis. . . be accomplished no later than January 1, 1974;

- (E) All cases of dependent and neglected children in foster and institutional placement should be reviewed between the two agencies as a part of the transfer agreement;
- (F) Provide in the agreement a provision for annual judicial review of cases and report by the Department of Children and Family Services. This should include cases currently under their supervision and care;
- (G) Transfer and refer all foster homes currently being used for dependent and neglected children and all homes which the Department has available.
- (H) Children should be referred for foster care irrespective of their legal definition; i.e., dependency and neglect, minors in need of supervision and delinquents who require foster care.

DISCUSSION: Functionally, the Illinois Department of Children and Family Services is charged with the responsibility of providing protective services to dependent, neglected children. Further, its function is to provide child care for those who need to be outside of their own homes.

It is in the child care business.

With the possible exception of detention and some shared responsibility in shelter care, the Probation Office in DuPage County should not be in the child care business.

There is serious duplication and competition in the present working arrangement, and although we recognize that steps have been made to implement many of the above, it needs to be speeded up.

There is a serious need for review of cases during the transfer process, which should act as a disciplined approach to concurrence between the two agencies. We think the interagency agreement is vital in offering a baseline for line staff to communicate, participate, and reach mutually agreed-upon functions and goals.

The agreement should contain an assured communication system which offers provisions for line staff communication breakdown. It should be reviewed and resolved at a supervisory level, and if it cannot be resolved there, should be resolved between the Chief Probation Officer and the Regional Manager of Children and Family Services.

NCCD discussed this matter with Mr. Leland Wright, Regional Administrator for the Illinois Department of Children and Family Services. We conclude that there are no insoluble legal problems in transferring all cases heretofore mentioned to that agency. These would include those cases locally known as "prior to 1964." It is possible and feasible for the department to assume complete responsibility for all foster care cases. We are further informed that some budget and man-power planning on their part has already taken place.

A climate exists between the two agencies at the administrative level to develop a sound time schedule and process in accomplishing the above recommendations. A target date should be no later than January 1, 1974.

We are convinced that to insure integrity and trust in this inter-agency relationship and to assure that children are being cared for in the manner which the court intends, a mandatory judicial review system should be adopted and implemented. This assures that children do not get lost in the system. It offers a convenient management tool to both agencies to further explore and to deal with problems which may occur from time to time.

As an immediate priority, staff space should be provided for Children and Family Services personnel involved in accomplishing the liaison function within the Probation Office confines. It may involve a rent arrangement, but this can easily be resolved.

4. The function of referring dependency and neglect cases to the Department of Children and Family Services should be assigned to the Intake Division. It should further have the major responsibility for liaison with this agency.

DISCUSSION: This issue is clearly an intake function and should be dealt with as such.

5. Assign responsibility for referral of all children for foster home placement or child care institutions to the present Juvenile Division.

DISCUSSION: This function is a resource for that division and is more appropriately dealt with as a direct responsibility. The referral service should include foster care for delinquent children.

6. Alternate A: All adoptive home investigations, adoption consents, and divorce custody investigations now done by the DuPage County Probation Department's Women's and Children's Division be contracted on a fee basis to an appropriate agency. Additional funds may be needed for this purpose.

Alternate B: Institute and support legislation which makes it a mandatory responsibility of the Illinois Children and Family Services Department to fulfill this function.

Alternate C: Under the broad heading of "court services," develop a special Department of Domestic Relations and assign these responsibilities to that division.

Special Note: If Alternate C is chosen, Alternate A should be used for the foreseeable future, while a complete assessment of need, plan for implementation, and staff selection can be accomplished. This matter will be dealt with further under the chapter entitled, "Domestic Relations Services."

DISCUSSION: The statutory language making investigations mandatory on private adoptions is intended to discourage "black market babies." The process is justifiable for this reason alone.

We further point out that there are no casework goals in the process of the investigation, such as resolving and dealing with problems and attitudes which sometimes arise in relating to an adopted child.

There is an existing fee schedule for adoption investigations which could be raised, if necessary, to offset the cost of contracting this service.

Assuring the veracity, sincerity and intent in the consent and/or release for adoption is a legitimate function. It tends to keep the system honest and assure the judiciary that proper process and steps have taken place in obtaining the consent of the mother of the child and/or other interested parties.

Inherent in releasing a child for adoption on the part of most mothers is a variety of attitudinal, social, and adjustment problems which have not been dealt with by the Probation Officer in fulfilling this function. It is NCCD's judgment that this can best be accomplished by contracting this service to an existing private agency which has the necessary professional skill.

Other jurisdictions have found that with proper investigation, as high as 80 per cent of these custody battles can be avoided by getting the parents to compromise and stipulate as to the disposition of children.

Special Note: Although the administration, with the consent of the judiciary, should explore all possible avenues, the Family Service Association of DuPage County is a local agency which should be explored. They appear to have competence, ability and motivation to accomplish the above tasks.

7. INTAKE DIVISION

The function of the Intake Division is to provide a centralized point through which all juvenile cases will flow. It shares the function with the state attorney's office and referring police agency in making a decision deferring juveniles from entering the juvenile justice system. In effect, the Intake Division is a discriminator as to which cases should be admitted to juvenile court.

Final authority in this decision-making process is the State Attorney's Office. It is noteworthy and commendable that the Office has participated in exerting leadership in a process that offers differential handling for juveniles. This tends to assure that the juvenile court is asked to give attention only to those children who absolutely require it.

Enlightened and progressive police attitude and performance has ~~contributed~~ heavily to the positive workings of the juvenile justice system. The practice of station adjustment dispositions for a large number of these children is encouraging.

Unique programming at the police and law enforcement level has provided impetus and support for making this a practical solution.

The Intake Division also has responsibility for interviewing juveniles to be placed on court supervision as well as obtaining information on all cases that come to conference. Information includes past record, the experience with juvenile court, school records, and the like.

We were further informed by staff that the division has also expanded its function in such areas as public inquiries, out-of-state referrals, requests for information from other agencies within the county, and other aspects of public relations functions.

SUPERVISION AND TRAINING

The staffing pattern includes one supervisor, two probation officers, and one secretary. The staff of this division appear to have good awareness of their role and are effective in the performance of their function. The supervisor's role and relationship with his staff is appropriate and productive.

Of further note is the proper use of office dictating equipment and clerical services.

This division shares problems such as space, lack of training opportunities, and other deficiencies with the Juvenile Division and, to some extent, Adult Services.

The Intake Division maintains fairly complete data on its activities and is currently working with the Chief Probation Officer to make the monthly report form consistent with its internal data collection methods. In addition, the Intake Division supervisor has compiled a court process time study (See Tables 15 and 16).

Of great significance is:

- (1) the average time between offense and referral (13.1 days);

TABLE 15
COURT PROCESS TIME STUDY

The following is a study of the time involved on cases coming into the Juvenile Court Process. This study focuses on those components of the process from the Offense to the Dispositional Hearing. The study includes those cases which were active in the Probation Department, Intake Division, between May 15, 1972, and June 30, 1972. As with most studies, certain conditions or limitations were imposed before the computation of figures began.

- a. No cases in which the juvenile was detained prior to adjudication were used.
- b. The date the offense occurred is used as the starting point, rather than the date the police learned of the offense.
- c. Where no offense date can be used (truancy, incorrigible), the Court Process begins at the referral date.
- d. The time calculated between referral and conference do not take into account those conferences which were postponed.
- e. Where two or more conferences are held, days are calculated from referral to first conference, and last conference to first Court date. However the total days category reflects the true length of time involved.
- f. The time between the first Court date and adjudication includes those cases where both happened on the same day.
- g. A total of sixty-nine cases were sampled. These cases were active in the Intake Division between May 25, 1972, and June 30, 1972.
- h. These cases were sampled at a time when the Intake Division was experiencing a high influx of cases.
- i. Procedures have been set up in Intake to provide Court Process duration information on a much larger proportion.

TABLE 16
RE: COURT PROCESS TIME STUDY

1. OFFENSE TO REFERRAL

Case studies - 58
Total days - 760
Average time between Offense and Referral - 13.1 days
Range - 1 day to 49 days
Number of cases below average - 40
Number of cases above average - 18

2. REFERRAL TO CONFERENCE

Cases studied - 69
Total days - 2224
Average time between Referral and Conference - 32.2 days
Range - 8 days to 55 days
Number of cases below average - 33
Number of cases above average - 36

3. CONFERENCE TO FIRST COURT DATE

Cases studied - 69
Total days - 1748
Average time between conference and First Court Date - 25.3 days
Range - 12 days to 41 days
Number of cases below average - 26
Number of cases above average - 42

4. FIRST COURT DATE TO ADJUDICATION

Cases studied - 38
Total days - 561
Average time between First Court Date and Adjudication - 14.7 days
Range - 0 days to 86 days
Number of cases below average - 21
Number of cases above average - 17

5. ADJUDICATION TO DISPOSTION

Cases studied - 38
Total days - 993
Average time between Adjudication and Disposition - 26.1 days
Range - 19 days to 35 days
Number of cases below average - 20
Number of cases above average - 18

6. TOTAL DAYS OF COURT PROCESS

Cases studied - 69
Total days - 6332
Average length of time - 91.7 days
Range - 36 days to 209 days
Number of cases below average - 42
Number of cases above average - 27

Court Supervision: cases - 31
average time - 70.4 days

Adjudication: cases - 38
average time - 106.8 da

CONTINUED

1 OF 3

- (2) average time between referral and conference (32.2 days);
- (3) average total time for court supervision cases to disposition (70.4 days);

Further, Table 1 from the Probation Office's Annual Report, page 13, gives a comparative workload for 1969, 1970 and 1971. It further shows partial disposition of the cases.

Table 16 presents the Intake Division's workload according to case classification. It shows the first nine months of 1972 and total figures for 1971. From the figures, 650 conferences were held by this Division in 1972, including dependency and neglect.

PSYCHOLOGICAL SCREENING

In the 1971 report of the Probation Office, page 32, Mr. Robert Fiscella, Supervising Probation Officer, said, "A priority for 1972 is the creation of a more workable procedure for psychological screenings. Currently, every minor who goes through the court process has a court screening. However, as the number of referrals to court increases, the more distant the next available date for screening is. The solution may be the creation of a selective process by which some juveniles are screened and some are not."

From Table 15 it is apparent that a serious time lag exists within the court process. The practice of routinely having complete psychological testing and evaluation for each case coming to court contributes heavily to this problem.

The policy of doing this suggests that somehow there is a presumption that every child who comes to court is "sick" or mentally ill. The preponderance of children coming to juvenile court exhibit behavior disorders which are not a mental illness.

A reliable professional evaluation of the child's circumstances should be at the court's disposal. Reports of sufficient professional quality were not coming from the Probation Office staff. Criteria for psychological assessment should be established so that staff will be able to make case assessments of sufficient quality and comprehensiveness to satisfy the normal needs of the court. Use of a specialized resource such as psychological or psychiatric assessment should be highly selective.

(The Probation Office's use of psychological and psychiatric assessment and consultation will be discussed in detail in a later chapter.)

ADULT INTAKE

We could find little or no intake screening or differential handling of adult misdemeanors and felons. Jail population figures suggest that there is an orderly and timely processing of cases, at least in the misdemeanant area. Release in lieu of bail has begun to be used more extensively.

There was a plan for deferred prosecution in the adult misdemeanor area, but it had not been implemented at the time of the study because of limited funds available. The program was designed by the DuPage County Bar Association with consultation from the Probation Office. Funding should be provided and the plan implemented as soon as possible.

TABLE 17
INTAKE DIVISION WORK LOAD

	JUV. JUST.			NEG. & DEP.		1971		
	BOYS	GIRLS	TOTAL	NEGLECT	TOTAL	B	G	T
Interviews	X		X	115	115	30	4	
No. of Conf.	345	96	441	20	461	476	124	600
Refer. to Sta. adj./Comm.	124	14	138	20	158	132	20	152
Cases to Trial	106	49	155	X	155	101	22	123
Mins. Pet.	84	45	129	X	129	117	69	186
Del. Pet.	103	19	122	X	122	178	16	194
Neglect Pet.	X	X	X	46	46	X	X	X
Dep. Pet.	X	X	X	3	3	X	X	X

TABLE 18
INTAKE DIVISION (JUVENILE COURT CASES)

<u>1969</u>	<u>1970</u>	<u>1971</u>	
647	746	632	Total conference held
501	567	476	Conferences for juvenile boys
97	145	124	Conferences for juvenile girls
49	34	32	Conferences for dependent and neglect cases
145	144	132	Juvenile boys referred to station adjustment
24	38	20	Juvenile girls referred to station adjustment

214 cases went to Court seeking adjudication

144 minor otherwise in need of supervision petitions
70 delinquency petitions

169 cases there was agreement to 6 months Court supervision

45 minor otherwise in need of supervision petitions
124 delinquency petitions

RECOMMENDATIONS

1. The present use of conference between the State Attorney, Probation Office and the referring police office should be continued and expanded to offer greater differential handling of juvenile referrals.
2. The present disposition of station adjustment should be expanded and strengthened. A clear policy statement on the part of the Juvenile Court, State's Attorney and Probation Office should be made to outline and offer direction to the activities and requirements that can be made on juveniles and their families under this disposition.

DISCUSSION: Use of station adjustment as a disposition has had very desirable results. It has done constructively in the direction of limiting the cases for juvenile court attention. All involved agencies expressed its effectiveness including the police. A due process problem may be present when the station adjustment disposition includes limitation of freedom and/or punishment such as washing police cars. Although possibly falling under the delegated court authority under "the rules of court", other kinds of programs dealing with the youth and his family are a more desirable alternative. We also point out that dismissing a case with no service to the child and his family is also a legitimate disposition and could be used in lieu of station adjustment. This kind of dismissal should be an alternative as a result of the intake conference and police practice.

3. Stop the practice of routine psychological assessment of all cases going to court.

DISCUSSION: The use of this resource in an indiscriminate, non-productive manner cannot be justified. Existing intake staff and staff

within the Juvenile Division should be trained to apply the criteria in the selection of cases for psychological testing.

In terms of other department needs, the use of money for this service has higher priority elsewhere.

4. The Intake Division's function in the juvenile justice process should be limited to making decisions as to who comes into court and who is admitted to detention. The predisposition report, after there is a finding concerning the allegations, should be left to the Juvenile Division.

DISCUSSION: This recommendation relates to the juvenile court process where finding of guilt or innocence also means that the child is labeled as a delinquent or a minor in need of supervision. This is adverse labeling and locks the child into the system with, historically in DuPage County, little chance of getting out. (See further discussion in the chapter on Courts.)

We agree that quality diagnostic assessment is necessary in making a determination as to whether or not a child comes to court. The decision as to who is detained also requires this kind of effort. It still will be necessary for the Division to provide service to the child until such time as he is adjudicated.

5. Establish the practice of an extended intake relationship (30 to 60 days) with limited treatment goals in lieu of petition filing and formal court process.

DISCUSSION: Existing practice in other jurisdictions indicates that a large number of cases can be handled by a productive, professional

relationship at the intake level. This can be done instead of the court process. It might well involve referral to other private or public agencies for service in lieu of court action.

Working arrangements at the administrative level should be designed with existing agencies in the community providing these resources.

6. Design a process for intake for adult offenders similar to the one currently being used for juvenile which offers differential handling for adult misdemeanants and felons.

DISCUSSION: Current probation and court practice accepts only good risks for probation. The use of probation can be safely increased by proper case assessment and evaluation.

A sound program which includes OR release from jail, deferred prosecution and deferred sentencing can be made after an accurate and competent intake assessment. This assessment should begin at the time of incarceration or referral to the State Attorney's Office. Because the process of conference between the State Attorney, Probation Office and referring police agency has worked well for DuPage County in the juvenile area, we suggest a similar process be used for adult offenders.

The expertise, motivation and competence exist at a supervisory and probation office level within this division to offer a baseline for accomplishing this method of differential handling.

Design of this method will, of necessity, need to involve the administration of the Probation Office, court, representative

police agencies, the State Attorney's Office and Public Defender. Cost should be minimal.

By limiting their present function slightly and adding at least two more probation officers, this could be accomplished without unreasonable difficulty. Special emphasis needs to be made in hiring qualified, competent personnel. Intake by its very nature should receive primary attention in the level of skill, experience and expertise of its staff.

8. DUPAGE COUNTY YOUTH HOME

The home and its operation offer two paradoxes which are noteworthy:

- 1) It stands as a living monument and edifice which says that nothing is too good for the citizens and children of DuPage County; while on the other hand, DuPage County provides inadequate probation services, and does not pay an adequate salary to its probation officers.
- 2) DuPage County has spent almost three million dollars in capital improvement funds and spends about \$521,724 to provide incarceration for an average daily population of fifteen children. On the other hand, it spends approximately \$450,000 a year to serve between 1,100 and 1,600 probationers to keep them active, productive, taxpaying citizens. (See Appendix B for physical description of plant)

STAFF

The supervisor of the detention unit has experience as a juvenile probation officer and was supervisor of the juvenile Intake Division. He holds a Bachelor's degree in Sociology and a Masters degree in Theology. Since the operation is small, he has an excellent informal relationship with his staff, but lacks a clear intent and purpose in what is to be accomplished in his relationship with the staff. Disciplined groupwork techniques, awareness and group process do not appear to be areas which are enhanced through this relationship.

In his role as a supervisor in the Probation Office, he attends weekly supervisory staff meetings with his supervisory staff and a monthly meeting of the entire staff at the center. Off duty personnel attend the monthly

staff meetings on their own time. This procedure has not caused any problems to date since personnel are interested enough to seek out information that will be valuable to them.

In addition to the Superintendent and a secretary, there are three full time shift supervisors and two part time shift supervisors, a total of 13 full time group workers and 8 part time group workers, two full time custodians, a full time maintenance man, 1 full time cook and 1 part time cook, a part time registered nurse and a part time doctor. In addition, a staff of psychological consultants work part time in testing and diagnosis of all children who are admitted to the detention home. There are 2 full time teachers who are paid by the school board. Since part time employees ordinarily work 24 hours per week, the time adds up to the equivalent of another 9 employees, making a total of 32. Of further note part time employees work weekend shifts of 12 hours on-- 12 hours off. Regular employees work a 5-day week between Monday and Friday.

Staff positions have been added since the Illinois Department of Corrections made their formal inspection of the Youth Home in February. The added positions were recommended by the inspector. See attached inspection Report, Appendix C.

The staffing pattern at the present time is certainly adequate as it applies to detention population and program space.

The term "Group Worker" needs some interpretation. A Group Worker is responsible for the security, conduct, discipline and the counseling of children. In essence,

he has total program responsibility. Eight of the full time Group Workers have college degrees, one is expected to complete his degree requirements within the next year. Newly employed Group Workers are given 40 to 80 hours of on-the-job training before receiving a regular assignment.

In general, the Group Workers are friendly, understanding and have good rapport with children. Conduct with the children would be a credit to any public school in the country, yet the informality and friendly relationship between the staff and the children is noteworthy.

PROGRAM

The program differs very little from many training school programs. For five days a week academic studies are conducted in the octagonal education center. The one-room concept is utilized and instruction is given from grades 1 through 12. Teachers and Group Workers, listed as Teacher's Aides when so employed, circulate and give children individual attention when needed. Some group instruction is provided when subjects of general interest are discussed.

Religious services are provided on Sundays and the usual recreation activities are provided when children aren't in school. A junior sized gymnasium is a part of the institution and the athletic participation is required during the school hours. During free period use of the gym or outside recreation areas is optional. One of the more popular activities is the hobby shop, although at present no qualified instructor is available. Pottery making appears to attract the most interest. Equipment is ample with a kiln to fire pottery after molding. Television is also a popular leisure time activity.

The use of volunteers has begun to offer a program supplement in specific areas such as arts and crafts. Plans are being implemented to expand the use of volunteers.

Visiting takes place on Wednesday evening only in the chapel. The facility is attractive, and the informal grouping of the chairs and tables adds to the relaxed atmosphere. The room has a warm and quiet dignity which would lend itself for use as a juvenile court room. The reason for restricting visiting hours to Wednesday is obscure. It appears to be a negative factor in fostering family relationships. After discussion with the Superintendent, it appears that the visiting hours have been designed for the convenience of staff and to maintain maximum control and observation during visiting periods.

Letter writing is encouraged, but incoming and outgoing mail is censored. This is a practice which has been discontinued in many adult facilities and most juvenile institutions. The practice of censoring mail, "an invasion of privacy," may have Constitutional ramifications. The use of telephone is permitted when a special need arises, but it is not routinely approved. Smoking is not permitted by any of the residents, and smoking by staff is not permitted except in the staff lounge.

Discipline is handled by the shift supervisor, but a written report must be submitted to the Superintendent. The usual punishment is early bedtime. If a resident is confined to his room during mealtime, his meal is brought to him. There are two isolation rooms in each wing which appear to be seldom used. They are smaller than the usual room, but they do not contain plumbing except for an emergency drain in the floor. A toilet is located between the

double doors, but it is not accessible to the occupants of the rooms unless an employee is available to supervise.

A clothing room is available to each wing. Children undress in the clothing room and receive and must wear pajamas while in their rooms for the night. This is a security measure, a carry over from training schools, which seems to be unnecessary.

Segregation by sex is not practiced anywhere except in the housing and sleeping areas. Boys and girls are free to select their own companions at meals, classes and other program activities. Regimentation is held to a minimum.

YOUTH HOME INTAKE

Criteria for intake at the Youth Home is explained in a memorandum prepared by the Department of Corrections. See Appendix D. The memorandum is overly long and somewhat obscure. It seems to indulge itself in useless rhetoric. It is not surprising that it is widely misunderstood by juvenile officers throughout the county.

Where a child is under court supervision, if he is arrested the police contact the Youth Home. The staff makes the decision on detention. The procedure requires that the police officer first contact a probation officer who will make a decision as to whether or not detention is necessary. If a Probation Officer is not available, the shift supervisor at the Youth Home must be contacted first by telephone. He is solely responsible for the decision. If he agrees with the officer, the child is brought to the home for detention. The exception is when a warrant is issued, in which case the order of the court is followed.

The law requires that the court hold a detention hearing within 36 hours after the initial detention, exclusive of Sundays and holidays. In DuPage County, detention hearings are scheduled each weekday morning. The Superintendent estimates that one-third are released at the court hearing.

Preliminary assessment of detention admissions is primarily the responsibility of the Intake Division in the Probation Office. Some data and information is available to the court in making this initial determination.

RECORDS AND COMMUNICATION

Records kept on each child contain a face sheet and occasionally some description of his behavior or stay in detention. There is no systematized policy for the kind of material that is to be contained in records.

Communication between shifts is on a personal conversational basis; there is no policy or means to communicate on a formal basis between shifts and different personnel.

Reports concerning each child are not routinely done and forwarded to the Probation Office.

As previously stated, a report is required when discipline is used or there is a specific unusual incident involving a particular child. Information concerning the routine psychological assessment done on each child is available to group-work staff.

POPULATION, SPACE AND RESOURCE UTILIZATION

Special Note: During the survey team's visit, figures for the first eight months operation were available. Conclusions regarding the meaning of these figures are projected to estimated annual utilization.

During NCCD's visit the population consisted of 11 boys and 9 girls. All were white and ranged in age from 11 to 17. Since DuPage County has few minority members, it is not unusual that all Youth Home residents are white. The Superintendent stated that there had been six non-whites detained in the history of the institution--3 Mexican and 3 black.

Classified by delinquency, it would appear that only 3 were detained for offenses that would be criminal if they were adult. One 15-year-old was awaiting trial for homicide along with his 11-year-old accomplice. One other boy, by his own admission, had committed a number of burglaries. Most of the girls were runaways and the boys were either runaways or probation violators. Most of the residents were awaiting disposition, and some were detained awaiting placement in foster homes or private institutions. The longest period that any child was detained was six months--an 11-year-old boy whom the department had difficulty placing. Most of the children have experimented with drugs, but only 3 since opening were classified as addicts.

As an example of the real necessity for a detention center in DuPage County, only 3 of those detained since the home opened were sent to the Department of Corrections. Two were chronic runaways and the other had committed a series of burglaries.

Table 19 describes population and use of the DuPage County Youth Home. The average daily population is calculated at 15.38. Figures were projected for 1972 from the first eight months experience.

Although the facility has 30 beds, this is no measure of its capacity. The true capacity of this facility has an upward limit of 30 per day or as many as 900 per month at one day apiece. It must be remembered that capacity is defined as a function of space available times the rate of turnover. The established historical turnover of this facility is 2. Capacity, therefore, is 60 clients per month.

Although Table 19 is self explanatory, one point is notable. It is the client days per month. The average comes to 444 client days of usage over the period. The total client days available reflects a 50.7 per cent rate of non-use of the facility, or less than half capacity.

For current usage the home is much too large. Optimum size can be calculated by a position distribution as seen in Table 20 and 21. For our purpose a period of time was picked that would allow easy calculation. This time period was one week. We know from information available that the facility was used by 265 youth over an 8-month period. This is equal to a rate of 33 per month and an average rate of 8 per week.

In the equation $P(x) = \frac{e^{-m} m^x}{x!}$ $m = 8$, $x = 1, 2, \dots, 21$ with the result shown graphically in Table 20.

TABLE 19
JUVENILE DETENTION HOME STATISTICS

	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	TOTAL	PROJ. 1972
Child Care Days	26	437	401	484	589	540	372	341	390	3,554	4,727
No. of Calendar Days	2	29	31	30	31	30	31	31	30	243	365
Ave. Length of Stay		16	16	16	12	22	17	15	9		
Ave. Daily Population		16	13	16	19	18	12	11	13		
Ave. Age		15	15	15	15	15	15	15	15		
Admissions Per Month		41	29	36	48	25	30	24	32	265	352

The X axis is defined as clients entering the facility and the Y axis is the probability, in per cent, of what number will be entering the facility. For example, there is a 13.98 per cent chance that exactly 7 or 8 clients will enter the facility, while there is about a 1 per cent chance of 15 clients entering the facility within one week.

A better example of the poisson distribution is seen when cumulative per cents are utilized. Table 21 demonstrates this point. This graph is read in the same manner as Table 20. For example, there is an 80 per cent probability that total clients received in one week will be ten or less while there is almost a 100 per cent probability that not more than 15 clients will enter the facility. Another way to interpret the graph would be that there is a .83 per cent probability that more than 15 would need incarceration.

What the calculation in the poisson distribution indicates is that the outside maximum room space should have been 22 rather than 30. This is based on existing practice and does not take into account other means or programs designed to handle most of the youths currently being incarcerated.

Another additional factor is the type of offense and reason for incarceration. This is demonstrated by Table 22 which shows the reason for incarceration, the number by month and the totals.

Although no data is available for the length of stay for each offense category, the greatest majority of cases appear confined for reasons other than clear danger to society. The collective decision or reason for confinement is such that not all persons confined require confinement. This decision has great impact on the needed size of the facility.

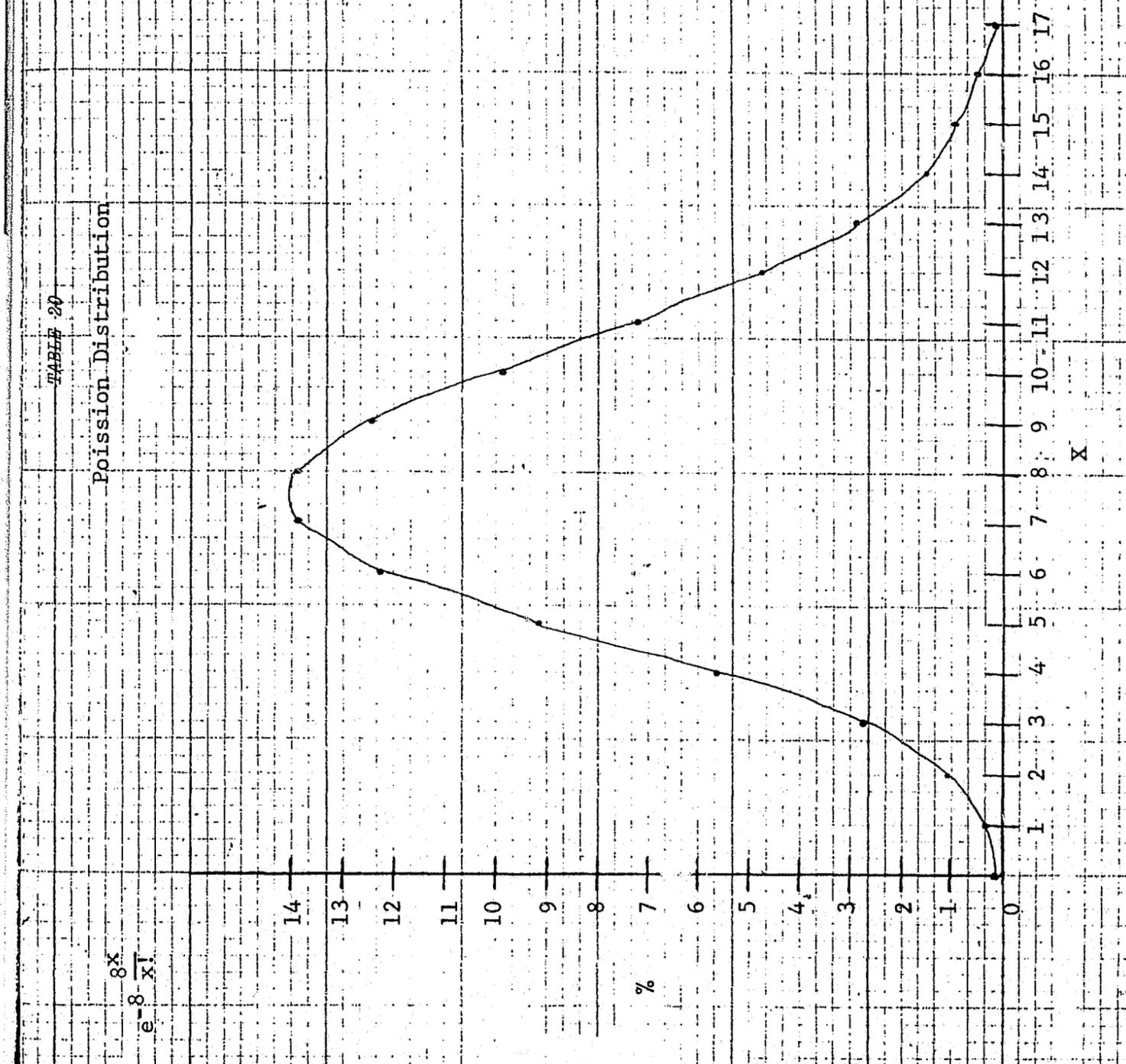


TABLE 21

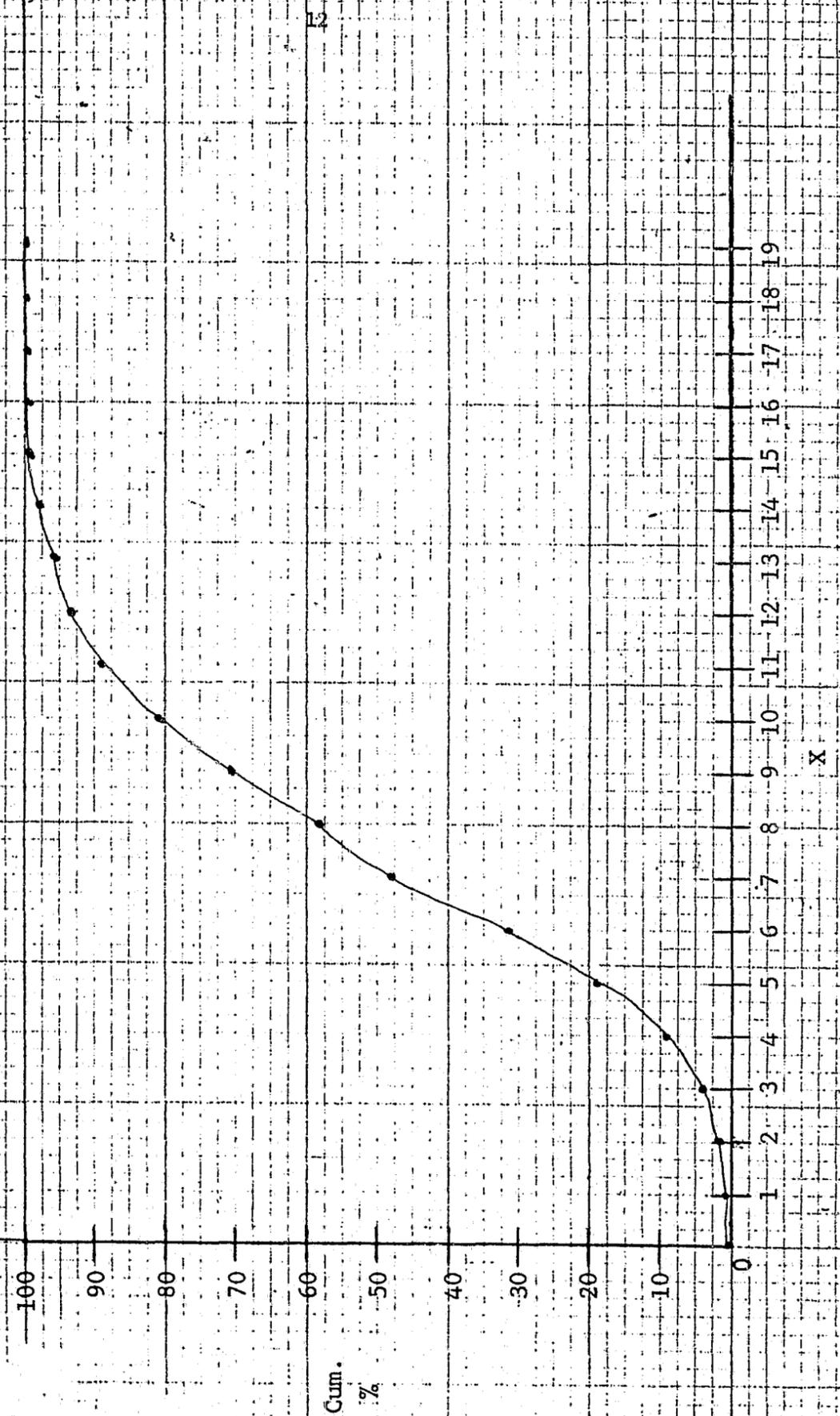


TABLE 22
CLASSIFICATION OF JUVENILE RETAINED IN YOUTH HOME

	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	TOTAL
Runaway	15	9	12	11	13	4	7	7	78
Robbery	-	-	1	-	-	-	-	-	1
B & E	3	-	-	-	-	1	-	-	4
Prob. Vio.	1	2	-	2	3	1	-	-	9
Drugs	-	-	-	-	-	-	-	-	-
Auto Theft	-	-	-	-	-	-	-	-	-
Incorrigible	1	2	1	1	1	-	-	-	6
Prob. Officer	8	6	8	9	1	7	5	8	52
Juv. Warrant	7	9	10	12	4	10	9	11	72
Dev. Sex Cond.	-	-	-	1	-	-	-	-	1
Foster Home	1	1	-	1	-	-	-	-	3
Vandalism	-	-	-	-	-	-	-	-	-
Burglary	1	-	-	-	-	-	-	-	1
Disord. Cond.	1	-	-	-	-	-	-	-	1
Danger to self	1	-	-	-	-	-	-	-	1
Att. Suicide	1	-	1	-	-	-	-	-	2
Court Order	-	-	3	6	3	-	1	-	13
Hold Over	-	-	-	4	-	5	2	4	15
Mins.	-	-	-	1	-	-	-	-	1
Murder	-	-	-	-	-	2	-	-	2
Reckless Homicide	-	-	-	-	-	-	-	1	1
Protective Custody	-	-	-	-	-	-	-	1	1
Theft & Shoplifting	1	-	-	-	-	-	-	-	1
Total	41	29	36	48	25	30	24	32	265

COST OF OPERATING THE YOUTH HOME

As presented under the analysis of budget information and utilization contained elsewhere in this report, the cost of operating the Youth Home comes to an estimated total of \$604,543. This figure includes all cost of personnel, utilities, supplies, depreciation of the facility (20 year, straight line) and administrative costs. The approved operating budget of the Youth Home for the fiscal year 1973 is \$480,367. (These figures are not impeccable, but are sufficient for our rationale).

Costs per child care day are easily found. From Table 19 we know the projected number of child care days equals 4,727. This figure is divided into the total cost of operation

$$\text{Cost/child care day} = \frac{\$480,000}{4,727 \text{ Child care days}} = \$101.54 \text{ child care day}$$

Since it has been stated that the effective utilization of this facility is less than 50 per cent, a way to reduce the individual cost would be to make maximum use of the facility. If this were the case, the following process would occur to estimate cost per child care under 100 per cent utilization:

$$365 \text{ days/year} \times 30 \text{ child care days} = 10,950 \text{ child care days per year}$$

$$\text{Cost/child care day by } \frac{\$480,000}{10,950} = \$43.84/\text{child care day}$$

Even under maximum utilization, the cost per child care day is extremely high. In 1966, NCCD, in making a survey for the President's Commission on Law Enforcement and Administration of Justice, found that the average cost of juvenile detention in the United States was \$11.15 per day. Allowing 10 per cent per year for inflation, the average daily cost would now be \$17.75 per day. In other jurisdictions, enlightened, progressive detention programs

are in effect which cost between \$25 and \$35 per day. Under any circumstances, the operation of juvenile detention facilities is expensive.

RECOMMENDATIONS

1. Establish a shifting pattern which uses total staff--full time and part time--on a regular basis.

DISCUSSION: There are essentially two programs in detention at the present time--one which full time staff operates and another which part time staff operates. This makes program continuity difficult, diminishes supervisory and training opportunities for staff and is artificial. This staffing pattern arose for the convenience of the full time staff. It does not offer maximum leadership and impact on the program. Full utilization of entire existing staff could be made with some cost savings.

2. Implement new visiting hours which should be 8:30 a.m. to 8:30 p.m., seven days a week. Any parent should be allowed to visit within the first 24 hours at any time.

DISCUSSION: Children are detained because of communication and relationship breakdown with parents. Maximize the opportunity to repair these relationships by making visiting hours convenient, and encourage their use.

Visiting is stifled when all of the children are visiting their parents within the confines of a single room during a specified period of time. Intimate and personal communication between parents and their children cannot take place in this environment

even though the room be quiet and dignified. There is sufficient staff on duty at all times to allow parents to visit within the confines of the detention home with little interruption to program. Some attention may need to be given to contraband and rules established to prevent it entering the detention home. Problems in this area are minimal and can be controlled.

3. Stop immediately the routine censoring of mail.

DISCUSSION: Mail can be given a cursory examination for contraband.

4. Rewrite the present memorandum dealing with intake and criteria for detention use.

DISCUSSION: Although it contains a statement of good practice and covers the essential elements in the decision making process, it is difficult to read.

5. Stop making use of pajamas mandatory.

DISCUSSION: Dressing and undressing in front of other children are things which some teenagers find embarrassing and objectionable. If pajamas are to be used, make them available in the room and let the child use them if he so wishes, in private. We further add that if a child wants to sleep with his clothes on or no clothes at all he should be allowed to do so.

6. Policy guidelines need to be established for the intent, purpose, quality and quantity of probation officer contacts with children in custody.

DISCUSSION: Children in custody should receive number one priority as far as the effort of the Probation Office is concerned. It is

an opportune time for quality crisis intervention and should be maximized. It not only has a desirable social result, but there is considerable saving in cost as it reduces child care days.

Further, children in crisis are extremely anxious and need to be involved in the decision making process concerning their own future.

It serves no useful purpose to keep a child uninformed about what is going to happen to him. Anxiety at uncontrolled levels creates behavior and discipline problems within the detention home.

7. Develop a communication policy between the DuPage County Youth Home and the Probation Office.

DISCUSSION: Out of sight, out of mind just won't do when children are being incarcerated. There needs to be a useful flow of information between both divisions in the Probation Office. They have mutually valuable information to share with each other which has direct program implications for each. A regular system of reporting and informal communication needs to be devised and implemented between the respective staffs.

8. A systemized way of internal communication and reporting needs to be implemented with the operation of the DuPage County Youth Home.

DISCUSSION: Operating a 24-hour a day facility with three separate shifts and relying on informal communication to maintain program continuity is risky. A detention log should be established in a central place and a brief summary entry made by each shift as to important and unusual happenings on the shift, group tone, any special or significant behavior incidents. The superintendent

and supervisors can use it to convey special instructions and to get an idea of activities when not physically on the premises. It also can be used by probation officers and group workers to convey information to each other. Special diagnostic questions or behavior observations useful in case assessment should be shared in the detention log. It should also include releases, admissions, any observations of illness, and the like.

Each child should have an individual file and record which tells in concise language pertinent factors in his stay in detention. The material should be attached to the case file in an organized manner, so that it is easily accessible to one looking for a specific piece of information. The file should contain a short, one-or two-sentence paragraph that describes in vignette form the child's behavior and adjustment on a particular shift. Each shift should designate a person or persons to dictate this short report. Further, it should contain copies of diagnostic information and psychological assessments and offer a focal point for communication between the Probation Office and Group Work staff concerning a particular child.

9. The practice of detaining children in lieu of a placement resource should cease immediately.

DISCUSSION: Although we recognize that some children who are appropriately detained are extremely difficult to place, ideally the placement should take place immediately or as soon as possible after the court disposition hearing. For example, we were informed that one 11-year-old boy was difficult to place and had been detained approximately six months. There are many private institutions where this is the average length

of stay. For any child waiting to find out what will happen to him, six months is dead time.

We suggest that administrative review be held on any child who is detained more than 45 days. If there is no resource in the immediate future, the child should be brought back to court and released from detention.

Long stays in detention awaiting placement are defacto being sentenced to detention for correctional purposes and are damaging.

10. Stop the practice of routine psychological evaluations for all children coming into detention.

DISCUSSION: This practice is unnecessary. It is not good use of financial resources in terms of department priorities. NCCD estimates less than 5 per cent of the children admitted to detention actually require that kind of specialized testing and evaluation.

Probation officers by the use of interview and collateral contacts should be able to develop competent diagnostic material sufficient for use in this process. Group work staff also have a diagnostic responsibility in terms of assessing the child's behavior.

SPECIAL RECOMMENDATIONS

INTRODUCTION: It is NCCD's judgment that utilization of an existing and very expensive resource--the DuPage County Youth Home--is of high priority. In making these recommendations we have examined resource needs within the Probation Office and the community. We gave attention to those resources

where heavy expenditures are already being made out of the Probation Office budget. Three areas emerge: First, admissions to the Youth Home itself; second, a large number of children (67 in 1971 and 58 projected for 1972) who are placed in private institutions. The County must bear the burden for purchase of their care.² The third area is the number of delinquent children and minors in need of supervision who are currently in foster care. Recognizing that previous recommendations have addressed the foster care issue, in a small number of cases it still could be considered a treatment of choice.

The structure of the facility itself, with program and administrative integrity, does lend itself to sufficient separation for administering a dual program. Intensive training for selective staff would be required as well as possibly an extra school teacher. By shifting priorities within the Youth Home budget itself, full capacity utilization could be realized without the expenditure of additional revenues.

There is currently a contract between the probation office and the Sunny Ridge Home for Children to provide six shelter care beds. An increased use of shelter care would tend to cut down on the detention population and offer further flexibility in the utilization of the Youth Home budget.

RECOMMENDATIONS

1. Design and implement, as soon as practical (3 to 6 months, but no later than January 1, 1974) a coeducational day care program to run conjointly with the existing daytime and evening activities within the program area of detention.

PROGRAM DESIGN

With the number of children currently in private institutions, it is reasonable to assume that many of them could remain in their own homes if a sound day care program were instituted. This offers sufficient structure similar to that in private institutions but would alleviate the cost by having the child remain and live in his own home. With the addition of a teacher, teaching assistant and volunteers, the existing daytime and evening activities could be expanded sufficiently to meet individual educational needs of day care children.

Re-alignment and retraining of existing group work staff to a level of competence and more sophisticated group work techniques would provide an added emphasis in the program. It would still offer sufficient numbers of staff on duty during the hours of the day care program to insure security.

Further, we would suggest that the program run from 9:00 a.m. to 9:00 p.m. This would offer an opportunity for group therapy with day care students and their parents during the evening (6:00 to 9:00 p.m.). Groups of children, groups of families, families as groups are a few of the many possible combinations that could be explored.

A transportation arrangement and/or the purchase of a vehicle (van/bus) might be needed to assure proper accessibility by some students.

The natural separation within the structure itself is in sleeping and living areas. It should be understood that day care children do not enter these areas, but share only the program areas, such as cafeteria, schoolroom, etc.

Although not the most desirable, by individual attention and breaking into sub-groups, the educational needs of children actually there for detention purposes could still be addressed. The day care group should offer program stability that might act as a model for the control of behavior of other residents. There is sufficient security within the entire structure of the building so that bringing children in and out of the program should not be an insurmountable problem. Sufficient office space and rooms already exist where group therapy or discussion could take place.

A rough working draft of a proposed program called "Project Economy" was shared with us. Some of the thrust and ideas of this program are directed at the population we are speaking about. Although day care should never be a substitute for good probation services, we are talking about an added population of no more than 15 to 20 children.

Day care could run conjointly with probation service and offer an opportunity to work and deal effectively with high risk children. Because of the efforts already being made, we would suggest that the supervisor from the Juvenile Division, Intake Division, and Detention Home Superintendent be heavily involved in the planning. Because it is closely aligned with the probation function, the supervisor in the Juvenile Division could be considered as the Program Director and the one responsible for it.

RECOMMENDATIONS

1. Extend the functional legal limits of the institution to include such non-premise services such as shelter care.

DISCUSSION: In most states it is legally possible to extend the boundaries of the institution in a legal fashion. For example,

most prisons have honor farms or forestry camps. They are sometimes referred to as an annex, but they supply a different function than the parent institution itself.

There is existing flexibility within the Youth Home budget that by re-establishing priorities, a system of shelter care homes and/or expanded use of the contract with Sunny Ridge Home for Children could be funded from this source. This would have the effect of offering a workable alternative to admission for "detention care" at the Youth Home. If the average daily population for "detention care" could be cut by one-third, it would offer the opportunity for a re-alignment of staff priorities to other duties within the probation office, especially in the area of service to juvenile offenders and intake.

Because the functional responsibility for shelter care belongs to the Illinois Department of Children and Family Services, planning for this alternative should be done conjointly with them. They also have an access to certain federal funds under the Social Security Act which might partially be used to provide shelter care service.

Special Note: Because of their importance, the Illinois State Department of NCCD and NCCD's regional office in Chicago are at the disposal of DuPage County for planning and implementation of the above recommendations.

SHELTER CARE

The DuPage County Probation office currently has a contract with Sunny Ridge Home for Children to provide six beds for their use. The Women's and Children's Division use temporary foster care, which we would label as shelter care. It is short term, crisis-oriented and used from the time a child is taken into custody until a disposition is made of his case. Little or no shelter care is provided by the Illinois Department of Children and Family Service.

Sunny Ridge, located in a fairy book country estate located in a wealthy suburban area, has a capacity of 44 resident children. DuPage County Probation service contracts for a total of six beds--4 male and 2 female-- at a monthly cost of \$2,850. Additional beds and services can be provided, when vacancies are available, at \$16 per day per child. Including the six beds on contract, the average population paid for by the DuPage County Probation Office is eight.

Children of all ages are accepted; however, the preference is for adolescents.

The following criteria generally governs admission:

- 1) Children needing custodial restraint will not be accepted (there are no locks, fences, or other restraining devices).
- 2) No children are accepted that have a history of assaultive behavior.
- 3) No psychotic children are admitted.
- 4) Children are not admitted who have serious, chronic medical problems, such as drug abuse, epilepsy or diabetes or any other medical condition that requires daily care.

There is no prohibition otherwise about the type or severity of behavior.

The Sunny Ridge facility caters to the following clients: adolescents through high school who are delinquent or pre-delinquent; emergency shelter care with a 60-day limitation; day care programs; and foster care.

The program centers around intensive individual counseling and treatment-oriented group programs. Diagnostic and casework services are preferred as well as foster care. The children attend public school.

The staff, in addition to the superintendent, includes one psychiatrist three hours per week, a supervisor of social workers (MSW), 2 social workers (BA), a supervisor of child care workers (MA), a supervisor of child care workers (BA), 14 child care workers, and 5 maintenance workers.

The general mission of the children's home is to provide intensive treatment and diagnostic services on a short range basis for children in trouble. As a general rule, a child's residence at the home is limited to one year. Most are placed in foster homes or other facilities within 60 days.

RECOMMENDATIONS

1. Use of this facility should be expanded.

DISCUSSION: Although the full responsibility should be shifted to the Department of Children and Family Services, in the interim an inter-agency agreement should be instituted to allow for joint funding and responsibility. As previously noted, it might well be a legal extension of the DuPage County Youth Home.

2. Expand shelter care as an alternative to detention for not only dependent and neglected children, but minors in need of supervision, and delinquents as well.

DISCUSSION: As stated, the cost of Sunny Ridge is \$16 per day or roughly one-eighth of the cost at the DuPage County Youth Home. The cost of using shelter care and private homes (temporary foster homes) is even lower. The major reason for using this alternative is that it is more constructive for the welfare of the children served.

9. JAIL

INTRODUCTION

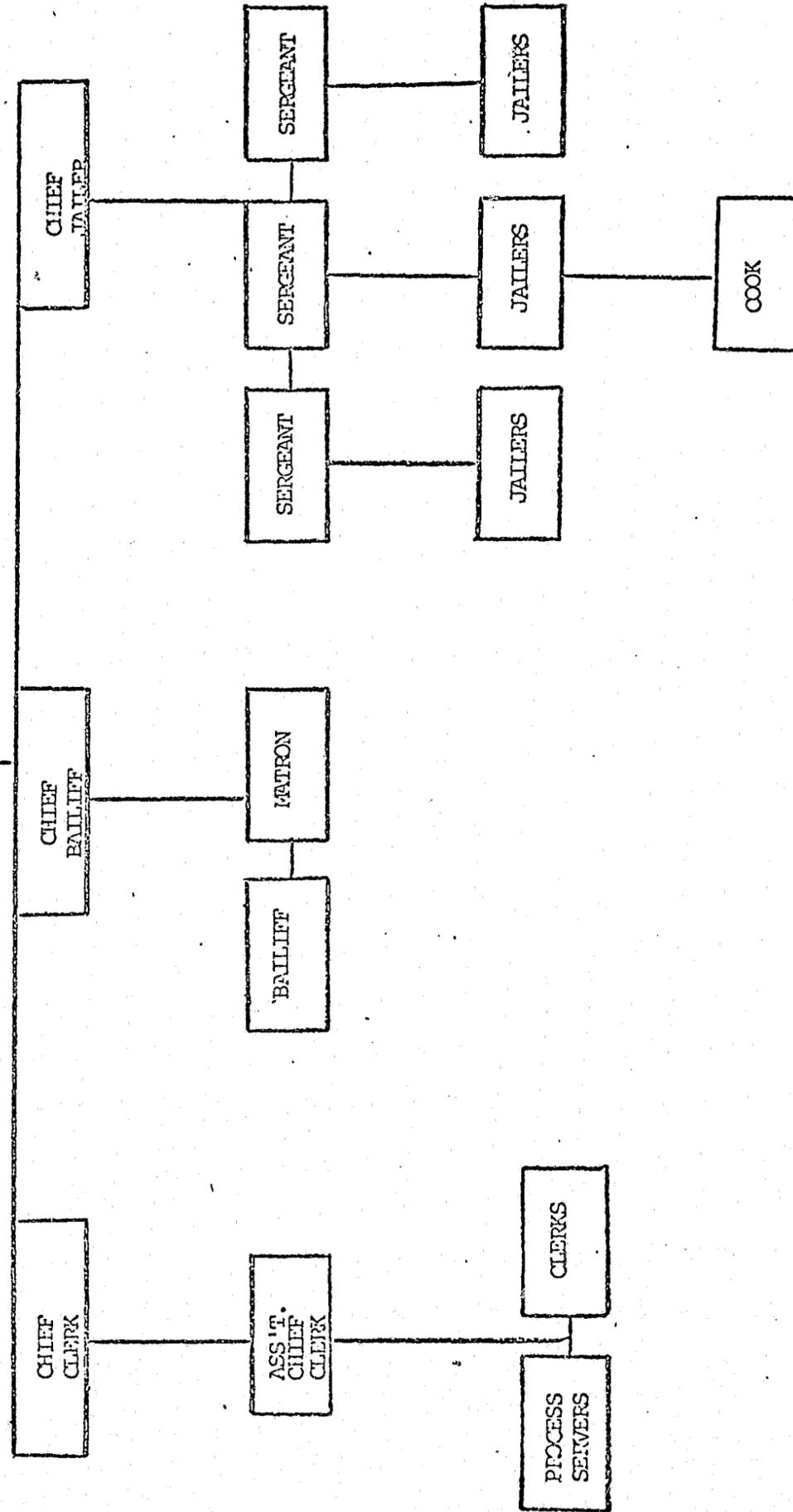
Although not within the scope of the Probation Office administration, major jails are heavily involved in the intake process in the criminal justice system. Because the workings of the jail have a direct relationship with the workload of the Probation Office and the jail is the detention facility for adults, this survey encompasses that service.

The jail is administered by Mr. Daniel Mitchell, Administrative Assistant to the Sheriff in charge of the civil section and jail. See organization chart, Table 23. Mr. Mitchell takes an active part in the jail operations and appears to be accepted and liked by all personnel. The chief jailer is active and in constant contact with his jailers. He is qualified through his experience but has limited academic background. Because of his interest, he has taken considerable pains to educate himself about jail operations, confinement and rehabilitation. He is knowledgeable and interested and among the more qualified persons NCCD has encountered during numerous inspections of county jails throughout the country.

It is commendable that, in NCCD's judgment, DuPage County has one of the best run jails it has been our privilege to inspect. The facility has a capacity of 101. On the day of our visit it had a total of 46 inmates. Of these 9 were sentenced and 37, including one female, were unsentenced. The population appears to go up each week-end due to the current popularity with judges of week-end sentences. Most who serve time on week-ends are sentenced for multiple traffic offenses and other misdemeanor charges.

DU PAGE COUNTY SHERIFF'S OFFICE

CIVIL SECTION AND JAIL STAFF ORGANIZATIONAL CHART



Although one may argue that week-enders are being unnecessarily punished, it is obvious that the sentence is strictly punitive, that there is some rationale for the program. First, it satisfies the public's desire for punishment without the offender losing his job and contact with his family. Second, it may have some dubious deterrent value, especially as it relates to the individual committing the offenses. Third, for those who consistently violate on week-ends due to the injudicious use of alcohol and other drugs, it removes them from their associates who have a tendency to have a corrupting influence at a time when they have the leisure time and the money to seek out various temptations.

Week-end incarceration is a common practice in DuPage County, and certainly is an improvement over straight sentence or even a work release program which is even more counter-productive for misdemeanants. It does give the violator an opportunity to pay fines, court costs, and restitution without undue hardship.

Staff complement in the jail is 24: one chief jailer, three sergeants (shift supervisors), one full time cook and one relief cook (both women), and 18 jailers. Coverage is more than ample since the ratio of personnel to inmates is 1:2; a most unusual circumstance for county jails. Although we did not have the opportunity to examine the records, both Mr. Mitchell and the chief jailer state that the population averaged approximately 45 in 1972. This is a considerable decrease from 1971 when the population of county prisoners averaged 73. The official explanation for the drop is the fact that DuPage no longer accepts federal prisoners, and the rise in probation, especially instantter probation for misdemeanants.

Present policy of not accepting federal prisoners awaiting trial would have no effect on population of county prisoners, since the 1971 average of 73 did not include a consideration of number of federal prisoners. The policy of not accepting federal prisoners came about as a result of charges against the sheriff for discriminating in favor of federal prisoners; i.e., that federal prisoners were given special treatment and innumerable favors such as special food, extra visits and even conjugal visits.

A grand jury was empaneled which investigated the charges. During the investigation, the Bureau of Prisons suspended the contract with the jail for housing federal prisoners. The jury found no evidence of favoritism and exonerated the sheriff. However, in view of the problems and the publicity, the sheriff elected not to renew his contract with the Bureau of Prisons.

The practice of instant probation has caused some concern among the DuPage County Probation Office. It certainly does present some risk; however, it is clear that instant probation has resulted in fewer adults being detained and certainly speeds up the court process. From this viewpoint, it would appear to have considerable merit and perhaps should be increased rather than reduced.

PHYSICAL PLANT AND OPERATION

The DuPage County Jail, while not new, is certainly not obsolete when compared to other county jail facilities. The building was completed in 1958 and houses the sheriff's law enforcement activities and the Civil Division as well as the jail. The building is in an excellent state of repair and the jail shows constant maintenance. The entire jail unit is clean and attractively painted. Of special note is that there is absolutely no graffiti on the walls or furniture.

Mattresses, sheets, pillow cases and towels are furnished to all prisoners. Socks and underwear are laundered when each new commitment is checked into the facility. Coveralls are furnished. Outer garments that are personal property may be sent to the cleaners or laundry at the inmate's expense.

The food appears nutritious, adequate, and well prepared by the female cook assisted by several trustees. Kitchen equipment is institutional type made of stainless steel and is modern in every respect. Sanitation in the kitchen was excellent.

Security and supervision are above average. Prisoners are brought into the facility via a garage with an electric door. After the door is closed behind the vehicle, the prisoners are unloaded, cuffs removed and they are escorted to the receiving area where prisoners are stripped, searched, showered, mugged, given a receipt for personal belongings, dressed in coveralls, given a brief orientation on rules and escorted to their cells. There are closed circuit TV corridor monitors in addition to patrols by jailers.

PERSONNEL AND TRAINING

Jail personnel have not been included in the sheriff's merit commission, which enforces qualification and insures job tenure and merit salary increases. Salaries have also been about \$100 less for special deputies (jailers) than for regular deputies. New state legislation has required that jailers be elevated to the same rank and be classified as regular deputies, which should improve morale and provide better opportunities to employ qualified people.

There is one female deputy employed as a jailer. She draws the salary of a bailiff--\$565--compared with the special deputy's salary of \$625. It was

explained that since she is a retired policewoman from Chicago drawing a pension that the salary was adequate for her needs.

All special deputies now receive at least a minimum amount of correctional training, which includes on the job as well as study courses and selected short courses and seminars.

Since the construction of the DuPage County Youth Home no juveniles have been confined in the county jail.

RECOMMENDATIONS

1. Present cell space is more than adequate and should be ample for DuPage County in the foreseeable future. Even if the county population doubles in line with the present predictions, it would be a waste of taxpayers' money to seriously consider building a new jail facility.

DISCUSSION: The present program, while somewhat inadequate in the area of outdoor recreation space, does seem to be sufficient considering the type of prisoners and the length of stay.

Sentenced prisoners equal one-fourth of the population and those awaiting court action seldom remain over two weeks. There is adequate recreation, since TV and ample reading material are furnished. A self-study vocational program is also being instituted, and a circulating library of 2,000 volumes is provided by the Wheaton City Library.

Present program can be enriched by cooperative program planning with the DuPage County Probation Office. For sentenced prisoners, work release and other program innovations could be used.

Further, with the use of volunteers programs, enrichment could be brought to the jail from the outside. It could include such things as counseling, job finding, and the like.

INTRODUCTION

Because it is the major decision-making point in the criminal justice system, the operation and the courts will be discussed briefly in this survey. According to Illinois statute, the chief judge has administrative responsibilities that include hiring and firing the Director of Court Services and the Chief Probation Officer. Implicit in this role is one of having input into broad policy of the probation office and its operation. He is an elected official whose responsibility is, in the broadest sense, to assure the public that adequate probation services exist. Although it is an awkward role for a jurist, it is not an impossible one. The concept of having probation services administered on a statewide level does address the situation somewhat. We must point out that courts and judges' positions have been of a limited administrative role since early times.

SPACE NEEDS

As the "Report" of the Chief Judge's Committee on Courts in DuPage County, 1972, points out, courtroom space in DuPage County is currently a serious problem (the report is not included in the Appendix because of its length, but it is available). We are concerned about this issue because inadequate facilities for judges has a tendency to slow down the criminal process. Justice delayed is justice denied.

It was reported to us that judges often have to shop around for courtroom space in which to hear cases. This includes circuit as well as associate judges. Often matters are heard in chambers which more appropriately should be in court. That this works at all is a credit to the dedication and cooperation of the judges themselves.

The juvenile courtroom appears to be a large lecture hall which was redesigned to hear traffic cases. It is laid out in such a manner that there is no room for warmth or intimacy of judicial approach to serious family problems. There is a large "goldfish bowl" which is supposed to provide some measure of security for children who are in detention or are awaiting detention hearings. Hearings are semi-private, often with the participants practically resting their chins on the judge's bench. There is a great deal of confusion because clients, attorneys and some limited on-lookers are entering and leaving the courtroom, having conferences, talking with each other, or conferring with probation officers. There is no usable waiting room space adjacent to the courtroom.

The juvenile judge is to be commended for his excellent attention to legal detail and the care he exercises in advising people of their rights and alternatives. He does tend to put himself in the role of super caseworker.

There appears to be adequate personnel to serve the needs of the juvenile court during the hearing process, and records are kept of all hearings. A bailiff, clerk and matron also aid in the orderly flow of cases. The court call appears to be set on a first come, first serve basis which tends to maximize the number of people waiting in the courtroom for their cases to be heard.

As alternate juvenile court space, the chapel visiting room at the DuPage County Youth Home could be used for juvenile court. There is sufficient office space for the judge and his staff, state attorney, public defender and Probation Office. Some remodeling would have to be done to provide adequate waiting room space and it would require careful scheduling. It would probably necessitate adding another receptionist.

RECOMMENDATIONS

1. Space needs of the judiciary need immediate attention.

DISCUSSION: Although the county has taken some initiative in that direction, space needs of the judiciary are an acute problem.

The Probation Office is committed to moving to quarters in close proximity of the courthouse. Part of this space could be used to develop a juvenile courtroom more in keeping with the needs and operation of that court than at present. It should be designed as a small courtroom and have a generous waiting room. The present space used by the Juvenile court, with slight modification, could be used for general trial work--only a partial solution.

2. Case scheduling in the criminal and juvenile dockets should take into account the time expectations of the probation officer.

DISCUSSION: The amount of time spent by probation officers in all divisions cuts sharply into their effectiveness in contacting probationers. It is possible, especially in the juvenile court area, to schedule cases so that probation officers appear in court at a particular time for more productive operation.

Further, scheduling in the Misdemeanant and General Divisions of the Circuit Court could achieve the same results.

11. DOMESTIC RELATIONS

According to the "Report of the Chief Judges Committee on Courts, DuPage County, Illinois, 1972," there were 1,761 divorce cases filed in DuPage County. We have no data available on the 1972 caseload. Of this there were 1,455 decrees granted. The number of divorce cases has more than doubled since 1965. In 1971 divorce cases constituted 56 per cent of all cases filed in the General Division of the Circuit Court.

Because of the nature and growth of population in DuPage County, the divorce rate can be expected to grow in a disproportionate manner to the population itself. We further can assume that citizens of DuPage County are somewhat enlightened, are generally better educated.

Other jurisdictions have demonstrated that a sound service in the domestic relations area can benefit not only the inherent social good, but also save court time. It does not come directly under traditional probation services, but under the general "court services." Other jurisdictions have found, for example, that in divorce custody disputes, if the proper investigatory process is used, the matter can be resolved about 85 per cent of the time before or in lieu of a custody battle in court. Further, some jurisdictions have experienced that people who apply for conciliation can resolve differences to a sufficient point where reconciliation can be accomplished. If it is not, there is usually general agreement around such issues as custody, property, relationship with the children and the like.

RECOMMENDATIONS

1. DuPage County needs to plan, develop and implement domestic relations services within a period of a year to eighteen months.

DISCUSSION: This could be administered as part of the Probation Office. As an alternate, it could be a separate service department to the court under the Chief Judge, or a Circuit or associate judge designated by him.

The services should include conciliation, adoption consent, adoption investigations, custody investigations, commitment of the mentally ill and mentally deficient. In planning and implementing this service it is highly essential to obtain trained, well-qualified professional staff. Some states have mandatory statutory provisions outlining minimum requirements. It is our judgment that the minimum hiring requirement should be a Master's degree in Social Work or Psychology and at least three to five years of clinical experience. We recognize that this may require a statutory change in Illinois. Oregon and California have excellent statutes, although there are many other fine examples.

12. SUPPORT SERVICESINTRODUCTION

Support services are the policies, management, effort and personnel that are the "grease and muscle" in a healthy organization. They enable professional staff to concentrate on the duties for which they are trained and responsible, and facilitate the relationship and work of a probation officer with his probationer. Support services are often held as a secondary priority. In many systems, they are patched together to meet an existing need, with no overall plan toward the comprehensive use or what is really necessary to accomplish given tasks. This tire-patch approach to support services wastes manpower, not only of the probation officer, but of those who are trying to provide the support service itself. Although we have mentioned in previous chapters some of the issues, the problem is so acute that it will be revised in context of this chapter.

CLERICAL SERVICES

Clerical services are usually organized in one of three ways: centralized, de-centralized or a sliding combination of each. Function, responsibility, leadership and supervision are almost totally lacking and there are no administrative guidelines to clarify the mission and purpose of this function.

Each unit has a secretary who is responsible to the supervisor of that unit. In talking to the supervisors and the clerical people who worked in those divisions, we found no consistent clarity as to who was responsible for what. The situation is only slightly better in the "typing pool." Although that supervisor has direct responsibility for those under her, work is assigned on the whim of secretaries in other departments. There is no clear, functional understanding as to who does what and why.

Further, clerical services should be assigned at the rate of one secretary for each three professional positions. If the probation officer is doing his job, sufficient work is generated to make this a realistic management guideline. Certain positions in the department require one secretary per professional position. This is because the work is of a sufficient quantity and nature as to require direct responsibility to one person.

RECOMMENDATIONS

1. Create the position of Administrative Assistant, responsible for the supervision of all personnel and services in this broad category. Clerical personnel may be assigned on a de-centralized basis, with responsibility to one person.

DISCUSSION: This person's duties should include the supervision of all clerical personnel, financial and accounting functions, all case flow, and all office equipment and machinery. Although this tends to combine the office and business management into one position of Administrative Assistant, they are closely allied functions.

2. Assign one clerical person to act as receptionist and nerve center for the department.

DISCUSSION: This person's duties should include central telephone answering. The dartboard system of telephone answering and office reception antagonizes the public and creates an image to the probationer that he is getting the run around. It is also rough on survey teams.

3. The Chief Probation Officer should have a personal executive secretary that is responsible only for his work.

DISCUSSION: There are a multitude of detail tasks that can be delegated to an executive secretary. This tends to place high priority on the executive's time and the business he is to accomplish. Wasting executive time shopping around for clerical services and forcing him to do a multitude of detail tasks is counter-productive.

DEPARTMENT CASE RECORDS

This matter has been covered extensively in other chapters. Implementation should include central case filing, a filing system internally within the case folder, and the use of field books by probation officers.

DICTATING EQUIPMENT

In evaluating dictation needs and reviewing the present report, it must be noted that proper report writing is currently not being done. The amount of time wasted by professional staff writing reports in longhand and the amount of time wasted by clerical staff attempting to read these "hen-scratchings" is deplorable. Twentieth century equipment is available at moderate cost to alleviate this problem. Recognizing that the Chief Probation Officer has taken steps in consulting with the International Business Machines Corporation around a Word Process System, the matter does need immediate and high priority attention. We would further suggest that other companies be explored. They should include but not be limited to Dictaphone Corporation, Sony Corporation and Norelco. Since reports are not being written in the amount and quality that should be expected, to design a system based on present practice for the DuPage County Probation Office will create an inadequate system.

RECOMMENDATIONS

1. Purchase sufficient kind and quality of dictating machinery and make its use absolutely mandatory for all professional and clerical staff and all transmissions for information. Forbid hand written transmissions.

DISCUSSION: Almost all vendors of dictating equipment offer as part of their service a training program for its use. We think that is an important feature for the Probation Office to consider because of the age and attitude of some of its staff. Some persons have a psychological aversion to dictating equipment, which can be resolved by proper training.

OFFICE SPACE

As previously stated, this matter was to be somewhat alleviated by the Probation Office's plans to move to new quarters. We emphasized that long range planning on space needs, based on expanded personnel, needs attention immediately. Proper space in terms of kind, amount and utilization is an important factor in enabling a probation officer to get his job done well.

TELEPHONE SYSTEM

The present telephone system creates almost a disaster. It gives an impression to the public and to the probationer that they are being pushed around. It creates hostility, frustration and disuse on the part of the staff of the Probation Office.

Some of the reasons for this are as follows:

1. The particular system is ill-designed and of insufficient capacity to handle the business of the office.
2. There is no central receptionist so that any good features of this particular system can be used.

3. User attitude as a result of frustration has further discouraged use of the features which the system has. This is partly responsible for the system overload.

RECOMMENDATIONS

1. Extensive planning with the telephone company not only to meet existing but future needs should be instituted.

DISCUSSION: Telephone switching is a problem for the Probation Office and not each individual section or unit. The telephone system should offer a central switching point and act as an intercom system for the entire department. We suggest that the central office number have at least an eight trunk capability.

OFFICE HOURS

The Probation Office is open from 8:30 to 4:30, five days a week. It is closed during the noon hour. Each officer has a night that he is expected to be on duty. This is referred to in most divisions as "report night." The office is now open 10 nights per month.

There are two optimum times when probationers have an opportunity to call their probation officer--during the lunch hour and after they get home from work. This kind of inaccessibility tells the probationer that he really is not important.

RECOMMENDATIONS

1. Establish Probation Office hours as 8:30 a.m. to 9:00 p.m. Monday through Thursday, and 8:30 a.m. to 4:30 p.m. on Friday.

DISCUSSION: The recommendation is intended to include the noon hour. Staff scheduling can assure that telephone contact and skeleton services are available during the noon hour to handle crisis emergencies, and to take messages. Friday evening is generally non-productive, both for the probation officer and the probationer.

Judicious scheduling of staff would allow one-fourth of the probation staff and one-fourth of the supervisory staff to be on duty one night a week. This should include representation from all divisions. Supervisors in each division certainly can act as a resource for an officer in a different division. For example, a supervisor of the General Division could assist a probation officer in the Juvenile Division if some crisis arose. The deployment of staff should also include clerical and reception service.

Because there may not be sufficient clerical staff to accomplish this immediately, we suggest the use of volunteers for telephone answering and receptionist duties for evening hours.

OFFICE EQUIPMENT

RECOMMENDATIONS

1. A policy and training plan concerning the use of the present MFST IBM equipment should be instituted immediately. Additional equipment to include a Magnetic Card format should be considered.

DISCUSSION: Although at least two secretaries appear to be competent in its use, the entire clerical staff should be trained to be proficient on the equipment. There is some psychological resistance on the part

of clerical staff to the use of the equipment. The equipment's great advantage is to produce with accuracy and speed drafts of reports and correspondence from dictated transmissions. As a department begins to use dictating equipment and dictate the reports that are necessary and recommended it will require two additional units. Because of its flexibility, we recommend that at least one of them be a magnetic card format. The present supervisor of the typing pool and the administration do not appear to have a clear concept of the potential of the equipment.

A policy needs to be established which addresses itself to priorities around the use of the machines. It should never be idle. Correcting drafts of written material before it is transcribed on the equipment is improper use.

13. ADMINISTRATION, MANAGEMENT AND ORGANIZATION

PRESENT ADMINISTRATIVE STRUCTURE

INTRODUCTION

NCCD considers the issue of administration, management and organization the focal point of this survey. Observations, recommendations and priorities for implementation of recommendations should be considered the department's number one priority. A special focus of our examination is directed towards a "probation management study." In examining the seven divisions of this department, it is clear that the DuPage County Probation Office has grown like many other probation offices and administrative structures for human services. Department structure, management decisions and policy appear to have been made as a result of some obscure distorted perception of workload, or a general policy has been instituted as a result of a particular case or segment of cases in an attempt to reduce error. Generalizing from limited scope is a dangerous practice. There does not appear to be any true problem assessment and policy being made based on that assessment and an expected result. The result is what we term "management by exclusion." That is, things are allowed to happen as a result of external or internal influence. Allowing something to happen is not a management decision.

The situation has been aggravated by serious underfinancing. The exception is the DuPage County Youth Home, where, as a result of a lack of priority assessment, there is overkill. Serious underfinancing creates a situation where the department develops a management style which is designed to "keep their heads above water." The distorted priority apparently demanded by this situation is mere existence.

Serious data deficiencies make it impossible to determine if the desired result is happening. There is no uniform way of assessing success or failure of any program effort within the department.

Closely allied with data is budget management in the county. Money should be used to obtain results. Not only do we not know what the results are, we really don't know what money was spent where to obtain those results. Although this situation can be corrected internally, it is a reflection of the archaic and useless budget accounting used by most counties throughout the United States. DuPage County is no exception.

NCCD commends present management and administration for the high level of motivation which exists for the tasks that confront them; the changes that need to be made to implement a management and administration style that will deliver quality service to those to whom they are responsible. Receptiveness to training, assistance in learning new ways, and their own motivation and willingness to change are crucial.

Is the probationer in DuPage County, whether he be adult or juvenile, going to get the kind of service that will help him to change, offer the community protection, and save the taxpayer money?

PRESENT ADMINISTRATIVE STRUCTURE

The organization of the DuPage County Probation Department into seven divisions is counter-productive. It appears to be designed around offense categories.

The result has been a fragmentation of the department, with each division acting in a semi-autonomous manner, with individual staff loyalties principally to their own division.

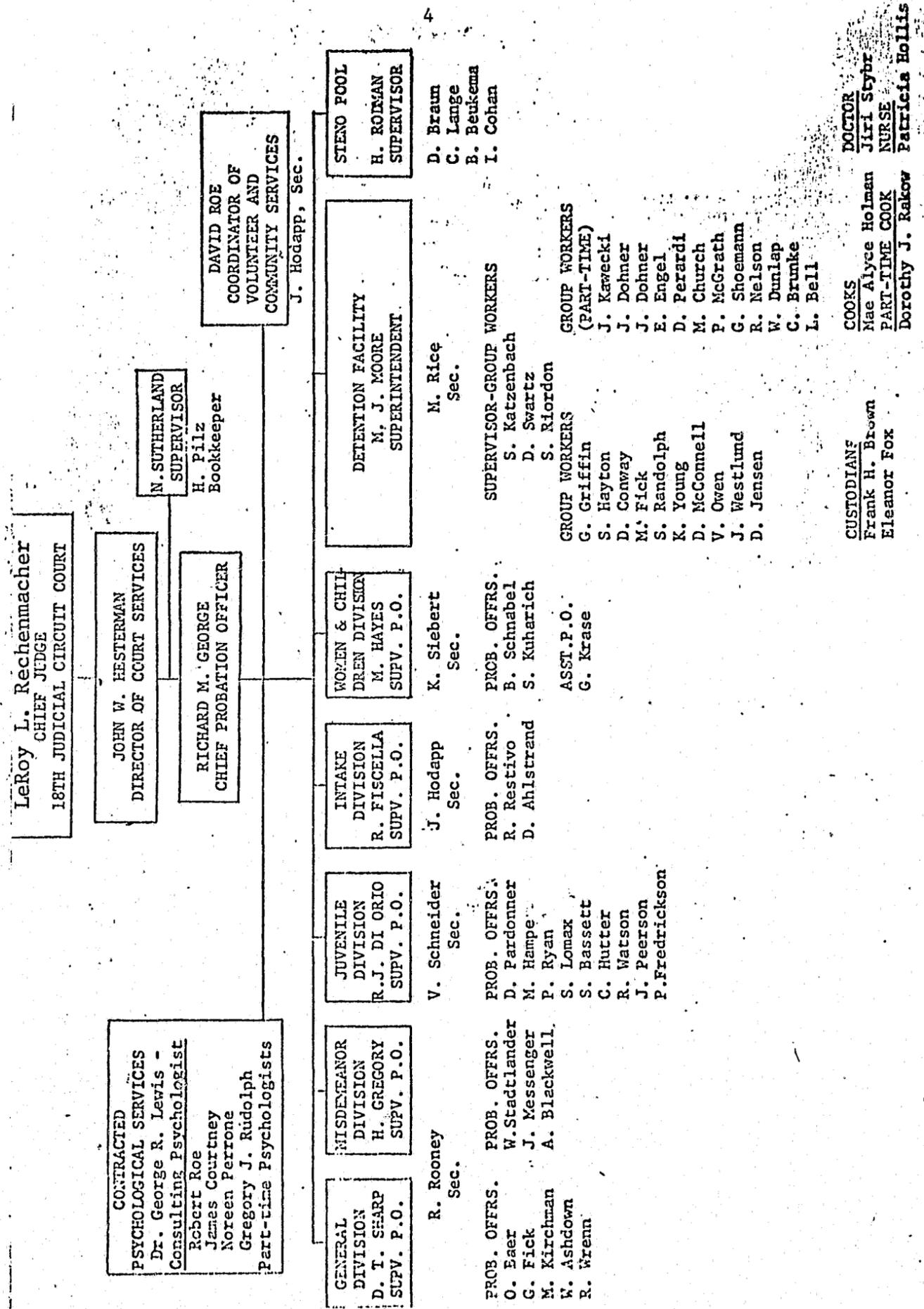
Division line staff feel allegiance only to their division supervisor who has limited loyalty and accountability with the Chief Probation Officer. Each division operates autonomously with a considerable degree of self-interest and little or no tendency to work together for the good of the department. Under-the-surface plotting and scheming and competitive system-beating are the techniques used by division supervisors to accomplish policy or program change, and/or implementation.

Informal channels are used for most policy change and program innovation and implementation. Each unit supervisor has developed informal lines of communication with the judiciary, consulting psychologist, other agencies, the volunteer coordinator and others as a means of policy direction, program planning and program implementation. These are reviewed and passed on in a benevolent fashion by the administration. On occasion the administration is not informed of current operating procedures.

Please see Table 24 (Page 4) for Organizational Chart of the Department.

Organizationally, the Director of Court Services is charged with the responsibility of being the department's chief executive. The Chief Probation Officer functionally is supposed to be his assistant. Both titles are statutory and do not describe the duties or responsibilities.

TABLE 24



The Director of Court Services is only now regaining his strength after a long and serious illness. At present, he is unable to work more than half days. Clear delegation of his responsibilities and authority has not been made to the Chief Probation Officer by the Director or anyone else.

COMMUNICATION

The communication system within the Department is poor, from the Chief Probation Officer and Director of Court Services to the line staff, and between divisions. Some acceptable communication exists between division supervisors and their line staff and between the chief probation officer and the division supervisors.

The Director of Court Services and the Chief Probation Officer seldom attend division staff meetings. This might be acceptable practice if policy and communication efforts were clearly delegated to be the responsibility of the division supervisor. At present, this is not the case.

Although the Chief Probation Officer and division supervisors hold weekly staff meetings, there is little input and constructive discussion or problem solving involved.

(Under the leadership of the Chief Probation Officer, observable progress was being made in the structure, function and validity of the weekly meeting with unit supervisors. The function, direction and results appear encouraging.)

SUGGESTED ORGANIZATION STRUCTURE

In suggesting an organization structure, it was necessary to address several issues. We have attempted to keep the organization to a three level structure.

This tends to maximize and facilitate communication between line staff and administration. By re-aligning staff assignment and functions of the division, it is possible to keep the management or management structure to a workable number. In the first phase of structure and management change it will be necessary to have a high training content for the Chief Probation Officer and the Division heads. During this period of developing a disciplined management style, the management group must be kept at a workable number.

After a management style is integrated and performing, additional units might be added. This might also include the addition of supervisors in individual divisions. It is at this point that we create a four level organization which will be necessary to deal with the size of the organization based on planned and expected growth.

Attention must be given the probability of probation services coming under a statewide system. When this occurs, several of the "staff" functions we have suggested might be performed in other ways at a state or regional level. The structure itself needs to be easily transferrable to a regional or statewide management system.

Because DuPage County has and is expecting a history of rapid growth, it will be necessary to decentralize the services in the department at some point. We expect this to be five to seven years, although there is some justification for implementing this plan now. NCCD suggests this phase wait until the training and implementation phase of a planned management system develops integrity. Maintaining and administering a variety of field offices demands considerable administrative sophistication.

We have not included that Director of Court Services in a line function in the administration of the department. His new role and function will be described in the following chapter on Policy and Judicial Role.

The present Chief Probation Officer, therefore, is the administrative and management head of the Probation Office in the initial phase of restructuring.

PHASE ONE (See Table 25)

By removing two divisions, as discussed elsewhere in the report, and changing the function of another, we are able to keep the line functions delegated through five divisions. We are suggesting additional "staff," who should become part of the management team during Phase One.

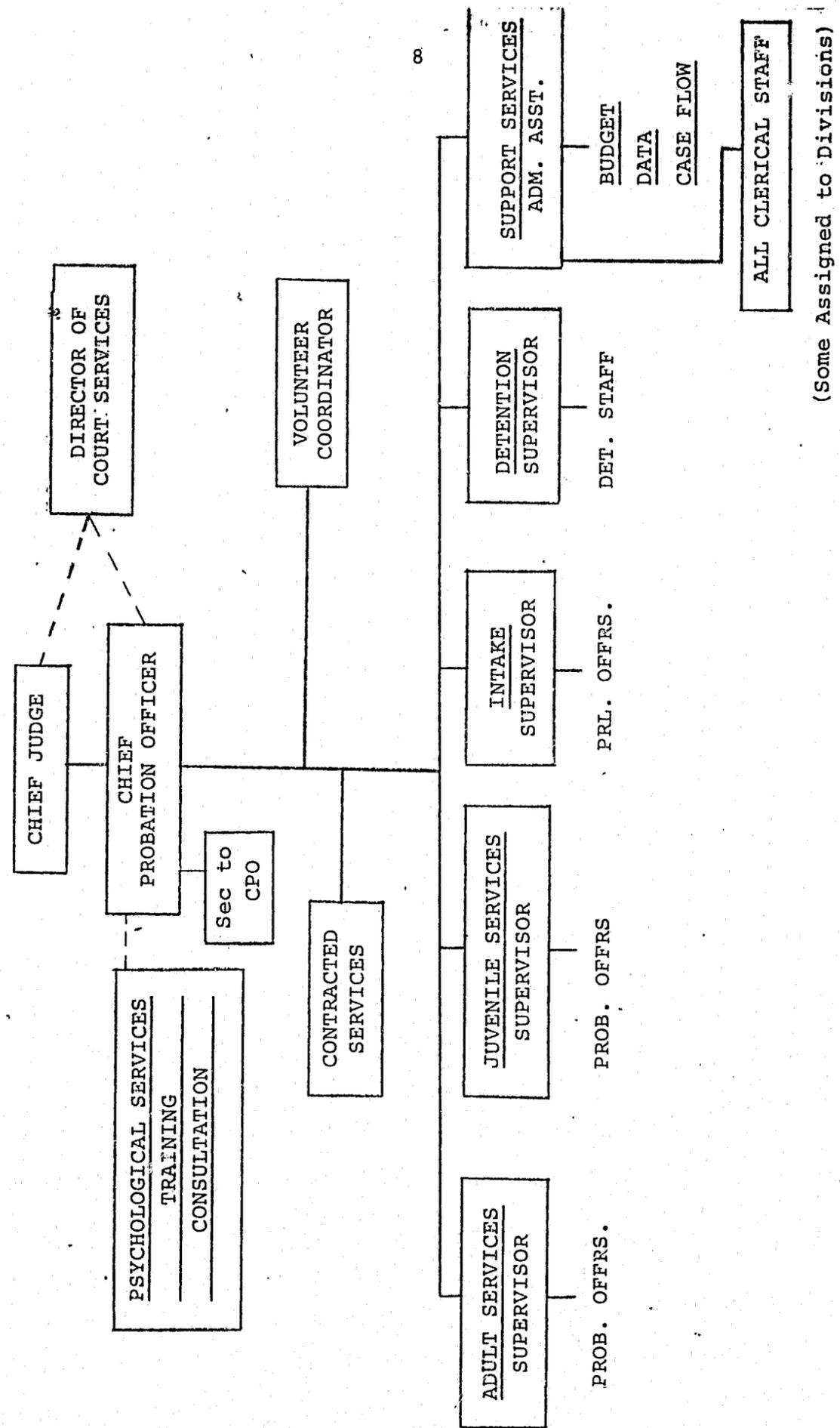
The new unit supervisor responsible for support services should also be included. His inclusion would give input concerning all clerical staff, data, budget management, and all internal case flow.

NCCD feels that this structure can be implemented immediately, it is not a sharp departure from existing practice and is supported in terms of implementation by the existing supervisory staff meetings.

Further, the General and Misdemeanor Divisions have been combined into a division of Adult Services. The Women's and Children's Division has been dispersed. Dependency and neglect, adoption consent, adoption investigation and child custody investigations have been relegated to the Juvenile Division or contracted.

TABLE 25

PHASE I



Because we have suggested other means of handling these functions, their absorption into the Juvenile Division should be considered short-term and temporary.

"Staff" functions under this structure would include volunteer services and a training coordinator. Although psychological services would continue to be a resource for case assessment on a limited, selected basis to the individual units, its primary focus would be responsibility through the training coordinator to address the very acute training needs of the department.

The department currently is large enough and the need certainly is acute enough to justify the position of training coordinator. It may be advisable to delay implementing this position until the next budget year. In that case, the current contracted psychological services could serve a staff function in this capacity.

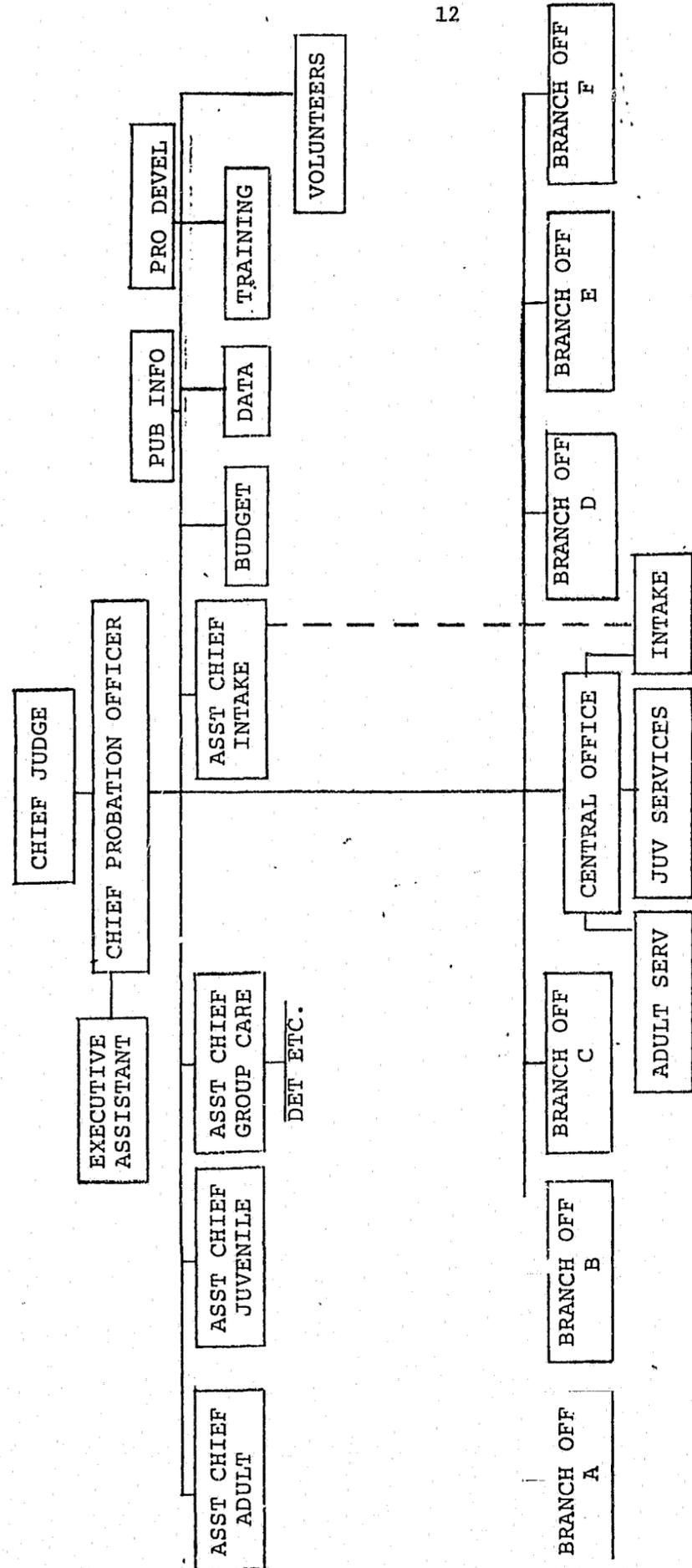
PHASE TWO (See Table 26)

Phase Two of restructuring envisions the internal growth of the department and the addition of supervisors to meet expanded staff in the various divisions. Included is an assistant superintendent. This restructuring could remain in effect until it is necessary to decentralize the department. Phase Two could be implemented from Phase One in a period of nine months to two years.

We were informed that the Director of Court Services, Mr. John Hesterman, intends to resign in approximately two years. When that occurs, the new duties that he assumes under the restructure could be absorbed by the administrative head of the Probation Office. At this point, functionally

TABLE 27

PHASE III



Phase Three envisions the probability and necessity for decentralizing services. At that point greater and expanded specialization of staff function will be necessary. (See Table 27.)

They should include, but not be limited to, data, budget, public relations and information, and an employment coordinator.

From this growth process one might well envision Phase Four, at which point staff functions would be expanded and the Probation Office organized into three functional administrative units: Juvenile Services, Adult Services, and Group Care. The management structures for these units would be similar to Phase One and Two.

POLICY AND JUDICIAL ROLE

Although there is a constitutional separation between the judiciary and administration, it is a historical fact that judges have had, and will continue to have, some administrative responsibility. The Illinois statutes provide that the Director of Court Services and the Chief Probation Officer serve at the pleasure of the Chief Judge. In order for him to carry out this function, it is necessary for him to be knowledgeable and have an overview of the workings of the Probation Office. Further, implicit in this role is policy input on the part of the judiciary.

In order for the Chief Judge to be able to evaluate the performance of his administration it is necessary that expectations of the administration be made clear. It is administration's responsibility to keep him informed of the performance, direction and broad policy issues of the department.

SPECIAL RECOMMENDATIONS

1. Form a "Probation and Policy Committee," to be chaired by the Chief Judge. Its membership should be made up of the Juvenile Court Judge, the Circuit Judge responsible for the supervision of misdemeanor courts and two other Circuit Judges appointed by the Chief Judge.
2. The Chief Probation Officer should be the "Executive Vice President" for the Probation and Policy Committee. He should not have a vote but should control the agenda; that is, he is responsible for bringing items of business to the committee that require broad policy consensus. The everyday "nitty-gritty" of administration is not appropriate business for this committee. The committee members should have ability to institute agenda items for discussion and decision, but should do so through the Chief Probation Officer.
3. The Chief Probation Officer should be directly responsible to the Chief Circuit Court Judge for the administration of the Probation Office. He, therefore, should be the Probation Office's chief executive.
DISCUSSION: It is NCCD's judgment that the Chief Probation Officer, Mr. Richard George, is trainable and has the motivation and capacity to become an adequate administrator. A reasonable time, 18 months to two years, or until Mr. Hesterman retires, whichever comes first, should be allowed in which to evaluate his growth and competence. If he does not do the job, he should be fired or assigned other duties. If that occurs, DuPage County and the Chief Judge should recruit nationally for a chief administrator and an assistant to run the Probation Office.

4. The Director of Court Services should serve as a consultant and in a staff capacity to the committee, Chief Judge and the Chief Probation Officer. His duties should include, but not be limited to, those listed above in the discussion of his position. His role should be limited to "a staff function," and he should have no line administrative responsibilities.
DISCUSSION: Upon Mr. John Hesterman's retirement or resignation, this function and position should be eliminated and an assistant to the chief administrator should be recruited (See Management Structure, Phase Three).
5. The judicial assignment of Juvenile Court Judge should be rotated in DuPage County. We suggest a quarterly or semi-annual assignment to include Circuit Court Judges and occasionally the Chief Judge.
DISCUSSION: Although there is a strong argument for specialization in juvenile court and domestic relations matters, there is a danger that an assignment in juvenile court does not have the attention and prestige of more attractive judicial assignments such as criminal trials and law suits. The justice system should offer children the best that it has. In DuPage County that means circuit judges and the Chief Judge. This is not intended to mean the exclusion of associate judges in this assignment. This rotation would offer a diversion of policy and input from a judicial standpoint into the Probation and Policy Committee. Because of the ultimate accountability and responsibility which the Chief Judge has, he should be personally familiar with the operations and problems presented in juvenile court.

IMPLEMENTATION

In implementation, the roles, process and relationships in this committee will have to be worked out by the committee itself. We would strongly urge the use of a trained, specialized consultant in assisting this committee through the initial phases of organization and process. Available to the Probation Office is the regional Training Laboratory of the National Council on Crime and Delinquency. Also, NCCD is a valuable resource in selecting a person to assist this implementation.

MANAGEMENT STYLE AND IMPLEMENTATIONSPECIAL RECOMMENATIONS

1. Establish immediately a system of management by objectives, which simply stated is the development of goals based on problem assessment or definition. Objectives are direction and accomplishment that can be measured--the beginning of a process that begins, "We are going to accomplish what, by doing what tasks, during what period of time, as measured by what?"
2. Institute the concept of a management team that arrives at major policy, management and administrative decisions by consensus.

DISCUSSION: Management by objectives and consensus decision making go hand-in-hand. The present style of the Chief Probation Officer is compatible with the suggested management style. The existing staff meeting with supervisors is a natural in building a management team. In DuPage County it should include the Chief Probation Officer as its chairman or leader. It should further include the supervisors of Adult Services, Juvenile Division, Intake Services, detention, support services and the present Volunteer Coordinator.

It will create high visibility concerning the performance of supervisors, eliciting and enabling maximum flow of communication in both directions, and through a consensus style of decision making, it elicits a commitment from management team members to implement decisions made. It makes very clear who is responsible and accountable for what. It eliminates buck passing and abdication on the part of management and forces decisions to be made. It offers access through legitimate channels for policy clarification or implementation. Because this process is somewhat sophisticated and depends highly on the process and relationship within the management group itself, it is absolutely essential that management team members be trained not only in the process, but in the philosophy and technique of management by objectives. The Chief Probation Officer has had some experience with the National Council on Crime and Delinquency's training lab in this particular area.

Of all training needs in the department, the first is to train management staff. We suggest that the Probation Office begin by planning at least a five-day retreat using the National Council on Crime and Delinquency's training lab for assistance and planning and the selection of consultant personnel. There is sufficient consultation money within the department's budget to plan and implement this phase immediately. The retreat itself should be as soon as possible in 1973.

Because management needs protected time to think, plan and implement their own decision-making process, it is mandatory that the retreat be held at a location outside of DuPage County that is far enough away to

guarantee that there will be no interruptions or no outside forces. This tends to lock everyone into the process and make the purpose and intent of the retreat clearly understood. Telephone calls, interruptions of family, the business of the Probation Office and other outside influences must be absolutely eliminated for this to be a productive time.

Special Note: NCCD CONSIDERS THAT THE RECOMMENDATIONS UNDER MANAGEMENT STYLE AND IMPLEMENTATION ARE THE MOST IMPORTANT AND SIGNIFICANT OF THE ENABLEMENT TO ACCOMPLISH THE TASK AT HAND. IT CIRCUMSCRIBES A PROCESS FOR CHANGE. IT ESTABLISHES A DISCIPLINED DECISION-MAKING FORCE TO FURTHER APPROACH AND SOLVE MANY OF THE PROBLEMS IN THIS REPORT.

STAFF FUNCTIONS

PSYCHOLOGICAL SERVICES

The routine misuse of psychological services has been discussed at great length in other places in this report. It is NCCD's judgment that this came about as a result of the demands of the juvenile court judge and lack of priority establishment, need assessment and management decision abdication. Using figures supplied to us by the DuPage County Probation Office, \$55,945 was paid to Dr. George Lewis, The George Lewis Foundation, and/or other psychologists who are associated with George Lewis or the George Lewis Foundation. Approximately \$33,000 came from the detention home budget and \$22,000 came from the Probation Office budget. Projecting these figures it will mean that about \$61,000 will be paid out in 1972. It is virtually impossible to determine how much of this money was spent for consultation and how much spent for case assessment.

The amount of money would hire three full time psychologists.

For clarification, we could find no evidence of dishonesty in this arrangement. The assessments paid for have been made and are contained in the case files. The consultation role is one which has resulted from a plan which George Lewis presented to the Chief Probation Officer and the Director of Court Services. The time spent does adhere to that plan as it was presented.

The psychologist's role with the department needs to be clarified. It needs to be based on an assessment of the legitimate needs of the department. In relation to priorities, primary use of a psychologist for the DuPage County Probation Office should be as a training consultant. Use of his expertise to teach supervisors and staff the academic, technical knowledge and techniques of case assessment and treatment are the best use of his time.

Other than in Detention and the Juvenile Division and the Intake Division, there is little use of psychological services, either in case assessment or in a consulting-training role.

RECOMMENDATIONS

1. Using the management team, assess the needs of the entire Probation Office and devise a plan which encompasses the desired training-consultation role of a psychologist. Figuring one day a week at \$150 per day, budget \$7,800 for specialized training purposes.

Budget another \$2,200 for consultation with staff around assessment and treatment planning in the individual difficult cases. This would

tend to put the psychologist in a role where he assists a probation officer rather than doing the work for him.

2. Make psychological services and consultation available to all divisions within the department.
3. Limit psychological assessment to 1 per cent of all probation cases and 3 per cent of all children coming into the DuPage County Youth Home.

DISCUSSION: The issue is one of staff competence. It should be dealt with as the first priority. Management and administration needs to expect that probation officers can and should perform at this level.

4. The role, use and function of the psychologist and psychological services should be made by management and administration.
5. Requests for psychological assessment should be specific in nature. They should request specific areas and issues of diagnosis and treatment assessment.

It will require that the probation officer know enough about the case to ask enlightened, specific questions.

6. Explore and implement other avenues of providing psychological services. Sharing a staff psychologist with the Sheriff's Office, Mental Health or another private agency should be considered. In Phase Two of the growth and organization, a full time staff psychologist working as part of the system should be considered.

7. A consulting psychiatrist should be retained on a very limited basis.

VOLUNTEERS

The purpose of the Volunteer Program is to provide community alternatives for the handling of juvenile problems at the local level. To accomplish this goal ad hoc committees and committee task forces are being set up.

A volunteer and probation program similar to that of Royal Oak, Michigan, is operating now and slated for expansion.

The program began in February, 1971, with the hiring of its present coordinator. The program has the necessary support of the judge and the Probation Department to allow it success. It begins with the development of youth committees, which assess the needs and resources available, develop a system to deliver the resources, and find ways of paying for needed services.

The recruiting for volunteers is accomplished by using "identifiers" to locate those who would fit into the program. Then screening and training of volunteers is accomplished before the assignment of the first case. A six-month commitment is required of volunteers and at least five hours per month. Evaluation of the project and its effectiveness has not been made; however, arrangements are being made to evaluate the program.

The volunteer program is on its way to a successful start. Need for volunteer service exists outside the juvenile field, so that plans and efforts should be made to expand the program to include adults.

The selection of the present volunteer coordinator was an excellent choice. He is a highly motivated, articulate, resourceful person who accepts a great deal of personal responsibility for the integrity of the program. However, like other management issues in DuPage County, he is pretty much allowed to do "his own thing." It is commendable that "his own thing" is "right on the track."

Unplanned overgrowth in the use of volunteers can be disastrous. In formulating a volunteer program, it is absolutely essential that sound planning take place. Volunteers need rewards and to be assured that their service is valuable and wanted. Proper orientation and training of volunteers needs to be emphasized.

It is further essential that Probation Office staff be committed to the use of volunteers. They must recognize the true importance and unique resource that a volunteer can offer. Present staff resistance in the Juvenile Division must be dealt with, as turning one volunteer "sour" because the message is conveyed to him that he is not wanted is destructive to the entire program.

Resistance to the use of volunteers by probation staff is a management problem. To insure the use of volunteers by all divisions and involve them in the planning, we think that the suggested management team should have the major responsibility for planning the use of volunteers.

RECOMMENDATIONS

1. Add two more staff persons under the volunteer coordinator.

DISCUSSION: The present extent of the program is not manageable

for one person. Any expansion will require additional staff effort on the part of the Probation Office.

2. Expand the use of volunteers to all divisions within the department. Adult Services, Intake and the Youth Home are fertile areas.
3. Volunteers should also be used as a resource to the police function of "station adjustment." The malleability of offenders in this category is well within the skill level, interest and ability of volunteer services.

TRAINING

Although this need has been covered extensively in other areas, it needs emphasis. There are training resources within the community which can and should be used immediately.

A major priority is defining the role of the supervisor so that it is expected of him that he is a training resource to the probation officer in his division.

Some planning and implementation has been done by division supervisors, with little appreciation or communication with other divisions within the department. Provisions for a much needed training program should be provided in the budget.

RECOMMENDATIONS

1. Make it a staff expectation that supervisors are the primary trainers.

DISCUSSION: Some attention has been given to procedural training by supervisors. They do not act as resources to teach probation

how to interview, how to gain self-awareness, develop a treatment plan, or offer leadership and any treatment techniques. Supervisors should be expected to have this expertise.

2. Develop the position of a training coordinator.

DISCUSSION: Although in priorities this should not take place until Phase Two, this staff function should be addressed by the management team. It is their job to assess, plan and implement a training program which encompasses all needs of the department. This should not only include professional positions, but support and clerical positions also.

It should further encompass use of specialized consultants, shared efforts with other agencies, and the use of other agency personnel as treatment resources. Three fertile areas to explore are the Illinois Department of Children and Family Services, the DuPage County Mental Health Clinic and the Family Service Association of DuPage County. The latter has highly skilled, well-motivated staff and is interested in assisting, planning and providing a resource to the Probation Office.

BUDGET MANAGEMENT

One of the most significant deficiencies found is the inconsistent method of accounting for funds used for resources allocated by the Probation Office. It is an extension of the county's budgeting and auditing procedure, and the Probation Office should not be held totally responsible for it.

Funds are disbursed to the department from two channels: 1) the general fund, and 2) the Youth Home budget. The Youth Home allocation comes from a tax levy of 2 mils for operation and 4 mils for construction. This assures a more than adequate budget to operate this facility. The Probation Department receives its allocation from the County general fund, thus competing with other departments for revenue available. It is not assured of adequate funds to operate its programs. The present state of affairs indicates that it has not been considered in proper priority in the allocation of money. To meet its present demands and envisioning some planning and implementation of recommendations, its current budget needs are about 1.2 million dollars.

It must be stated that a detailed and accurate analysis of the budget is impossible. However, some meaningful information can be accumulated by estimation and adjustment of cost. Some of the deficiencies in the budget and accounting information is as follows:

- 1) No accounting of occupancy costs is given for office space for the Department of Probation. This also includes utilities (electricity, water, telephone, gas, heat, etc.), office supplies, data processing costs, copying and printing.
- 2) Line items are meaningless in some cases. The Youth Home budget has two separate line items for medical and dental: 216 and 308.
- 3) Line items and their grouping do not follow logically; i.e., in communications and transportation we find auto mileage, postage, and travel expense. Why not telephone?

Under insurance we find employee benefits. Under office commodities we find therapy material. Under repair and maintenance we find equipment rental.

- 4) Some line items need more of a breakdown; i.e., care and support, \$400,000. The only explanation for the use of these funds was given as follows: "For care payments (Housing and clothing) to foster homes, schools etc., for wards of the court (dependencies, neglects, court supv. (sic)." Under no circumstances should large amounts of monies be allocated without a specific breakdown as to category of use.
- 5) An accounting system has more function than merely presenting expenses in categories. It can be an effective measurement of unit cost (i.e., per client), management analysis and decision making, and allocation of resources. The accounting system utilized by the Probation Department is practically useless for any of the above functions. In the presentation of our report we have made some attempt to attach costs to some of the operations. With cognizance of the above, the procedure adopted in determining estimated costs is as follows:

1. Eight cost centers were established, i.e., Administration, General, Misdemeanant Division, Juvenile Division, . . . Youth Home.
2. Salaries and personnel costs were estimated from organizational charts and budget.
3. Actual expenses (1971) were used for the Department of Probation and estimated costs (1973) were used for the Youth Home.

4. Administrative and general expenses were applied to the remaining divisions to project costs by function.

Although costs are not 100 per cent accurately distributed, the budget breakdown is close enough for our purpose. The allocation for care and support expenses is divided between the Juvenile Division and the Women's and Children's Division. The percentage of distribution may not be accurate but can easily be corrected by subtracting out all professional services and adding in the correct amounts.

Table 29 shows the percentages of cost when the Probation Department is considered with and without the Youth Home. As can be seen, the Youth Home allocation is almost 50 per cent of the total allocation to the department. Table 30 shows the allocation of funds by percentage of total for all budget line items.

Table 30 shows the estimated allocation of funds for the DuPage County Department of Probation. These are the figures that have been utilized for discussion on individual divisions and their relative costs per client.

This problem area will require major revisions. An accounting system appropriately established and maintained, can provide valuable information coupled with program statistics. It is compatible with the management by objectives system that not only demands that results be measured, but also attributes cost to the results. Once historical accounting information is established, the use of this data

TABLE 29

PERCENTAGE OF TOTAL ALLOCATION BY DIVISION
(WITH AND WITHOUT JUVENILE HOME)

	<u>Admin.</u>	<u>Gen.</u>	<u>Misd.</u>	<u>Juvenile</u>	<u>Intake</u>	<u>Women & Child</u>	<u>Volun.</u>	<u>J.H.</u>
w/o J.H.	23.7%	17%	8.6%	26.1%	9.3%	11.6%	3.7%	-
w/J.H. & w/o Administration	-	11.2%	5.6%	17.3%	6.4%	7.8%	28 %	48.4%

TABLE 30

PERCENTAGES OF ALLOCATION ATTRIBUTED TO LINE ITEMS

	%
Personnel	41.00
Travel Expenses	1.00
Upgrading Expense	.08
Office Expense	.70
Utilities	3.50
Youth Home Expense	.50
Occupancy	12.70
Professionals	<u>40.00</u>
TOTAL	99.48

can have significant effect on proper allocation of resources and priority setting. This issue may have to be addressed on a county level, but there are certain things which can be done by the Probation Office itself.

We suggest that if a line item system of budgeting is continued practice, all personnel expenses (i.e., salaries, fringe benefits, etc.) be included in one category; materials and services in another; and capital outlay and capital improvement in another. The budget should be broken down according to cost centers or divisions. Although this is not a very sophisticated system, it would offer management a vehicle to attribute costs to resource allocation and results. It would assist in establishing budget priority and would give a measurement of resource effort.

DATA

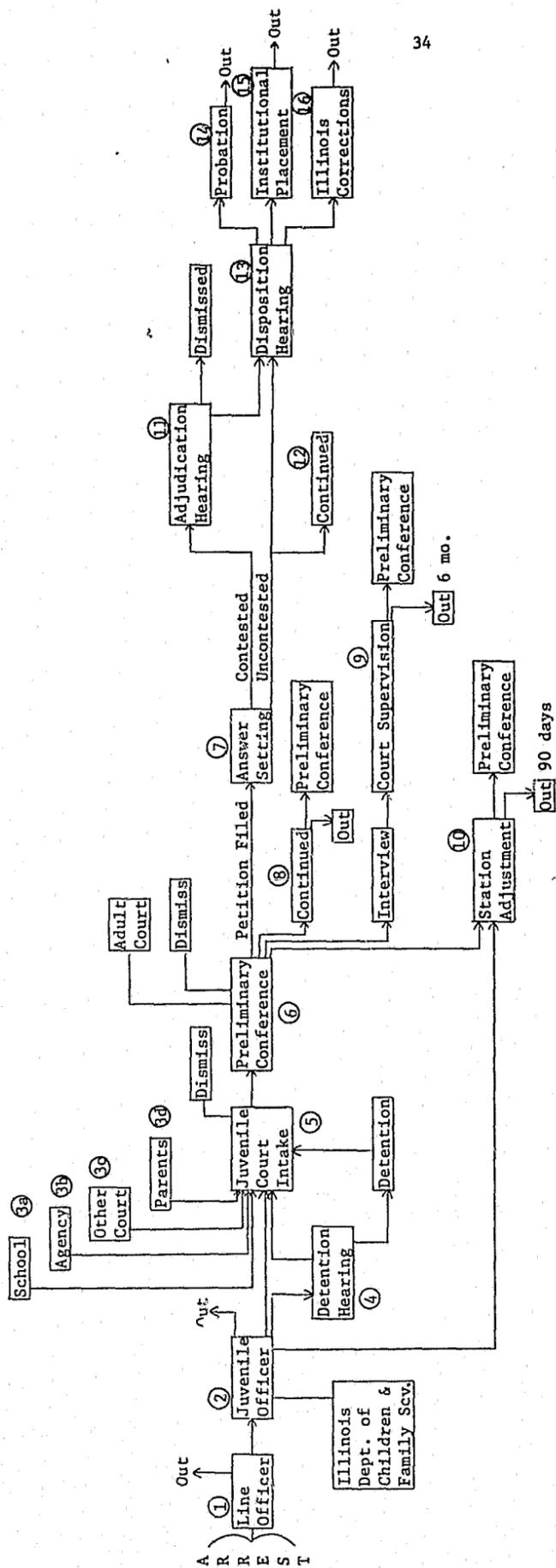
Accurate data and data capabilities have become a responsibility of all criminal justice agencies. Proper data gathering and analysis is an essential part of a management by objectives system. Throughout the United States there is an increasing demand by budget making, fiscal policy groups that data relate to cost and program effectiveness. For discussion on the rationale and some basic approaches to data systems, consult, "A Systems Approach to Comprehensive Criminal Justice Planning", Frederick Howlett and Hunter Hurst; and "System Rates: An Approach to Comprehensive Criminal Justice Planning", Malcolm W. Klein, Solomon Kobrin, A. W. McEacherin and Herbert R. Segurdson in Crime and Delinquency, October, 1971.

The following is a description concerning one way a data collection system can be implemented. For this purpose the juvenile justice flow chart used in that chapter has been reproduced with suggested data collection points. (See Table 31).

Assuming that the flow chart is accurate, the process is as follows:

1. Establish a flow chart consistent with the data and system needs or requirements.
2. Determine at what points decisions are made (Refer to Table 31). For our purpose, 16 decision points (DP) is relative to the systematic structure and detail one wishes to achieve. Keep in mind that there is a point of diminishing returns for detail.
3. Next, ascertain all the various possibilities or combinations of possibilities at each decision point. For example, at DP1 the police officer has essentially two alternatives: 1) Dismiss and 2) Refer to the juvenile officer. At DP6 there are six alternatives available.
4. Establish a data gathering mechanism. This means gathering information from police and sheriff units, schools, agencies and other courts, and by collecting internal information consistent with the decision points established.
5. All data should be assimilated at one point with review and publication the responsibility of one person.
6. Published information should be reviewed by division heads, administrative personnel, and accounting department. The latter is for addition of

TABLE 31



DU PAGE COUNTY JUVENILE JUSTICE PROCESS

cost information at decision points to enable establishment of cost rates for various parts of the system. This effect should be reviewed by management for information, feedback and decision making. Step 4 can be accomplished in the manner as outlined in Table 32. Using Table 31, the following is a suggested format.

Each decision point could also include sex, race, previous offenses, type of offense, ratios or numbers. This would give accurate information as to the preferential treatment or reasons for a given system rate.

This system can be set up by tally method as people pass through, or on each person's data form a coding as to date, time, and particular flow through the system. The latter is certainly the better alternative. With this approach and data processing capabilities, an infinite variety of combinations are available for data extraction.

A sample of this is presented in Table 33.

The above method allows compilation of time in the system with system personalities. Costs can also be added in the column to the left of Cumulative Days to allow accounting of per person costs. The foregoing should be considered as a suggested course of action for a few ideas and possibilities that might be implemented. Current Probation Office data development is good on a demographic and individual record basis. This coupled with the above method, could provide data that could be effectively utilized for system planning, administrative decision making and resource allocation.

TABLE 32

DP 1.) For police (line officer)

Disposition: Total Contacts (including arrests) _____
 Number referred to juvenile officer _____
 Other _____
 Other _____
 Other _____

DP 2.) Juvenile Officer

- a. Total referred from line officer _____ (Should agree with total from line officer report)
- b. Total referred from other _____ (List)
- c. Total referred from other _____ (List)
- d. Total referred from other _____ (List)

Disposition of each of the above referred to intake

a _____
 b _____
 c _____
 d _____

referred to station adjustment

a _____
 b _____
 c _____
 d _____

dismissed

a _____
 b _____
 c _____
 d _____

Illinois Department of Corrections

a _____
 b _____
 c _____
 d _____

referred to detention

a _____
 b _____
 c _____
 d _____

TABLE 32 (continued)

detained

a _____
 b _____
 c _____
 d _____

other

a _____
 b _____
 c _____
 d _____

DP 3.) Referred from

- a. School _____
- b. Agency _____
- c. Other court _____
- d. Parents _____
- e. Other _____

DP 4.) Referred from Juvenile Officer _____

Referred from Probation Officer _____

Referred from Other _____

Detained
 Not Detained
 Detained
 Not Detained
 Detained
 Not Detained

DP 5.) Referred from 3a

- Dismiss _____
- Conference _____
- 3b Dismiss _____
- Conference _____
- 3c Dismiss _____
- Conference _____
- 3d Dismiss _____
- Conference _____

Referred from Detention Dismiss _____
 Conference _____

Referred from Detention Hearing Dismiss _____
 Conference _____

DP 6.) Preliminary Conference - Referred to

- Adult Court _____
- Dismiss _____
- Answer and setting (7) _____
- Continued _____
- Interview for Court _____
- Super. _____
- Station adjustment (10) _____
- Disposition _____

TABLE 32 (continued)

DP 7.) Answer and Setting	Contested _____ Uncontested _____
DP 8.) Continued	Out _____ Preliminary Conference (6) _____
DP 9.) Continued Supervision	Out _____ Preliminary Conference (6) _____
DP 10.) Station Adjustment	Out _____ Preliminary Conference _____
DP 11.) Adjudication Hearing	Dismiss _____ Dispositional Hearing (13) _____
DP 12.) Continued	Out _____ Dispositional Hearing (13) _____
DP 13.) Dispostional Hearing	Probation (14) _____ Institution (15) _____ Prison (16) _____ Out _____

TABLE 33

<u>SYSTEM POINT</u>	<u>DATE</u>	<u>PERSON</u>	<u>CUMM. DAYS</u>
from line officer, (police)	12-15-72	Jones	1
to/from Juv. off. (police)	12-26-72	Smith	2
to/from Det. Hear. (Pro)	12-29-72	Anderson, Nolan	4
to/from Det. (Youth Home)	12-29-72		4
to/from Intake, etc.	1-17-73	Fiscella	21

Because the issue of data collection is relevant to the entire criminal justice system, the DuPage County Law Enforcement Commission should address this issue to encompass all criminal justice agencies. Examples and suggestions contained herein could be incorporated into a federally funded "Criminal Justice Information System."

PERSONNEL

The Sheriff's Department in DuPage County is under a merit system, but the Probation Office is not. Although there is an employee handbook in DuPage County, it is of fairly recent origin (January 4, 1972) and is not generally understood or adhered to by administration. Confusion reigns supreme over such issues as who has the authority to grant vacations, criteria for pay increments, and a general understanding of fringe benefits. Efforts should be made to bring the probation service under a merit system.

SALARIES

The issue of salaries in DuPage County is described by administration and line officers alike as being the number one personnel problem of the Probation Office. Probation Officers are required by policy to live in DuPage County. Living expenses are extremely high, especially rent and housing. The average income in DuPage County is almost twice as high as the salaries paid to Probation Officers.

Again, from the John Howard Report we quote page 6: "Salaries reflect 'what people think of you'." Probation Officers in DuPage County should receive no less than \$10,000 a year as a beginning salary.

CONTINUED

2 OF 3

We are informed that since our visit, there has been some improvement in salaries. Probation officers now begin at about \$9,000 a year. Further, there has been some improvement in job descriptions and minimum hiring requirements.

However, DuPage County being the fourth wealthiest county in the United States should be totally embarrassed over this shoddy state of affairs and the manner in which Probation Officers are compensated.

(For information concerning the new salary schedule, see Appendix E.)

During our visit a local village, Carol Stream, was recruiting for police officers. They offered a beginning salary of \$9,743.16 per year (See Appendix F). Salary offered is competitive with other police agencies within DuPage County, notably the Sheriff's Office.

Executive and mid-management positions in the Probation Office are grossly underpaid. Compared with positions of similar responsibility in business, other jurisdictions throughout the United States, and considering local conditions, these positions should be paid at or above the existing average income in DuPage County.

It is NCCD's judgement that contributing to this has been the low judiciary salaries especially as applies to DuPage County. This tends to "cap the maximum range" and to keep executive salaries low. Because of the responsibilities and the job to be done, it is conceivable that top management in the Probation Office is paid more than the judiciary. It is a fact that judicial salaries need attention.

The practice of paying group work staff less than probation office staff is not sound. The qualification and expectations are the same, so the pay should be. The rationale is that probation staff work longer hours without overtime, it is suggested that an overtime differential be paid to those required to work overtime on a routine basis.

JOB DESCRIPTIONS

Job descriptions outlining expectations for probation officers, supervisors, administrators or other staff should be prepared. Although there is no magic in job descriptions, they do offer a baseline of expectations and lend discipline to the process of employee selection, outlining expectations for supervisory review and evaluation of the employee's performance.

No accurate system of employee evaluation was noted. "How do you know you are doing a good job?" was asked of most employees interviewed. In most instances the answer given was "I have a feeling I am doing a good job." Further exploration revealed that there were no professional expectations communicated either in writing or by their supervisor as to what the job entailed or what kind of professional performance was expected.

PERSONNEL RECORDS

The records for personnel are inconsistent. Certain records that could be beneficial are not maintained. For example, staffing records for the entire department, expenses claimed by employees, date of hire, and termination or reason for termination. Exit interviews are not utilized or maintained, thus reasons for leaving cannot be identified. They do not contain written evaluations of the employee's performance or establish any goals or directions with him as to professional growth expectations.

RECOMMENDATIONS

1. Hiring should be based on competence, training and experience.
2. The Chief Probation Officer, with the concurrence and approval of the Chief Circuit Court judge, should be the only person who decides who is to be employed.

DISCUSSION: Although we suggest that the Chief Probation Officer have ultimate accountability for employee selection, of legal necessity, appointment of a probation officer should be approved by the judge.

3. Make the minimum hiring requirement for all professional positions four years of college and a Bachelor's degree.

DISCUSSION: The demanding expectations of professional relationships demand at least this level of academic training. Present employees, who do not reach this minimum could be "grandfathered" into the system as assistant probation officers or given a reasonable length of time to complete the minimum requirements for the job. Preference should be given to prospective applicants with graduate degrees in behavioral sciences.

4. NCCD considers the following salary schedule to be a minimum in recruiting and maintaining qualified personnel in the DuPage County Probation Office. Equivalent group work positions are considered to be a part of the schedule (See Tabel 34).

DISCUSSION: In recommending these salaries we have considered local economic conditions, including salaries for DuPage County residents. We have considered the salary structure and compared it nationally to other jurisdictions. Some attention was given to the salary

TABLE 34

Assistant Probation Officer	High School graduate or some college	\$8,000 to \$10,500
Probation Officer 1	BA or BS (Minimum requirement for employment)	\$10,000 to \$10,500
Probation Officer 2	BA or BS plus one years experience	\$11,000 to \$14,000
Probation Officer 3	BA or BS plus five years experience, MSW or equivalent two-year graduate degree	\$13,000 to \$16,000
Probation Officer 4	BA or BS plus eight years experience or MSW or equivalent two-year graduate degree	\$15,000 to \$19,000
Supervisor	Should qualify for PO 3 plus have supervisory ability	\$16,000 to \$21,000
Chief Probation Officer		\$25,000
Director of Court Services		\$26,500

structure in Cook County. The assistant Probation Officer classification is to be used to "grandfather" existing personnel into the system and as a very limited recruiting position which could be used to attract underqualified persons from linguistic and racial minorities and ex-offenders. Job expectations for Assistant Probation Officer should be consistent with that role.

Although records are unclear, the length of employee tenure in the Probation Office is extremely short. Probation Officer 1 with a Bachelor's degree and no experience is intended to be a training position only. This allows for evaluation of first-year performance on the part of supervisors and administration.

P.O. 2 (Bachelor's degree and one year experience) is a journeyman recruiting position designed to maintain and recognize staff performance of those hired at minimum levels.

P.O. 3 recognizes optimum training of a two-year graduate degree in behavioral sciences as equivalent to five years experience. As a policy matter, it should be made possible for persons hired at lower levels to go through other probation officer classifications based on their "professional ability and performance."

P.O. 4 classification is designed to offer a career opportunity for those with exceptional ability, training and competence in the area of professional probation work. It offers them the chance to develop a career without necessarily going into supervision or administration.

It recognizes their ability as an expert probation officer. Minimum qualifications for supervisor should at least meet the P.O. 3 classification. Aside from this, supervisory ability should be assessed before hiring is done.

We have recommended that the Chief Probation Officer be the chief administrator and executive for the department. One of this size and complexity is a \$25,000 a year job in DuPage County. The Chief Judge should insist that it be performed at that level of proficiency.

The recommended salary for the Director of Court Services would recognize his long employment with the county and the unique position and responsibilities outlined under our recommendations. At the time that the Director of Court Services resigns, a greater spread between the chief executive and his assistant needs to be considered (Phase 2 of management implementation). Salary at that time should be raised to at least \$28,000 to \$30,000. This will offer an opportunity to evaluate the performance of the present Chief Probation Officer in light of the demands of the job.

GENERAL SUMMARY

In review, we are convinced that there is much good and many strengths upon which to build. Motivation and dedication on the part of many staff make the expected level of performance realistic. Other staff will have to be further evaluated. There is unquestionably potential for this department to be a model not only in Illinois, but in the nation. Many enlightened and productive practices exist, especially in the area of police administration. The Wheaton Police Department, the DuPage County Sheriff's Office and the

Elmhurst Police Department are three fine examples. They have sound programs for differential handling especially in the juvenile area.

The attitude of other complementary agencies such as the State Attorney's Office, Public Defender's Office, Illinois Department of Children and Family Services and the Family Service Association of DuPage County indicate that leadership, enlightened practice, creative programming and timely implementation are expected.

The task at hand is challenging and will require sound and searching decision making. Through its elected representation on county government, DuPage County has the awareness and the "musclè" to provide competent, effective probation services in their community. They have a right to expect no less, as it offers community protection.

APPENDIX A

APPENDIX A

December 9, 1969

The Honorable Robert Nolan
 Judge of the Juvenile Court
 Circuit Court of DuPage County
 201 Naperville, 2A
 Wheaton, Illinois 60187

(Probation Cases prior to
 this date not acceptable
 to CFS)

Re: Service Referrals - DuPage County
 Probation Department

Dear Judge Nolan:

This is to confirm our major argeements in conference on Friday, 12-5-69,
 held in Mr. Hesterman's office.

Mr. George shared the following data regarding recent volume of new cases and
 the child care budget authorizations:

<u>Year</u>	<u>New Cases</u>	<u>Total Children</u>	<u>New Children</u>	<u>Budget Authorization</u>
1966	60	335		\$175,000.00
1967	70	330*	120	175,000.00
1968	88	455*	133	250,000.00
1969 (Jan to Oct)	50	366*		250,000.00
1970 (Estimated)	70			300,000.00

*Include new children

This Department has accepted and now has under its care 115 of the 336 children
 reflected for 1969. New case acceptances has averaged about one a month or
 twelve per year. This has resulted in our assuming responsibility for
 approximately 318 of the children under the Court's jurisdiction as dependent
 or neglected minors.

We share your concerns and also wish to offer the best possible services
 for these children. The quality and quantity of work by your Probation
 Staff is impressive. However, budget parameters are very real limits to the
 mandate given by the county, as well as the state. Your authorizations
 from the county have been real indications of their major committment to
 the service of children. This Department has been admittedly comfortable
 (comparatively) in the knowledge that quality services could be made available
 by DuPage County Probation Staff. Since our legislative mandata calls for
 services to be offered "where not otherwise available", we have not been
 eager to suggest any change in referral volume. It now appears, however,
 that you anticipate continued growth in intake without comparable increase in
 budget and, in fact, anticipate budget reductions in this portion of your
 total budget.

The Honorable Robert Nolan
Judge of the Juvenile Court
Wheaton, Illinois

In view of these circumstances and Mr. George's request dated November 17, 1969, we agreed to accept new cases during the next year at these volume levels:

Present to April 1, 1970	We will service two new cases per month or 8 new cases.
April 1, 1970 to Aug. 1, 1970	We will service four new cases per month or 16 new cases.
Aug. 1, 1970 to Jan. 1, 1971	We will service six new cases per month or 30 new cases.

This represents a total of 54 new cases, or 87 new children to be assumed by this Department between now and January 1, 1971. It was agreed that the Probation Department would continue to maintain responsibility for its present case load, which will through attrition gradually be reduced by successful service completion. While we recognized the possibilities of continued increases in intake volume, we did note that the 1969 new cases were substantially less than 1968 new cases, as were the total number of children under care for the same years. It would appear, if my calculations are correct (based on your past volume, our services to 318 of those children, and projections of movement into and out of care) that the number of children under your direct care should be reduced from the present level of approximately 256 to a level of approximately 165 by January 1, 1971. I note there are 1.6 children per family in those cases.

If, as a result of this Department's assuming substantially more responsibility for serving Court cases, your probation staff can intensify their efforts with present families under care, the total cost and volume of children may be reduced more quickly.

We did concur that referrals would be made at the earliest possible point and that information gathered by the Probation Department would be forwarded to us promptly so as to permit the earliest possible intervention. Mr. George and Mr. Lee will pursue more detailed plans immediately, including the continued effective use of a member of Mr. Lee's staff in a liaison role.

It was a pleasure to meet you and, as always, to work cooperatively with Mr. Hesterman and Mr. George. We have always held much respect for them and wish to maintain and strengthen our joint efforts to service families in need.

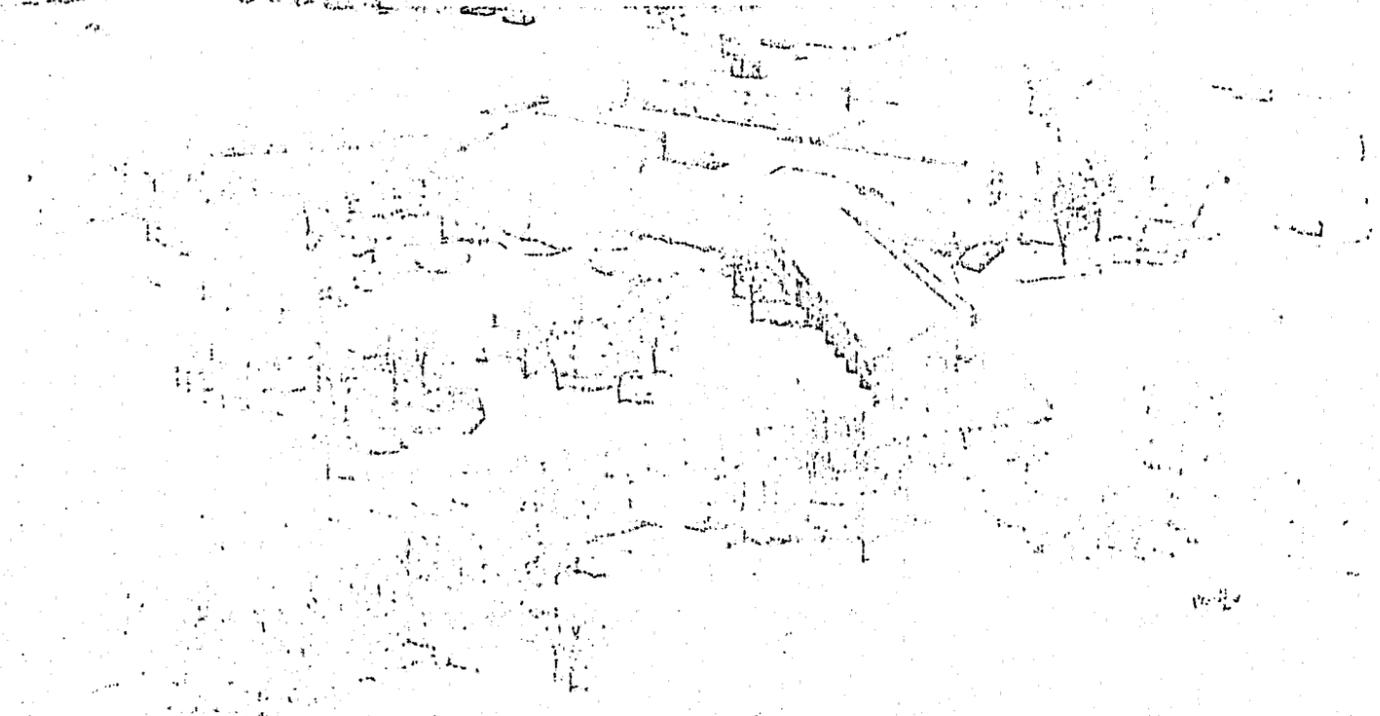
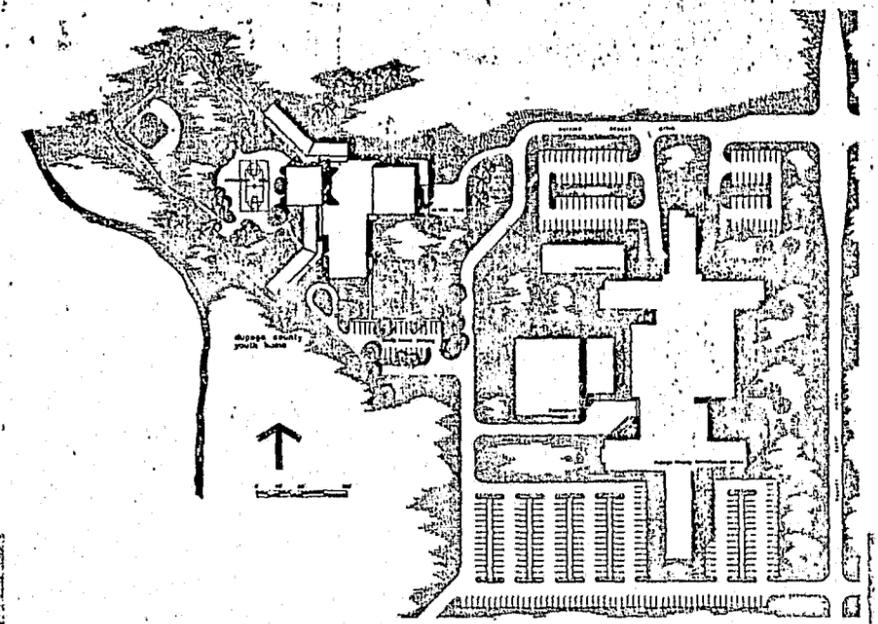
I look forward to continued warm relationships between our Department and your Court and Probation Department.

Yours very truly,

Leland E. Wright, ACSW
Regional Director
Aurora Region

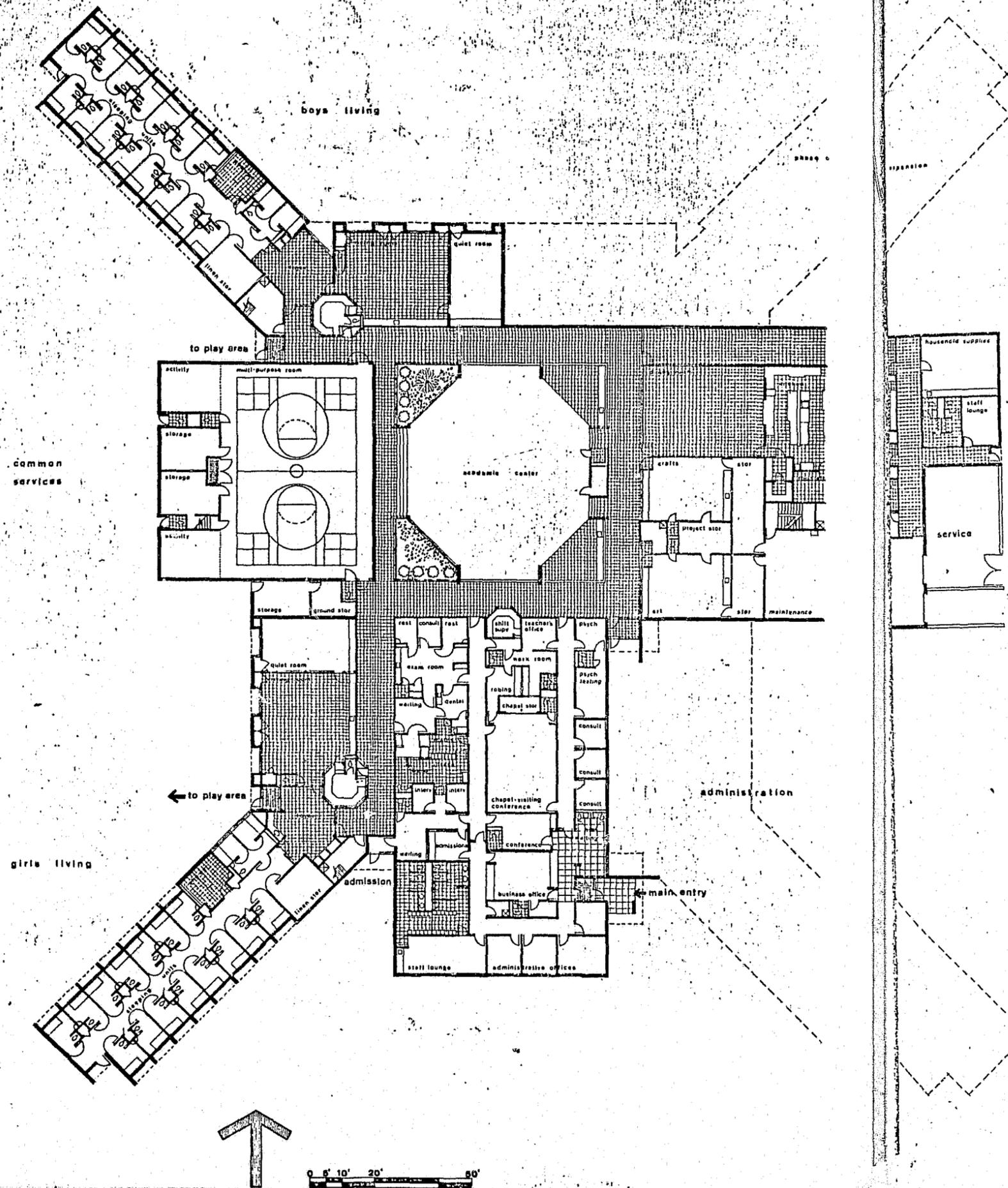
APPENDIX B

APPENDIX B



du page county youth home
winfield illinois

schmidtke and layer architects aia
elgin illinois



Along with an unprecedented pattern of continuing growth, DuPage County continues to incur more frequent and severe problems of youth behavior and delinquency. For example, during 1970 the number of juveniles that were deemed wards of the court had nearly doubled that of the previous year. It is to the credit of the people of DuPage County, the county Board of Supervisors, the Juvenile Court of the 18th Judicial Circuit under Judge Robert A. Nolan and the probation department of DuPage County, that their foresight has led to the development of a comprehensive youth program to deal with the increased responsibilities and social consequences of the coming decades.

Under Judge Nolan's influence, forward strides have been made in improving the operation of the juvenile court through the implementation of new pretrial and diagnostic intake programs, new legislation and model juvenile court procedures. As a first step towards developing the physical setting for intake, study and treatment, the county Board of Supervisors have undertaken the planning and construction of a diagnostic and treatment center: The DuPage County Youth Home.

In 1968, the county Board authorized the expenditure of funds to begin programming, site investigation and construction of a model youth facility which was wholly unique to the county. After investigating current facilities in use in adjacent counties the then Plan and Industrial Development Committee under the direction of Mr. Frank Bellinger requested the engagement of professional planning consultants to prepare an in depth study of specific requirements for the new facility. Accordingly, the Board engaged the services of Schmidtke and Layer Architects AIA of Elgin, Illinois, to prepare these recommendations.

The first steps towards implementation began with detailed inspection trips to youth homes throughout the country, both by the Architects and Judge Nolan and members of the committee. In addition, interviews and conferences were held with school officials, social and medical professionals and law enforcement officers to define the types of services to be offered by the facility and the environment necessary to support anticipated programs. Throughout the planning and program stages recommended practices by the National Council on Crime and Delinquency were closely adhered to.

In May of 1969 the final program document was presented to the Board of Supervisors for approval. What had transpired during the planning stages was the transformation of the original thesis of constructing a youth detention center into a program for a comprehensive diagnostic and treatment center. The Board authorized definitive planning to commence in July of 1969. Exhaustive detailed study, product investigation and comprehensive specifications followed, with close participation and continual review by Judge Nolan, the renamed Space and Accommodations Committee under the continuing guidance of Mr. Bellinger, and Mr. John Hesterman and Mr. Richard George of the DuPage County Department of Probation. After approximately one year of intensive planning, development and review, the Board authorized construction to begin with completion scheduled for the Fall of 1971. During construction, evaluation of the physical plant continued with close inspection of the progress of the work by all members of the planning team. Further research and analysis continued with requirements for furnishings, accessories and appurtenant items; finally the appointment of Merrill Moore as general superintendent of the facility completed the planning and development team, and eased phasing of the new facility into the established youth treatment programs of the County.

The facility as it has evolved over the course of the years of planning has utilized what is described as the best features of many similar buildings. Even so, the intense participation of so many gifted individuals from both the public and private sectors have caused the inclusion of elements wholly unique to this facility.

The basic structure is designed to house sixty children of both sexes in units of fifteen with initial provision for thirty boys and girls. Common services have been structured for the requirements of the expanded population. Included are the normal facilities for Intake, Dining, Recreation and Therapeutic Arts and Crafts activities. In addition, as an adjunct to the administrative section of the home, comprehensive facilities for counseling, testing, group interaction and aid and assistance have been provided. The building also affords opportunities for emergency medical and dental care through the use of professional services on call at facilities within the home. Finally, in lieu of a traditional classroom approach to the requirements of continuing education of detained children, it was wisely decided to design in an academic center consistent with the individualized needs of emotionally disturbed and socially maladjusted children. Hence, the educational program of the home will be attuned towards a diagnosis of the individual capabilities of each child and a consequent program of instruction towards alleviating learning disabilities, arousing interest and sustaining motivation towards achievement. To secure this aid the facility is indeed fortunate to be included within the environs of the neighboring Wheaton and Winfield Public School Districts which are among the most advanced public school districts in the nation in this regard.

In the theme of the building every effort has been made to preserve a residential and casual atmosphere consistent with the requirements of secure care. Wherever possible materials that soften the institutional character are employed. Natural light is used discreetly through open courts and clerestory sash to relieve confinement. Decorative grilles provide protection to glazed areas without the adverse influence of barred enclosure. Natural materials in earth tones balance the gay cheerful paint colors and thread through the building to preserve continuity. Circulation areas are generous and supervisory stations are strategically placed so as to casually oversee all areas of activity while being integral to the building surroundings. Distinct separations are maintained between security and program areas. Finally, the intake process is so situated that the child does not encounter the process save when being admitted. The child is accorded individual dignity and the opportunity to progress during his stay towards higher levels of responsibility as a prelude to eventual discharge from the influences of the court. Consistent with the planning requirement every attempt has been made to enable exploratory programs to be utilized in the home by minimizing "building controlling program" aspects so common to detention facilities. Rather, maintenance and building control operation have been designed out to maximize opportunities for corrective programming for the individuals within the facility.

In summation, the physical setting of the youth home is such as to provide a background for effective treatment with emphasis on constant direct visual and audio contact to maintain control rather than obvious physical restraints. The facility is capable of expansion without major change in existing structure. Such expansion will be dependent upon implementation or non-implementation of new programs designed to reduce delinquency and the effectiveness of established controls over children from large metropolitan areas as they migrate to this county as well as the general increase in the youth population.

DUPAGE COUNTY YOUTH HOME

Constructed By The

DUPAGE COUNTY BOARD OF SUPERVISORS
GERALD R. WEEKS, CHAIRMAN OF THE BOARD

And The Late

PAUL J. RONSKE, CHAIRMAN DURING PLANNING
SPACE AND ACCOMMODATIONS COMMITTEE

CHAIRMAN AND PROJECT DIRECTOR FRANK H. BELLINGER

Committee Members

Mrs. David Davenport	Mrs. Geo. Frederick
Carl J. Demme	Clyde K. Gleason
Elbert Droegenmueller	Mrs. Walter Meyers

Prior Members During Planning

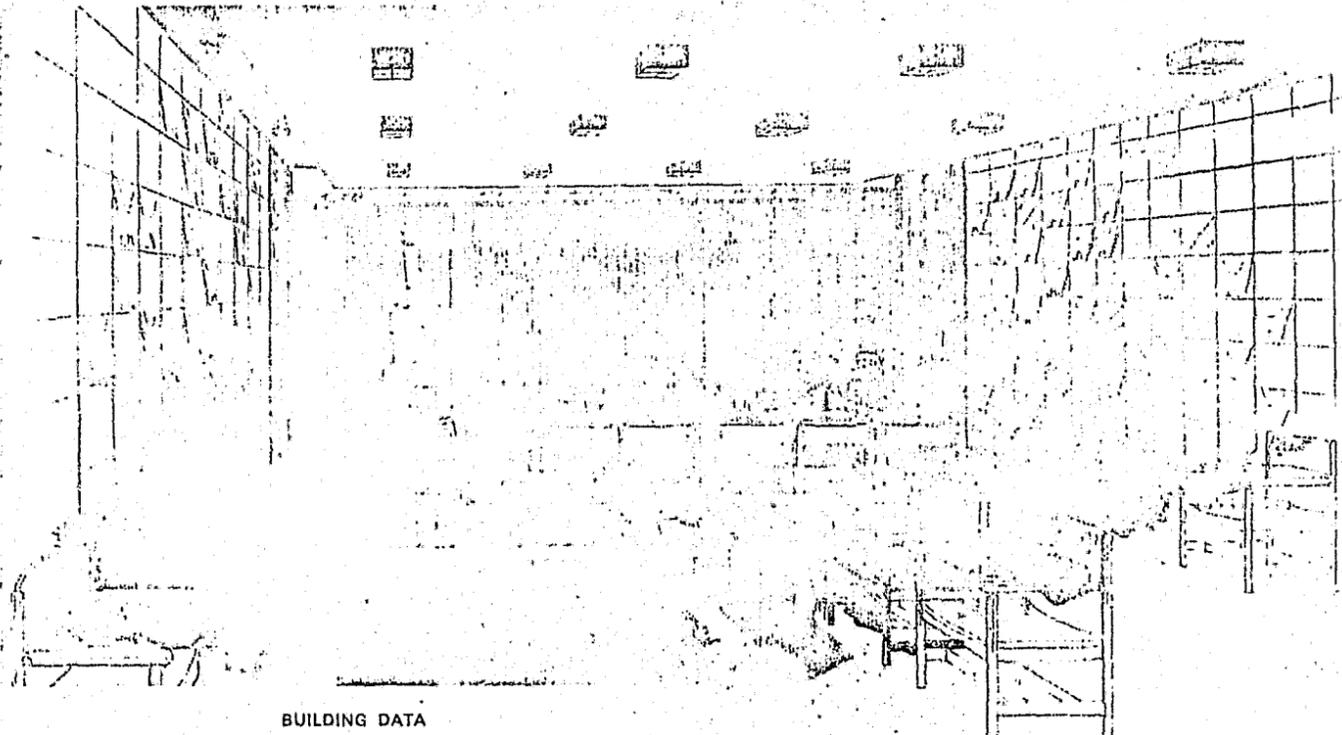
Alvin W. Anderson	Don G. Prindle
Geo. D. Enzenbacher	Mrs. Alfred Schmid
Charles G. Kaelin	John Stob, Jr.

THE 18TH JUDICIAL CIRCUIT COURT

Bert E. Rathje	Chief Judge
Robert A. Nolan	Juvenile Court Judge

PROBATION DEPARTMENT OF DUPAGE COUNTY

John Hesterman	Director of Court Services
Richard George	Chief Probation Officer
Merrill Moore	Superintendent



view at visiting area

BUILDING DATA

GROSS BUILDING FLOOR AREAS IN SQUARE FEET

Living—Sleeping Units.....	17,180
Core Facilities.....	21,306
Administrative and Service Units.....	14,836
Total Building Area.....	53,322

PROJECT COSTS

Building Cost.....	\$1,687,820
(Exclusive of site acquisition)	
Site Development.....	72,907
(Includes screened play area)	
Fixed Equipment.....	71,670
(Includes Kitchen Equipment)	
Design & Engineering Fees.....	129,940
(Includes initial planning study)	
Furnishings and Accessories.....	100,000
(Estimate includes Academic Center Equipment and Fees)	
Probable Project Cost.....	\$2,062,337

APPENDIX C

APPENDIX C

TO: ANTHONY S. KUCHARICH, CHIEF
FROM: EMMET H. NABSTEDT
DATE: FEBRUARY 16, 1972
SUBJECT: DuPAGE COUNTY YOUTH HOME

The DuPage County Youth Home represents an investment of over two million dollars and is the result of several years planning. Considerable research was done to determine the actual and anticipated need for juvenile detention plus planning for a treatment oriented program to modify and control delinquent behavior.

State standards for juvenile detention facilities were being developed during the planning stage and these requirements were taken into consideration during the construction period.

A site was selected that will be near the county administration center under construction, and future plans for new court facilities will provide for probation services to be near the juvenile youth home. When this move is accomplished, all the county court and administrative services will be centralized in a county complex.

The planning committee, composed of county officers, county supervisors and members of the judiciary are to be commended for their vision and accomplishment. The general floor plan, of over 53,000 square feet, has been arranged with

security, care and treatment blended into a functional structure that can be supervised by a minimum number of staff.

Special emphasis was placed on providing separate and secure living quarters with easy access to service areas, food service, education, recreation, medical care, diagnostic services and treatment areas. Administrative offices are outside inner security with all necessary services available within the inner security area.

Future expansion of either boys or girls facility can be accomplished with removal of glassed areas and the basic services of food service, educational space and recreation areas will be adequate when additional living quarters are added.

The gymnasium, a luxury not generally found in detention centers, is of junior high size with space for basketball, volleyball, handball and physical development equipment. This will augment the regular physical education program.

The outdoor area, protected by fencing, has a permanent basketball court, with space for volleyball, softball and track events.

These two recreation areas will negate the use of public school facilities, parks or public playgrounds. Security and protection of detained children is assured and their physical development will not be neglected.

The inspection revealed careful construction with an emphasis on providing continuous supervision which will result in minimal damage to fixtures.

Materials used were selected for durability with minimal maintenance; floors of field tile, terrazzo or carpeted, side walls coated with epoxy paint and ceilings high enough to prevent damage to light, sound and ventilating fixtures.

The use of porcelain china fixtures reduces the impression of a jail, as do the hollow metal doors with vertical glass view panels. The use of tempered glass enhances security and reduces the danger from broken glass.

The only weakness apparent at this time is the weight of the security window screening. Any replacements should consider a more sturdy mesh.

The present staff is minimal and as they become more proficient in their duties will be sufficient for handling 12 to 15 juveniles, but when the population nears the maximum, 20 to 30, additional youth counselors and another teacher will be necessary.

The Department of Corrections, Bureau of Detention Standards and Services is pleased to approve the DuPage County Youth Home and offers its support to assist in making this facility a model program.

The Bureau will provide consultive services and assist in staff training programs.

To those citizens, both in official or unofficial capacity, who envisioned this facility and gave their support to bring about its realization, the Bureau offers its commendation with the assurance that Bureau services will be available when requested.

Emmet H. Nabstedt
Social Services Consultant

EHN:dh

JUVENILE DETENTION CENTER INSPECTION REPORT

Date February 9, 1972Inspector Fred FinkbeinerInspector E. H. NabstedtFacility DuPage County Youth HomeAddress 420 North County Farm Road Zip 60187 Phone 682-7356City Wheaton County DuPageAdministrator Merrill J. Moore Title SuperintendentInformant (same) Title _____I GENERAL INFORMATIONOriginally built 1971 Remodeled new 1971County population 491,882 Last census 1970Land area of facility approximately 11 acres Adequate yesSufficient for expansion yesRated capacity 30 males 15 females 15Present population 13 males 9 females 4Listed as dependents 0 males 0 females 0Age range of children served 10-17 males 10-16 females 10-17

Average stay last year _____ males _____ females _____

Total received last year opened Jan. 31, 1972 males 9 females 4

Maximum stay last year _____ Average daily population _____

Is Center funded under Special Tax Levy Child Protection Act _____ General County Funds _____Private funding or boarding payments X Community Funds noAre gifts or donations accepted X Any during past year yesCopies of State Guides: Illinois Juvenile Detention Standards XJuvenile Court Act X Child Protection Act X available

Others _____

Are juvenile Rights posted no Are there Rules and Regulations yespolice or probation officers
will advise of rights

outlined during orientation

Does the Court use alternate programs: Shelter Care Homes yes

48 hour hold over facility _____ Half-way Homes _____

Can the detention center transfer to or use county jail yesWhere are juvenile hearings held courthouseDoes probation staff have office space in the same building noDoes the Judge no Clerk no States Attorney no have office space in the facility.Is there a conference room for attorneys yes, 3 availableIs there a public lobby or waiting room yesDoes the administrative staff out clerical staff / case workers in diagnostic team in
andhave office space in the facility. Inside X or outside X security.Is there a room for Detention Center Staff, Court Services, Agencies conferences yesAre the children protected from the view of casual visitors yesII PHYSICAL CONSTRUCTIONIs the building fire resistive yes roof yesMaterials used: floors carpeting, field tile or ceilings acoustical tile and precast
(aggregate concrete)outside walls brick inside walls brickfurnishings metal, plastic paints epoxyNumber of single sleeping rooms 30 males 15 females 15Number of dormitory rooms 0 males 0 females 0

males _____ females _____

males _____ females _____

Isolation rooms: Security 4 males 2 females 2Medical 1 section for either males _____ females _____General purpose rooms: Living 2 Dining 1 central Recreation 1 centralEducation 1 central Multi-purpose 1 yes _____ Special _____Number of floors 1 Number used 1Elevator service N.A. Controlled _____Emergency exits: Ground floor 5 Upper floors _____

Type of heating gas boiler, radiant in ventilation windows in sleeping rooms will
floor open 30 percent
 air-conditioned yes fans yes
 Are entrances secure: Public yes Intake yes
 Service yes Grounds fenced, 15' high Other _____
 Hall widths: Entrance 8' General 6' Sleeping area 8'

III ADMINISTRATIVE SERVICES

Is intake procedure adequate yes Separate intake unit yes
12'8" x 9'7"
 Receiving room yes clothing storage yes bathing-examination yes
 clothing issued yes orientation yes
 Is thorough search made on admission yes
 Who determines admission policy court staff Release policy court order
 Who establishes program policy of center Superintendent
 How complete are childrens records are adequate for use
 Are these kept as a permanent file yes
 Do court services yes or agencies yes supplement intake material.
 Number of staff: Administrative 2 Child care 11 full and 8 part Service 4 Teachers 1 Other _____
 Is present staff adequate too early to tell, but minimal services are provided
 Are there staff needs yes, will need more counselors and additional teacher
 Assigned to shift one 4 Shift two 4 Shift three 3
 Part time personnel 4 Relief staff 8 used regularly
 Special staff administrative (2) teacher (1) cook, maintenance (3)
 Who selects personnel Superintendent and court services Who hires staff County Board
 Is there a merit system no
 Is there an in-service training program yes
 Is there a training program for new staff yes
 Is a daily log of shift activities kept yes, 3 log books, 1 in each control center
 Persons living in facility 0
 Persons living on grounds 0

IV SLEEPING ROOMS

Size of single rooms 8' x 10' x 9' ceiling, 15 room unit has 52'6" x 29'2" living room
 Room equipment: Bed X table _____ chair _____ toilet X washbowl X mirror X shelf _____
 clothing hooks _____ storage _____ other _____ Sound monitor X
 Windows: number and size 1-2' x 6' type jalousy, limited opening 4" glass width _____
 Screening: insect _____ security X Bars no Grilles no light screening _____
 Lighting: type and amount of light ceiling, 2 bulbs controls outside room
 Doors: type and size hollow metal, 83" x 32" - 6" x 18" glass set vertically
 Equipment: view plate yes speaking device no food pass no
 Bed: type and size built up bunk 75" x 30"
 Bedding: mattress yes blankets 1 or more sheets 2 pillows yes
 Mattress type foam, fire resistant Pillow type foam cover _____
 Size of dormitory rooms none
 Room equipment: Bed _____ table _____ chair _____ toilet _____ washbowl _____ mirror _____ shelf _____
 clothing hooks _____ storage _____ other _____ Sound monitor _____
 Windows: number and size _____ type _____
 Screening: insect _____ security _____ Bars _____ Grilles _____
 Lighting: type and amount of light _____ controls _____
 Doors: type and size _____
 Equipment: view plate _____ speaking device _____ Food pass _____
 Bed: type and size _____
 Bedding: mattress _____ blankets _____ sheets _____ pillows _____
 Mattress type _____ Pillow type _____

V ISOLATION ROOMS

Security rooms: number 4-2 boys, 2 girls size 8'6" x 6'6" x 9' capacity 1 each
 Room equipment: type of bed built up bunk mattress foam rubber, plastic cover
 Bedding blanket, sheet, pillow Furniture none
 Toilet facilities 1 available for each two rooms
 Door: type and size same as single room
 Equipment: view panel X speaking device no food pass no

Lighting: type ceiling unit controls outside isolation unit
 Windows and screening same as sleeping room
 Bars no Grilles no
 Padding available no fire resistant no
 * Monitoring: Sound yes visual glass panel video no
 How is food served metal tray or paper plate, based on need
 Use of plate tray yes silverware no other plastic spoon
 Medical rooms: number 1 section, 6 room size 20 x 18 area capacity 1 at a time
 Room equipment:
 Examining x area 17'3" x 10' 1 dental room 9' x 8'
 Treatment x area 2 rooms 6' x 6' for rest or waiting
 Convalescent not at present time
 Supplies x area 1 waiting room 8' x 10', 3 chairs
 Air circulation x adequate 1 consultation room 6' x 6'

VI KITCHEN

Are meals prepared in Center yes
 Is cook or dietitian employed yes number 1 plus one relief
 Are special nutrition needs met yes, when indicated
 Are meals planned ahead at least 30 days How long are menus retained year at least
 Is there adequate food storage: canned yes dry yes frozen yes
 Is there a 30 day supply of basic foods yes
 Kitchen equipment: Stove X washer-sterilizer X spray-rinse X ovens X grille X
 mixer X grinder X slicer X Sufficient cooking equipment yes
 Number of sinks: Deep sink X heated sink X hand sink X other rinse sink
 Is there a hot table no cold table no milk machine no ice cream freezer no
 other special equipment _____
 Is the kitchen secure yes cutlery locked no
 Kitchen size 32' x 25'6" Storage room sizes 17'3" x 10'
 1. walk in cooler 24' x 10'
 1. walk in freezer 16' x 10'

VII DINING ROOM

Is eating centralized yes or on a unit basis _____
 Do boys and girls eat together yes
 Does staff eat with children yes
 Dining room size 38'6" x 28'6" Serving capacity 70
 Table sizes 8-6-4 capacity number of children per table 4-6-8
 (round tables)
 Table space per child 24" or more
 Type of dishes plastic, 3 section of silverware knife, fork, spoon
 Do children perform any dining room chores not as yet
 Is music available during meals yes Is talking permitted yes
 Serving time: Breakfast 7:45 a.m. Lunch 12 Supper 5 P.M. Snacks evening
 Are between meal lunches served (not at present Bed time snack every evening
 time
 General dining room atmosphere bright, cheerful, pleasant

VIII LAUNDRY SERVICES

Is laundry done in the facility personal clothing only
 Do girls have separate laundry equipment separate washer dryer
 List laundry equipment: Washer X dryer X mangle separator irons _____
 other ironing board and iron in girls area
 Is personal clothing washed yes
 Are bedding and linens washed by commercial laundry
 Is bedding air dried by machine Are blankets sterilized by washing only
 Is bedding flame-proofed not as yet
 Do children assist with washing or ironing girls only
 Do children change bedding X linens X sort wash no do any mending or sewing no
 Is dry cleaning service available by parental arrangement

IX PERSONAL HYGIENE

Is bathing by tub no shower yes both 3 shower units for each section
 Bathing frequency: required daily permitted daily
 Water temperature mix: controlled by staff X by child _____

Is temperature set by control yes

Type of soap supplied: Bar X liquid _____

Towel changes: Bath daily hand daily

Are roller towels used no paper towels no

Clean clothing supplied: under clothing yes frequency daily

outer clothing yes frequency as needed

Frequency of bedding changes weekly or as necessary

Personal items supplied: Comb X tooth brush X tooth pasta X deodorant X

Feminine hygiene items X hair dryer 2 for girls other _____

Is storage adequate for: Bedding X towels X supplies X clothing X yes

X PLUMBING

shower room 13'8" x 12'7" has 1 basin, no toilet

Number of showers 6 tubs 0 boys 3 girls 3

Number of toilets 40 staff 8 boys 16 girls 16

wash bowls 40 staff 8 boys 17 girls 17

urinals none boys 0

drinking fountains, staff in living, academic, gym areas

boys adequate girls adequate

wash rooms for visitors yes, two

Type of plumbing fixtures: porcelain china X metal _____

combination _____ single units; stools X basins X

Are floor drains adequate yes

Are there any plumbing problems no

XI LIGHTING

Is entrance adequately lighted yes

Are grounds adequately lighted at night yes

Is building exterior adequately lighted yes

Is general interior lighting adequate yes

Are sleeping rooms sufficiently lighted for reading yes

Is there an alternate power source generator

Are light switches controlled by staff yes

Are switches inside _____ or outside X sleeping rooms _____

inside _____ or outside _____ dorms _____

Source of night light for sleeping rooms small bulb in ceiling fixture

General condition of light fixtures good, ceiling is 9' high

XII PERSONAL SAFETY

Medical services available: Physician on regular basis X on call X none _____

Staff nurse; Registered X practical _____ on call nurse service none

First aid service by staff: Shift 1 X Shift 2 X Shift 3 X

Is there a service arrangement with: local hospital X clinic _____ other _____

Does the Center have medical direction: full time _____ part time _____ on call X

Are medicines securely stored _____ in a locked cabinet yes

Are poisons _____ internal _____ external _____ medications, separated yes

Are medications given by prescription only yes

Is a record kept of time and amount of medication given yes

Are first aid supplies available yes

Number and location of fire escapes none

Location of nearest: fire station less than mile

fire hydrant without 100 feet

Number and location of stand pipes none hose lengths _____

Number, location and type of fire extinguishers 15 placed by fire department

Is there a written evacuation plan in case of an emergency yes

XIII EDUCATION PROGRAM

Is there an educational program in the Center: Yes X No _____

If No, where do children attend school _____

If Yes, School District sponsor West Chicago #94 Teachers: Full 1 Part-time _____

Number of class rooms 1 size appr. 49' square students per room 70 capacity

Subjects taught academic

Grades taught 1-12 Hours of instruction 8-4:30 p.m.

5 days a week, 1 1/2 hours

physical education

Special subjects: Home economics... no Arts-crafts... X Pre-vocational not at present time

Is remedial assistance available... not at present tutoring... to develop this

Is there a school library... yes

Is physical education a part of the school program... yes

Are school hot lunch funds used to supplement the noon meal... to explore this

Does the Center receive any surplus foods... not at present, to explore this

Are any special school services available from the sponsor District... not at present time

XIV RELIGIOUS SERVICES

Are religious services held in the Center... yes

If so, is attendance voluntary... yes

How are services selected or approved... by Superintendent

Do children leave the Center for religious services... no

Is religious counseling available: Staff chaplain... none

family clergyman... yes lay church workers... yes

Does the Council of Churches provide any services... not yet, to explore this

Are clergymen verified or approved by the superintendent... yes

Is the religious program satisfactory... yes, so far

XV SOCIAL SERVICES

Is there a general library: books... yes magazines... yes

Are there recreation programs: indoors... yes outdoors... not yet

Is the outdoor area secure... yes wall... or fence... X

Are community facilities used: schools... no parks... no other

Is there a special area for visitation... yes

Frequency of family visitation... weekly, Wednesday evenings

Is use of telephone permitted... can be on what basis... special need

Is letter writing encouraged: by children... yes by parents... yes

Are letters subject to censorship... yes

Is television available... yes on what basis... part of general leisure time program

Is radio... through control or record player available... in academic area center

Does the Center provide controlled music... it can

What is the Saturday activity schedule... general free time, may sleep late

What is the Sunday activity schedule... religious and free time

Are the children locked in their rooms during the day... not generally

For what reason... illness, behavior, special reasons

What privileges can be earned... stay up extra hours on Friday and Saturday, midnight at times

What method of discipline is used... removal from group, reduced privileges

Are diagnostic services available: psychological... X psychiatric... X when directed testing... X others... if indicated and approved

Are children assigned to child care staff... no court services... yes

agency services... some others

Before adjudication... as needed after adjudication... as needed

Frequency of contacts by court services... as needed agencies... as needed

Are volunteers used in programs... they will be, program being developed

Are staffing sessions held on children... yes Frequency... weekly

Is adjustment report prepared for Court... yes

Does staff provide social information for Court... yes

Does this supplement probation or agency material... yes

Who determines program for child in Center... Superintendent

Who determines transfer or release... court, based on facility or probation office reports

Does Center follow up after release... no

Does Center receive material indicating adjustment after release... not at present time

XVI SECURITY

Is there a control center monitoring the internal activities 24 hours each day... yes

Hours of control... 24

Visual control... halls, corridors and living rooms

Sound monitoring... yes Video monitoring... no

Are entrance doors monitored... by sound

Internal areas monitored: halls, yes day rooms, yes school rooms, yes
 other areas medical, intake, diagnostic

Does control center have override control of lighting, each wing is separate
 emergency doors, yes other areas, _____

Are outside doors controlled by: keys, yes electric locks, _____ both, _____
 Which staff members carry keys, Superintendent

Are sleeping rooms controlled by: keys, X electric locks, X both, X
 Which staff members carry keys, supervisory staff

Type of locks: outside doors, Adam heavy duty sleeping room doors, Adam heavy duty
 Are locks heavy duty, yes
 Are there key slots in sleeping rooms, no, only a door pull
 Are all locks in working condition, yes

Are window openings secure, yes Does staff have keys, yes
 Are screens security type, yes heavy duty, no

Are windows barred, no or grilled, no, jalousied section has 4" openings
 Is window glass tempered plate, X plastic, _____
 plate glass, _____ wire glass, _____ obscure, up to 6' from floor

Does Center have any rooms with barred gates or walls, no
 Are there any rooms with steel plate walls or ceiling, no

Is equipment secure: heating, X cooling, X water valves, X switch boxes, X
 tools, X other, X

Are room checks made regularly: day time, yes night time, yes
 Do male staff check on boys, X female staff check on girls, X
 Is head count made at least twice daily, yes recorded, 4:30 p.m. daily

If the play area is fenced, give height and type of fencing, 15' top 5' is wire mesh
 _____ Is barbed wire used, no

Are total grounds fenced, in addition to outdoor play area, no
 Height of perimeter fence, none Type of gates, 1 metal gate in wire fence
1 wood gate in wood screen fence by girls emergency exit

XVII FUTURE PLANS

Are there plans to: expand the facilities, not at present
 broaden the program, not at present
 narrow the services, not at present

Is the Center meeting the needs, yes, so far

Does the Center serve more than one county, not at present
 If intake is less than 300 a year, could the Center serve additional counties
yes

Are there staff recruitment plans, yes, to build up a reserve
 Are there staff training sessions, yes
 Are any program changes contemplated, not as yet

XVIII GENERAL OBSERVATIONS

Is the Center generally clean, yes
 Is the Center generally secure, yes
 Is the Center satisfactory from a health standpoint, yes
 Is the food program adequate, yes
 Is the safety of the children assured, yes
 Is the supervision adequate and constructive, yes
 Is the record keeping satisfactory, yes
 Do the children appear well cared for, yes
 Were there any complaints from the children, no
 Is inmate smoking permitted, no
 On what basis, _____

Is staff training adequate, yes
 Are social services adequate, yes
 Is the educational program satisfactory, yes
 Are recreational programs and leisure time activities adequate, yes

XIX INSPECTORS COMMENTS

Were deficiencies noted during previous inspection corrected first inspection

If not, why _____

Does the facility fulfill its need yes, so far

Suggested change _____

Deficiencies noted during inspection:

Staff is minimal and should be expanded after program has been in operation for a while and need is determined.

1. Additional youth counselors to be considered.
2. Additional teacher to be considered.

Screens in isolation or detention rooms may not be heavy enough. If replacement becomes necessary, heavier mesh should be considered.

APPENDIX D

Prepared by:
Illinois Dept. of Corrections
Anthony S. Kuharich, Chief of
Detention Facilities

APPENDIX D

Edited by:
Circuit Court Probation Dept.
DuPage County, Illinois

JUVENILE INFORMATION

*The Juvenile Court Act, as amended by the 76th General Assembly, governs the procedure whereby a juvenile becomes a ward of the court. The rights of the individual are protected by legal rules and regulations known as Due Process. Only a court of law can take custody or guardianship and the steps are clearly outlined by the Act. Courts, in hearing juvenile matters, follow a prescribed course from petition to disposition. Juveniles must have certain protections when detention is indicated and the guide lines are clearly outlined.

No minor under 14 years of age may be confined in a jail or place ordinarily used for the confinement of prisoners in a police station. When a juvenile is taken into custody by a law enforcement officer, without a warrant, a reasonable attempt shall immediately be made to notify the parent or person legally responsible for the minor's care. The apprehending officer shall, without delay, take the minor to the nearest juvenile police officer designated for such purposes or shall surrender the minor to the juvenile police officer in the city where the offense is alleged to have taken place. The minor, if not released, shall be delivered without unnecessary delay to the court or the place designated by rule or order of court for the reception of minors.

(IMPORTANT--first telephone; if the juvenile is under the jurisdiction

of the Court, call his probation officer. At night, weekends, or holidays, the telephone number for the probation officer can be obtained by calling the detention home. If the juvenile is not under the jurisdiction of the court, telephone the detention home before bringing the juvenile to the facility. The DuPage County Youth Home will be the place ordered by court for the reception of minors.)

Records of law enforcement officers concerning minors shall be maintained separate from the adult records of arrest.

Minors not requiring physical restriction, and who cannot be placed in their own home, shall be given temporary care in a shelter care facility or foster home designated by the court. (During the week days, call the Probation Department for emergency foster home or shelter care. During the night, weekends, or holidays, call the detention home for emergency foster home or shelter care.) Release to parents can be made by a probation officer or such other public officer designated by the court, unless physical detention is necessary for the protection of the minor or of the person or property of another, or that he is likely to flee the jurisdiction of the court. If a warrant was issued to apprehend the minor, the order or direction of the court will be observed.

Unless sooner released, a minor must be brought before a judicial officer within 36 hours, exclusive of Sundays and legal holidays, for a detention hearing to determine if he shall be further detained. The

court may authorize holding a minor in detention prior to a hearing or pending disposition. During temporary custody detention, the court may authorize medical and dental treatment and care. After filing the petition and the issuance of a temporary order, an adjudicatory hearing shall be held within thirty days. A minor in detention must have a hearing set within ten days of the filing of the petition, or as soon as summons can issue - three days is indicated, or if publication is necessary twenty days may elapse. After the hearing and adjudication has been made, a dispositional hearing shall be held before the order of the court is drawn.

.....This procedure necessitates using detention facilities in many cases for the best interests of the youth. (Pending disposition and placement.).....

Detention of juveniles has become a part of the judicial system and is used for purposes of protection:

- (a) Protection of the child from harmful influences.
- (b) Protection of society from harmful acts of the child.

At the police level, detention is generally a short term process between an apprehension and disposition by the police officials. Release or a continuance may be the decision. Exceptions may be when a juvenile requires detention while a court considers the merits of the allegation.

Detention is to be considered for juveniles who may be (a) delinquent, or (b) otherwise in need of supervision. Neglected or dependent children should not (will not) be housed in detention homes. (A neglected or dependent child may be detained on a supplemental petition of delinquency or minor otherwise in need of supervision.)

Delinquent minors are (a) any boy, who prior to his 17th birthday, or, (b) any girl, who prior to her 18th birthday, has violated or attempted to violate, regardless of where the act occurred, any Federal or State law or municipal ordinance.

Minors otherwise in need of supervision are those in need of supervisory guidance and include (a) any minor under 18 years of age who is beyond the control of his parents, guardian or other custodian; (b) any minor subject to compulsory school attendance who is habitually truant from school; (c) any minor who is an addict, as defined in the "Drug Addiction Act".

Detention has been used to place the child in secure custody, with one or more of the following reasons given--but not necessarily justified:

- (a) To keep the child on hand for the convenience of the authorities.
- (b) To protect officials from criticism should a child commit another offense or run away.
- (c) To "shock" the youngster before the court hearing to assure more willing cooperation of court orders.

(Detention on these bases will not be accepted at the DuPage County Youth Home.)

Detention can have bad effects on some children, such as:

- (a) Holding the youth in a forced association with other delinquents which can intensify his hostility towards society.
- (b) Separation from the home environment can make the child feel abandoned.
- (c) Confinement can heighten the sense of rejection and lower

self-esteem.

- (d) Detention can underscore failure.
- (e) Placement in detention can exalt his status in the delinquent groups.

The detention home is not intended to be a treatment center. While a detention period can furnish valuable diagnostic information, the stay should be brief and the stay employed for an evaluation of strengths and weaknesses.

There can be dangers to using the detention home program. Some Courts may expect corrective health programs, education or training or treatment of delinquent youth. Services that could be applied from the home setting are often centered to the detention home because of the controlled atmosphere.* Overcrowding can deprive those needing service and may interfere with proper application because of distractions.* Health and safety hazards are more prevalent if overcrowding is permitted.*

Some institution care may be sub-standard due to crowding, inexperienced staff, or inadequate facilities.* Facilities must meet health and safety standards, be secure, and have workers who can relate to inmates and are sincere in their supervision.

The alternative to a large detention program is an adequate court services staff who can work with police and agency referrals during evaluations and explain the possibilities for constructive programs to

(*) These conditions are not to be permitted as a matter of practice at the DuPage County Youth Home.

adjust behavior patterns before the delinquent career can be established.

The detention homes to be served by the Bureau of Detention are those programs established and operated by any County or child protection district established under the "Child Protection Act". These institutions are not subject to licensing by the Department of Children and Family Services.

This presentation is for the purpose of briefly reviewing some highlights of the juvenile detention home program and how it should be utilized as a tool by those who handle juveniles involved in delinquent behavior. The Bureau of Detention material as presented by the principle services, Security, Health and Safety and Social Services, supports the Juvenile Court philosophy and will endeavor to strengthen the Juvenile Detention Home program.

APPENDIX E

SALARY STRUCTURE FOR
CIRCUIT COURT PROBATION DEPARTMENT
DU PAGE COUNTY

All Department Staff hired by Director of Court Services
with the advice and consent of the Chief Judge.

PROBATION OFFICER I - Minimum age of 21

or

GROUP WORKER I - Minimum age of 21

- A. High school graduate with several years experience in vocation which provides knowledge to program area of the Probation Department) Starting salary would apply for up to 5 years. For more than 5 years experience ability to start person at other steps.
- or
- B. High school graduate or GED certificate with two years of college or degree from Junior College) start person at other steps.
- or
- C. High school graduate or GED certificate with two years college or degree from Junior College and several years experience in vocation which provides knowledge to program area of the Probation Department.) Depending on years of experience ability to start person at Step 2 or beyond.

Salary Range

Probation Officer I - \$8,000 to \$10,500 in 5 years.

Group Worker I - \$7,500 to \$10,000 in 5 years.

After maximum of 5 years with Department, would move to Probation Officer or Group Worker II schedule.

PROBATION OFFICER II

or

GROUP WORKER II

- A. Four-year college degree. No experience
- or
- B. Four year college degree with several years experience in vocation which provides knowledge to program area of the Probation Department.) Depending on years of experience ability to start person at Step 2 or beyond.

Salary Range

Probation Officer II - \$9,000 to \$11,500
Group Worker II - - \$8,500 to \$11,000

After maximum of 5 years with Department, would move to Probation Officer III or Group Worker III schedule.

PROBATION OFFICER III

or

GROUP WORKER III

A. Masters degree in appropriate field that contributes expertise to the Department programs.

or

B. College degree and more than 5 years experience with a Probation Department or Casework Agency.

) Depending on
) years of experience
) ability to start person at
) Step II or beyond.

Salary Range

Probation Officer III - \$9,800 to \$13,000
Group Worker III - - \$9,300 to \$12,500

After maximum of 8 years, would reach top salary of \$13,000.

SUPERVISING PROBATION OFFICER

or

SUPERVISING GROUP WORKER

Position of Supervising Probation Officer appointed by the Director of Court Services with the advice and consent of the Chief Judge based on the person's qualifications through education and experience. Abilities would include: Knowledge of Court and legal procedures, casework procedures, and leadership and administrative ability.

Salary Range

Supervising Probation Officer - \$12,000 to \$15,000
Supervising Group Worker - \$10,000 to \$13,000.

Salary increase would be determined on an annual basis by the Director of Court Services upon evaluation of job performance.

ASSISTANT SUPERVISING PROBATION OFFICER

In Department Divisions of ten or more employees, the Director of Court Services may designate an Assistant Supervising Probation Officer. Appointment to this position would give the Probation Officer a double step increase.

SUPERINTENDENT OF YOUTH HOME

Position of Superintendent of the Youth Home appointed by the Director of Court Services with the advice and consent of the Chief Judge based on the person's qualifications through education and experience. Abilities would include: Knowledge of legal procedures, casework procedures and leadership and administrative ability.

Salary Range - \$13,000 - \$16,000.

C.P.O. 15.000

Director of Services 19.750

Salary Structure for Probation Officers

	<u>P.O. I</u>	<u>P.O. II</u>	<u>P.O. III</u>
Start	\$ 8,000	\$ 9,000	\$ 9,800
Step 2	8,500	9,500	10,200
3	9,000	10,000	10,600
4	9,500	10,500	11,000
5	10,000	11,000	11,400
6	10,500 to P.O. II - Step 5	11,500 to P.O. III Step 6	11,800
7			12,200
8			12,600
9			13,000

Merit raises based on evaluation of performance.

Evaluation to be made one month prior to Probation Officer's anniversary date and any merit raise granted would become effective on the anniversary date.

Salary Structure for Group Workers

	<u>G.W. I</u>	<u>G.W. II</u>	<u>G.W. III</u>
Start	\$ 7,500	\$ 8,500	\$ 9,300
Step 2	8,000	9,000	9,700
3	8,500	9,500	10,100
4	9,000	10,000	10,500
5	9,500	10,500	10,900
6	10,000 to G.W. II - Step 5	11,000 to G.W. III - Step 6	11,300
7			11,700
8			12,100
9			12,500

Merit raises based on evaluation of performance.

Evaluation to be made one month prior to Group Worker's anniversary date and any merit raise granted would become effective on the anniversary date.

APPENDIX F

**VILLAGE OF CAROL STREAM
BOARD OF FIRE AND POLICE COMMISSIONERS**

APPLICATIONS FOR POLICE OFFICERS

Applications are available at Village Offices and Police Department, starting October 17 to be completed and returned no later than 5 p.m. October 31.

Minimum Requirements:

- Age 21-34
- Height-5 ft. 8 in.-6 ft. 5 in.
- Weight Commensurate with Height
- High School Diploma or Equivalent
- U.S. Citizen-Resident of Illinois one year

Benefits:

- Starting Salary-\$311.93 per month
- Vacations-12 days per year
- Holidays Paid-8 days
- Sick Leave-12 days per year cumulative,
- Life, Medical Insurance plans
- Pension Plan
- Generous Uniform Allowance

Additional information concerning tests, investigations and requirements will be found with applications.

John R. Benedict
Secretary

END