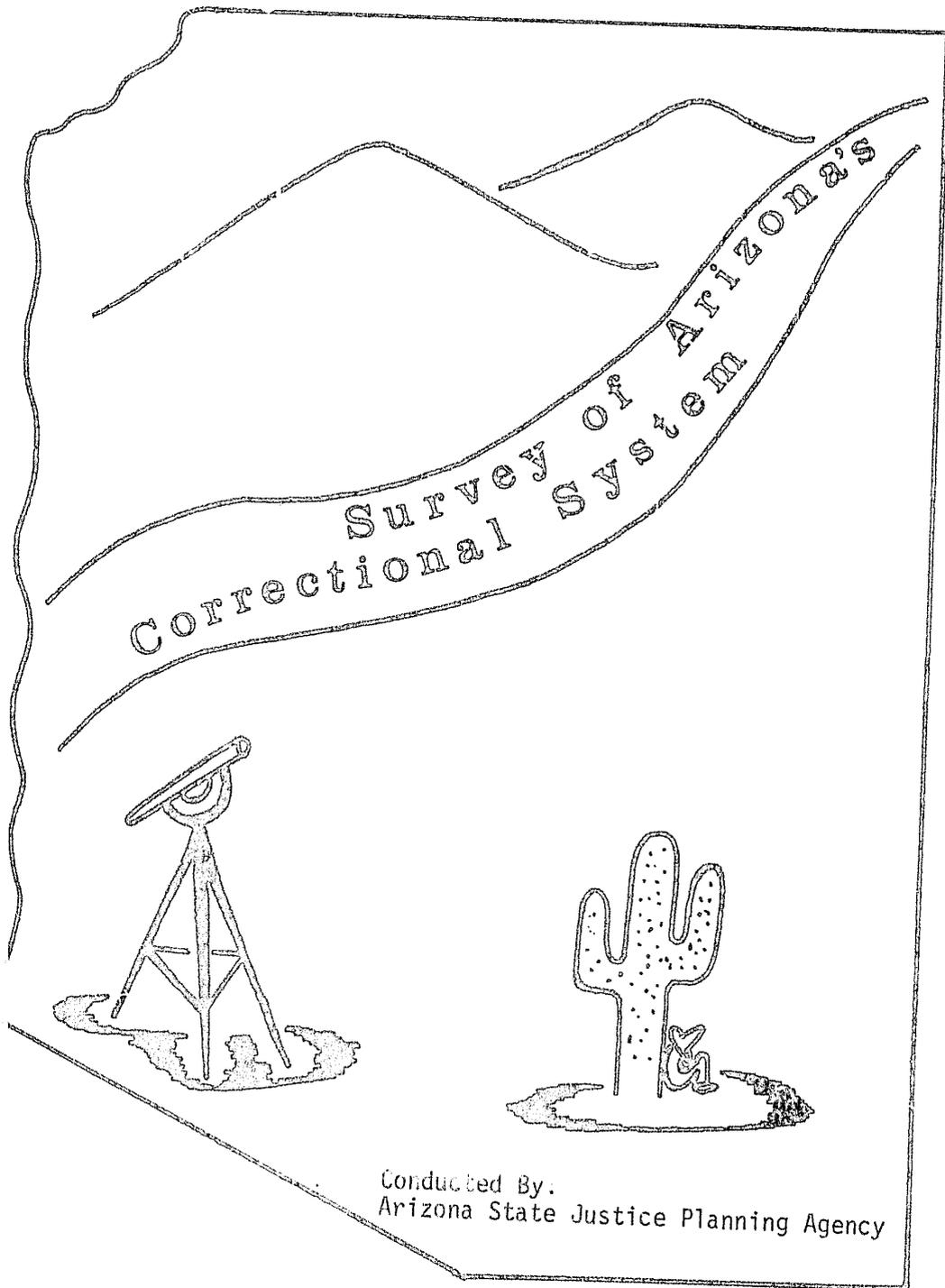


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Hon. William C. Jacquin, President
Arizona State Senate,
Chairman, Executive Committee of the
Arizona Legislative Council
Arizona State Legislature
Phoenix, Arizona

Dear Senator Jacquin:

The Executive Committee of the Arizona Legislative Council and the Joint Legislative Committee on Prison Reform commissioned this Agency to conduct a statewide study concerning the correctional system in Arizona.

We are happy to transmit herewith an overview of Arizona's correctional system. While complete in itself, this report only opens the door to other areas needing study and evaluation. The ASJPA will be also publishing separate reports on local jails, county probation, and juvenile detention centers in the near future.

It is hoped this report will become a useful tool in future legislative proceedings to improve the correctional system in Arizona.

As always, this Agency stands ready to assist you and the Legislature in any matter of mutual concern.

Sincerely,

Albert N. Brown

ALBERT N. BROWN
Executive Director

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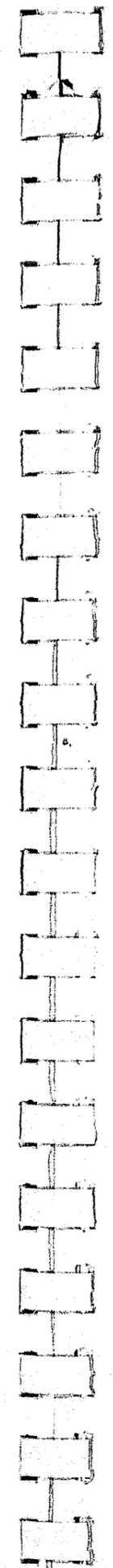
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ACKNOWLEDGEMENTS

The Arizona State Justice Planning Agency is very grateful to the many individuals and to the agencies which contributed data, opinions, and otherwise assisted the Agency in the preparation of this report and the reports to follow.

It is impossible to acknowledge everyone individually who contributed to the success of this project. Because of our numerous contacts and discussions with various individuals and agencies it is apparent to us that within Arizona are some of the most dedicated and outstanding persons in law enforcement, courts, corrections, and the legislative process.

I would like to express appreciation to the many persons in local enforcement agencies who gave much of their time during the data collection for this report; the probation and parole officers who cooperated in the officer profile information; the Supreme Court and its Administrative Office; the State Data Processing Division; ASJPA staff who gave technical assistance; the Legislative leadership who gave support to the project; Arthur Oliver, correctional consultant; Irwin Tanaka, Director, and Kendrick Wong, Correctional Specialist, Hawaii State Planning Agency, planning consultants; Frederick Moyer, Director, and Ned Benton, program consultant, National Clearinghouse on Correctional Programming and Architecture; and, Albert N. Brown, Executive Director, ASJPA, for his continuing cheerful and positive attitude.

Special appreciation is given to my staff working on the project for their unrelenting dedication to the tasks at hand. A finer staff, I am sure, exists nowhere else in the state.

Robert F. Schardt
Project Director

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LIST OF TABLES

<u>Table #</u>	<u>Title:</u>	<u>Page</u>
SECTION II: CITY AND COUNTY JAILS		
<u>12 Rural County and 34 Small City Jails:</u>		
J-1	Characteristics of City and County Jails by Region	10
J-2	Sex and Maturity	17
J-3	Age at Arrest.	17
J-4	Ethnic Background.	18
J-5	Length of Time Detained.	18
J-6	Distribution of Rural County and City Arrests by Offense 1972 Calendar Year	19
J-7	Ethnic Background by Type of Arrest.	20
J-8	Type of Arrest by Disposition at Release - Total Adults. . .	21
J-9	Type of Arrest by Disposition at Release - Total Juveniles .	22
J-10	Type of Arrest by Length of Time Detained - Total Adults . .	23
J-11	Type of Arrest by Length of Time Detained - Total Juveniles.	24
J-12	Average Number of Days Detained in 1972 by Agency.	25
<u>Phoenix Jail:</u>		
Phx-1	Sex and Maturity	28
Phx-2	Age at Arrest.	28
Phx-3	Ethnic Background.	29
Phx-4	Length of Time Detained.	29
Phx-5	Type of Arrest by Disposition at Release - Total Adults. . .	30
Phx-6	Type of Arrest by Length of Time Detained - Total Adults . .	31
<u>Law-Enforcement-Judicial Information System:</u>		
L-1	Maricopa County Sheriff's Office Bookings.	34
L-2	Pima County Sheriff's Office Bookings.	35
SECTION III: JUVENILE DETENTION CENTERS		
D-1	Reported Characteristics of Juvenile Holding Facilities. . .	39
D-2	Sex and Maturity	47
D-3	Type of Offense by Sex	47
D-4	Age at Detention	48
D-5	Ethnic Background.	49
D-6	Length of Time Detained.	49
D-7	Juvenile Detentions by Offense	50
D-8	Type of Offense by Length of Time Detained	51
D-9	Type of Offense by Disposition at Release.	52
SECTION IV: COURT SENTENCING PATTERNS		
C-1	Cases Terminated by Superior Courts in 1972.	55
C-2	Number of Adults Admitted to Prison and Granted Probation in 1972 by County and Offense Category.	56
C-3	Number of Juveniles Committed to DOC and Granted Probation in 1972 by County and Offense Category	57

Table # Title: Page

SECTION V: PROBATION

Characteristics of Probation Departments:

P-1 Volunteer Probation Officer Program. 64

P-2 Type of Record and Information Maintained by County Probation Departments 65

Characteristics of Field Officers:

P-3 Probation/Parole Officer Profile 69

P-4 Average Caseload and Monthly Salary of Probation and Parole Officers 72

Characteristics of Probationers:

P-5 Characteristics of Adults on Probation during 1972 by Region 76

P-6 Offenses of All Adults on Probation During 1972 by Rank. . . 77

P-7 Offenses of Adults on Probation During 1972 by Region. . . . 78

P-8 Characteristics of Juveniles on Probation During 1972 by Region 79

P-9 Offenses of all Juveniles on Probation During 1972 by Rank . 80

P-10 Offenses of Juveniles on Probation During 1972 by Region . . 81

P-11 Calendar Year 1972 Probation Costs Per Man Day on Probation. 82

SECTION VII: COMMUNITY RESOURCES

CR-1 Percentage of Probation and Parole Officers Using Community Agencies 95

CR-2 Services Supplied to Offenders by Department of Economic Security Fiscal Year 72-73 96

CR-3 Average Daily Jail Census Phoenix City Jail, Public Inebriate Arrests. 97

CR-4 Analysis of Alcohol Related Arrests - Region 1--Jails. . . . 98

CR-5 Analysis of Alcohol Related Arrests - Region 2--Jails. . . . 99

CR-6 Analysis of Alcohol Related Arrests - Region 3--Jails. . . . 100

CR-7 Analysis of Alcohol Related Arrests - Region 4--Jails. . . . 101

CR-8 Analysis of Alcohol Related Arrests - Region 5--Jails. . . . 102

CR-9 Analysis of Alcohol Related Arrests - Region 6--Jails. . . . 103

TABLE OF CONTENTS

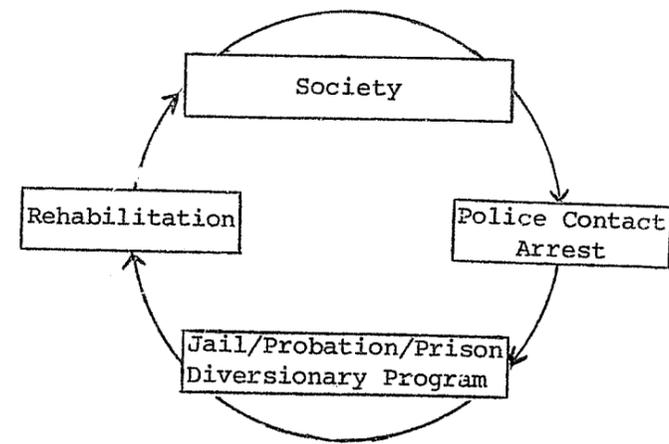
Foreword	vi
Methodology	1
City and County Jails	6
Juvenile Detention Centers	36
Court Sentencing Patterns	53
Probation	58
Department of Corrections	83
Community Resources	89
Summary and Recommendations	104
Attachment Position Paper on Probation Subsidy	112

FOREWORD

Probably every individual professionally associated with Arizona's Criminal Justice System would agree that the main objectives of the system include:

1. Protection of society, and
2. Rehabilitation of the offender as a means of ensuring his successful reintegration into society.

Both goals are closely related and should complement each other. That is, protection of the public leads to arrest and control of the offender when he demonstrates the inability to successfully function as a member of society. This in turn leads to his involvement in a treatment program which hopefully facilitates his successful reintegration into society with additional skills or education.



This is a very simplified version of an ideal way for the Criminal Justice System to operate. Unfortunately, too often something happens to the offender on his way through the system. Successful reintegration is

thwarted and the ideal cycle becomes a vicious circle with the offender racing around the system from arrest to arrest.

Perhaps it is the fact that the offender doesn't need the type of program offered him--or perhaps there is no program to offer. Possibly the system tries to cure the symptoms instead of the disease. For instance, the person caught stealing to support a drug habit would require a much different type of program than the person caught stealing only for the money involved. Perhaps the people in direct contact with the offender do not have the proper training--or the budget does not allow for training. It could be that any one or several of the components of the system are just not operating at maximum efficiency.

In Arizona, the various agencies which comprise the criminal justice system appear to operate autonomously with a modicum of knowledge of and only the very necessary interaction with each other. Politically independent units at each level of government are dealing with the offender without the benefit of coordinated programming to determine the best method of meeting the needs of individual offenders and the public alike. If Arizona is to have integrated criminal justice agencies which operate as a system, a great deal of cooperation and many concessions will have to occur.

In surveying the various components of the criminal justice system there is a feeling of imminent change. For example: the revised Rules of Criminal Procedure became effective on September 1, 1973; as of January 1, 1974, common drunkenness is no longer part of the Criminal Code, which in itself is in the process of revision; various probation departments, through the courts, are attempting to place more offenders in the community rather than commit them to state institutions, this is particularly true of juvenile

departments in the large metropolitan counties; the Department of Corrections has turned its training school for boys into a minimum security institution for adult males thereby alleviating some of the overcrowding at the old state prison; the legislature has approved and appropriated funds to build a facility for youthful offenders, removing them from the prison and further lessening the overcrowding; since 1970 six city jails have consolidated with county jails to provide better services more economically; and, one county jail (Pima) has developed, and one (Maricopa) is in the process of developing, meaningful rehabilitation programs for sentenced offenders.

Many of these changes have been influenced by the planning, coordinating, and funding efforts of the Arizona State Justice Planning Agency. A change effected within one branch often has a far-reaching affect on one or more of the other branches. For instance, the decriminalization of drunkenness should have an immediate effect on the population of the local jails throughout the state, and the decision to maintain offenders in the community lessens the need for large institutional complexes thus resulting in a savings to the taxpayer. Hopefully, the above mentioned changes will improve the delivery of services to the offender so as to minimize or subvert his penetration into the criminal justice system, while at the same time providing adequate protection for the public.

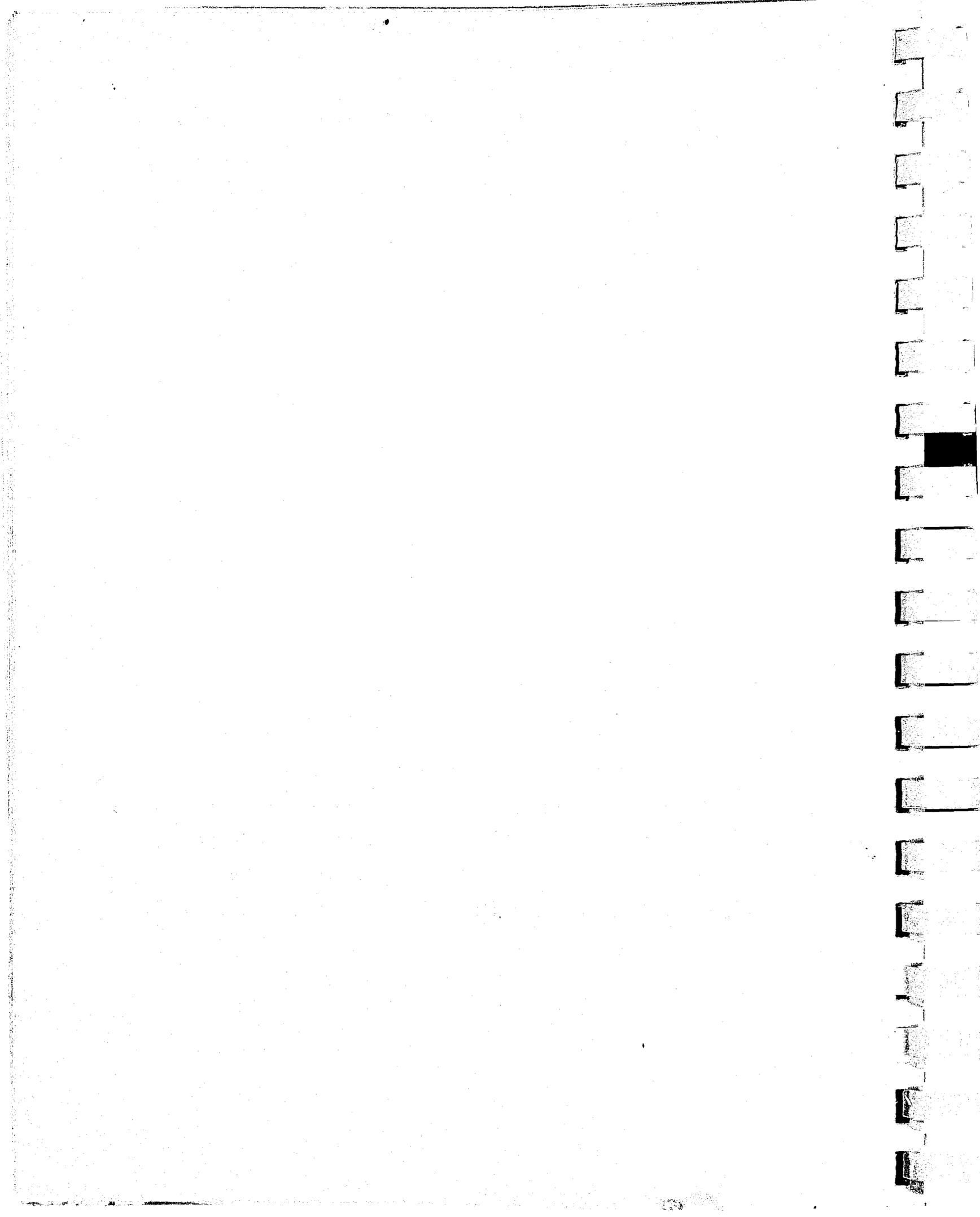
While there is a desire for change, there is a need to work in terms of the whole rather than the individual parts. With all of these problems in mind, the Justice Planning Agency was mandated by the Joint Legislative Committee on Prison Reform with the concurrence of the legislative leadership to survey the Arizona Correctional system. The mandate further directed

that the survey be conducted in cooperation with the Department of Corrections. The legislators wanted to determine the types of problems currently existing and explore possibilities for future directions. Most components of the criminal justice system were surveyed to elicit information on their operations. All were found to be extremely cooperative and supportive of this effort.

The information gathered by ASJPA represents the most ambitious attempt ever made in Arizona to bring the system as a whole into focus. Due to the magnitude of this effort and time restrictions it was decided to divide the data and present separate sections on:

1. City and County Jails
2. County Detention Centers
3. Courts
4. Probation
5. Department of Corrections
6. Community Resources

It is hoped that this first effort will provide an accurate overview of the Arizona correctional scene. It is intended solely as an overview, the object of which is to describe in general terms the criminal justice system as it currently exists in Arizona. More detailed analyses of the data pertaining to the above sections will be made available in separate reports during the coming months. However, this initial overview will present some directions or recommendations for changes in critical areas of the Arizona criminal justice system.



METHODOLOGY

The purpose of the survey was to acquire comprehensive knowledge of the system as it currently exists. In Arizona there is no centralized data gathering system to take information from individual agencies in a standard format and compile it into meaningful statistical reports. While some agencies prepare statistical reports based on their workload or population, others do not. Furthermore, the types of activities reported under the same categorical heading such as, "Probation Revocations," may vary from one agency to another. For instance, the number of reported probation revocations from Agency "A" may include probationers who were revoked and reinstated on probation, whereas Agency "B" does not include that activity when reporting the number of revocations. Thus, no true comparison of the number of probation revocations can be made from one agency to the other. Comparable data were needed to determine the volume and workload at the various levels of the Criminal Justice System. For the purposes of the study it was deemed necessary to gather the data in a standardized form from the primary sources, and to concentrate on gathering data from the 55 jails and juvenile detention centers and the 19 probation departments throughout the state.

To accomplish the data gathering phase, temporary employees were hired and the workload was divided on the basis of the six uniform planning regions. All temporary employees were trained in regard to the proper numerical coding of the arrest and sentence information. Then the jails and probation departments were visited (for varying lengths of time depending on volume) until a record was obtained for each booking or offender served by that agency during

calendar year 1972. Each record was then key punched and submitted to the Department of Administration, Data Processing Center for computer analysis.

Given the current methods of record keeping, it is virtually impossible to determine the number of individuals involved in a given number of arrests. Thus the primary data element at the local holding facility is bookings rather than individuals. A complete census (including offense, number of days detained, disposition at release, age, sex and ethnic background) of 1972 bookings was taken at 12 county jails and 34 city jails. Because of the volume and time constraints, bookings into the Phoenix city jail were sampled. To account for seasonal variation three days were randomly selected from each month in 1972, and a complete census was conducted for each day selected. Maricopa County and Pima County data were obtained through the automated Law Enforcement Judicial Information System (LE-JIS). The information for Maricopa County covered the time period October, 1972, to August, 1973, and Pima County information is from May to August, 1973, which covers the time they have been actively entering information on LE-JIS. The City of Tucson books through the Pima County Sheriff's office and the information was not obtained separately.

A census containing the same information and covering the same period was obtained on juvenile detentions at the eight counties with separate detention centers and the six county jails which serve a dual purpose of housing adults and juveniles.

In addition to the census of population, a questionnaire concerning the physical characteristics, programs, staff, budget, etc. was completed for each holding facility in the state.

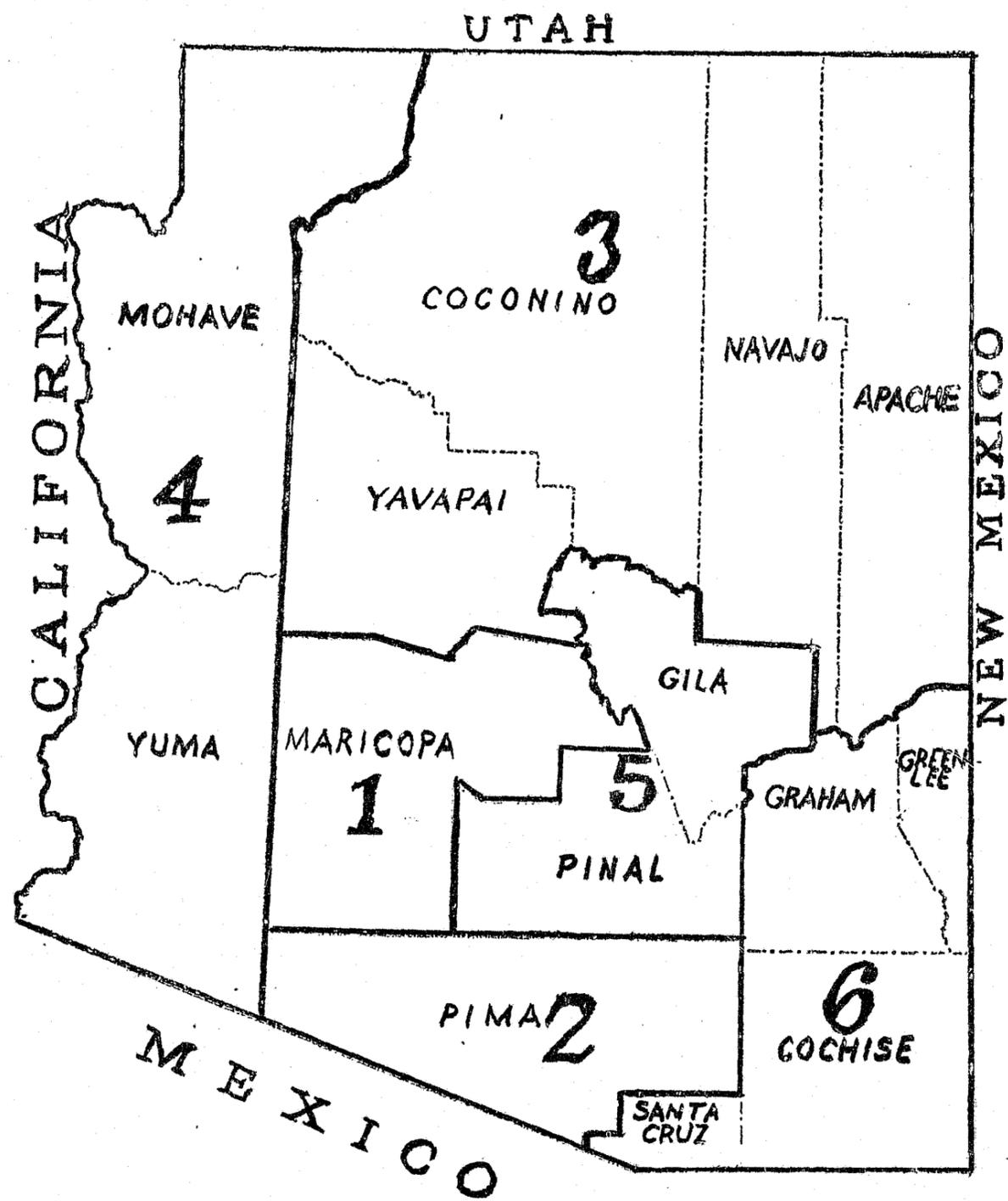
In order to examine the court's use of probation as an alternative to incarceration, each of the 19 probation departments was surveyed and information relating to the offense, length of term, method of termination, sex, maturity, and ethnic group was obtained for each person who experienced supervision for some amount of time during 1972. Due to the variety of record keeping procedures at the various agencies some difficulties were encountered. The major difficulty was in obtaining information on probationers carried on active supervision during 1972 who were no longer on probation at the time of the survey in the summer of 1973. In some counties this involved an extensive searching of files and court calendars but every effort was made to be as complete and accurate as possible. In addition to the population census a questionnaire was filled out on each probation department which elicited information on programs, staff and budget.

In most studies of this nature the entire effort is focused on the offender and the staff attitudes, characteristics and qualifications are overlooked. With the continuing emphasis in corrections on rehabilitation rather than custody it appears that staffing is of major concern. While it was beyond the scope of this study to survey all criminal justice staff in the state, an attempt was made to determine the characteristics of the probation and parole officers--those that work closely with the offender in a community situation. A questionnaire on caseload composition, attitudes on volunteer programs, use of community resources and socioeconomic characteristics was sent to each officer in the state with an approximate 90% return.

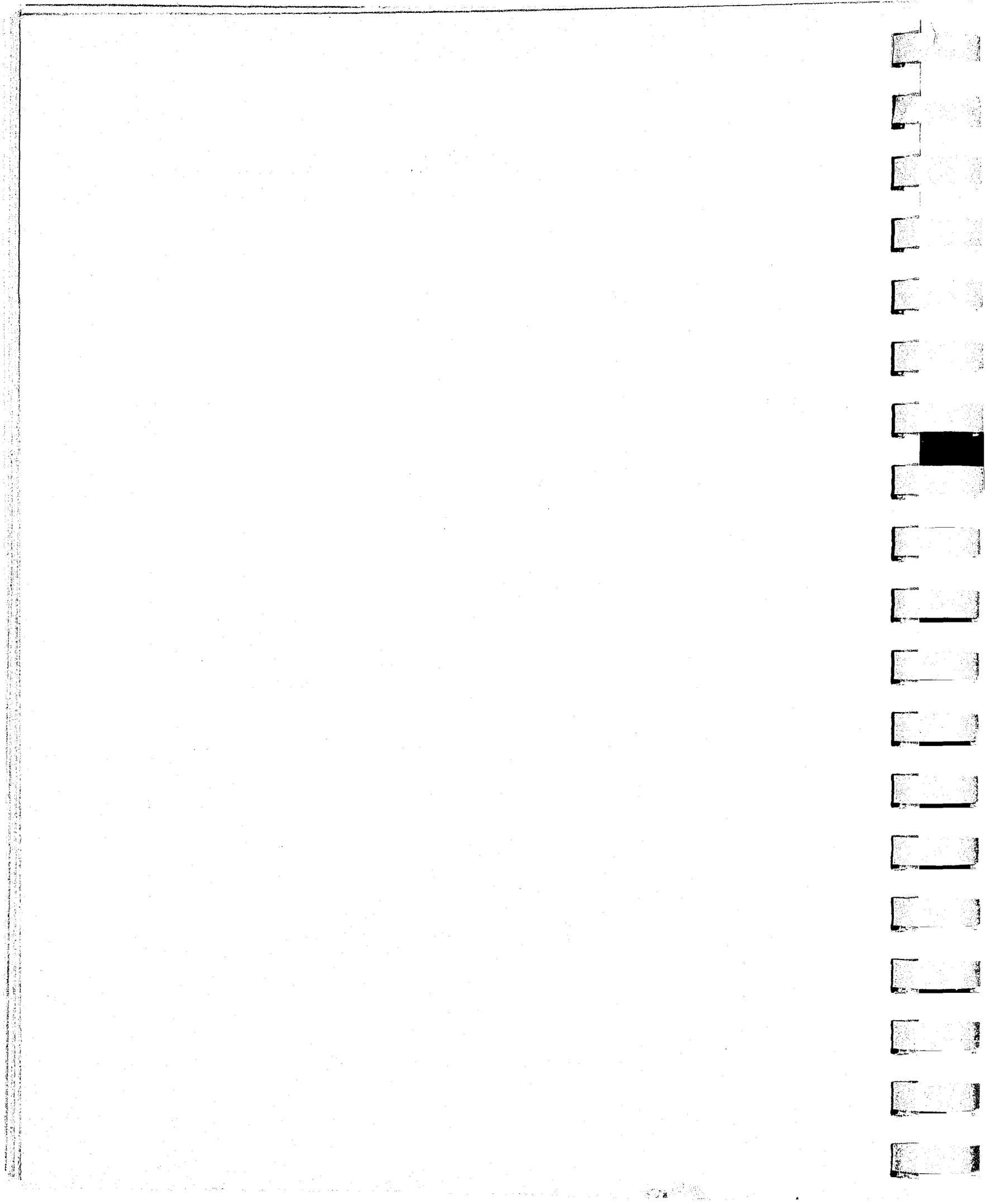
The Department of Corrections is in the process of developing a master plan pertaining specifically to that department. They also have the most

advanced offender information system in the state. In view of the close cooperation between the DOC and ASJPA there was no need to duplicate efforts and gather data on offenders assigned to the DOC.

Summary statistics on the criminal caseloads of the Arizona court system were obtained from the administrative office of the Supreme Court. However, the method of record keeping does not allow for the description or assessment of dispositional patterns and alternatives used by the courts. Various community service agencies were contacted but most were unable to supply information on the pre- or post-trial delivery of services specifically to offenders as apart from services supplied to all clients. Two agencies-- Vocational Rehabilitation and the Ex-Offender Program of the Department of Economic Security supplied information on the programs offered and their caseload for 1972. There are other components of the Criminal Justice System such as County Attorney's offices, Public Defenders, and Justice of the Peace Courts which have not been contacted during this study due to limits of time and personnel. These areas will be surveyed in a follow-up effort during 1974.



ARIZONA'S UNIFORM PLANNING REGIONS



CITY AND COUNTY JAILS

There are 47 city and county jails in Arizona. Together they range in age from less than 1 year to over 75 years; 25.1 is their average age. These jails can generally be classified on a scale ranging from very good to abominable. Some areas have recently built new jails or at least adequately maintained the old ones. Other jails are dilapidated, crumbling, and in some cases, literally unfit for human residence. In other words, they hardly present the type of setting that would be conducive to rehabilitation.

These observations are based on a jail survey taken by ASJPA researchers during the summer of 1973. At that time, personal contact was made with a representative of every city and county jail in the state. For purposes of this summary, a portion of the information as it was reported was combined by region and is recorded in Table J-1. A much more comprehensive analysis of characteristics will be printed in a later special section on Jails.

POPULATION

While the combined total jail capacity is 3219, the average daily population for 1972 was only 1902, or 59% of capacity. To further verify this rather limited use, it was decided that the count for a "typical day" would be helpful. October 31, 1973, was chosen as that day and a telephone call was placed to every jail to ascertain their earliest morning count. The number of prisoners reported totaled only 1633 or 51% of capacity. These figures plus the fact that the highest daily statewide jail population in 1972 resulted in 62 vacant cells and the lowest count left 2133 unused cells seems to point to inefficient use of facilities and personnel. This situation could be caused by many different factors. For example, the courts

may be using outside rehabilitation programs; the use of pre-trial release may be increasing; or, perhaps some courts are reluctant to demand jail time because of substandard jail conditions. When people are no longer jailed for Public Drunkenness--after January 1, 1974--it is estimated that there will be even more space available. This may lead to consolidation of jail services for cities and counties where distances would not prevent consolidation from being feasible. An example would be the pending consolidation of the Phoenix City and Maricopa County jails.

STAFF

In the 47 jails in this state only 21 have full time jail employees and 13 have full time matrons. The part time staff, which occasionally includes an officer's wife acting as matron, provides the balance of the jail support. With this part time staff support, only 81% of the jails are attended full time. However, due to the high vacancy rate pointed out in the preceding section, full time staff may not be required in some facilities.

COST

Data to determine cost of incarceration is not presented since jail expenditures are usually included in total department budgets and extrication would have been an extremely time consuming project of dubious accuracy.

JAIL DESIGN

In spite of the fact that jails are operating at slightly more than 50% of capacity, only 47% of the respondents to the survey thought their jail was of adequate size. While some jails may very well be inadequate in size, the cell space requirements of the state as a whole have been exceeded. That is, cell space is available but the concentration of jail prisoners is not evenly distributed. Areas with a small amount of cell

space may frequently have large numbers of detainees while some high capacity jails may be standing idle. Another area that seemed rather questionable was the fact that only 26% of the respondents felt adequate supervision of the prisoners was possible. The indication seems to be that while cell space and staff are available, a problem is being presented on how to best utilize these resources when the quality of the jails themselves is substandard and the jail population is disproportionately distributed. Historically, jail design has been executed with tremendous influence from certain equipment manufacturers, architects inexperienced in jail design, or a lack of desire and understanding by government representatives to provide a humane but serviceable facility.

All of the new jail design and construction efforts planned or accomplished in Arizona since 1969 have been influenced by the Arizona State Justice Planning Agency through its funding support and securing of professional technical assistance in jail design.

JAIL MAINTENANCE

The drinking water supply was rated highest of all jail features in this group and it was termed adequate by 89% of those questioned. All other aspects of jail maintenance were in worse condition. Ventilation, heating, cooling, plumbing, and lighting were considered insufficient by at least some respondents in all regions except Region 4 which indicated adequacy in all categories.

Safety precautions were lacking in many cases. Only 62% of the jails had adequate observation windows, 55% had adequate emergency exits, and 70% had adequate fire equipment. With shortcomings such as these, an emergency situation could have disastrous results.

In spite of these conditions, only 26% of the jails are planning major changes or remodeling. Whatever the problems, very few steps are being taken to solve them.

REHABILITATION PROGRAMS

The amount of time each detainee spends in jail averages 5.23 days. 63% of the jail prisoners stay 24 hours or less; another 50% remain 2 weeks or less. Because of this lack of time and participants, the number of rehabilitation programs in the jails are quite limited. Alcoholics Anonymous is the most prevalent program but it was reported in only six jails. Pima County probably has the most progressive jail program in the state. An ASJPA grant supplied funds for the establishment of a group counseling program at Pima County Jail. The objective of this effort is the provision of services to prisoners serving sentences of 3 months or longer. The sessions are conducted by group counselors from the Pima County Adult Probation Department.

CHARACTERISTICS OF CITY AND COUNTY JAILS

BY REGION

	Uniform Planning Regions						State Total	
	1	2	3	4	5	6		
	13	2	10	3	8	11	47	
Number of Jails:								
Average age in years	19.5	10.5	31.8	19.0	21.5	32.5	25.1	
Range of age in years	1-45	8-13	9-75	5-45	6-58	0-70	0-75	
Total Capacity	1108	546	475	393	395	302	3219***	
Capacity for adult males	890	295	310	311	313	206	2325	
Capacity for adult females	144	34	37	27	40	43	325	
Capacity for juveniles	12	0	32	16	11	43	114	
Average Daily Population (1972)**	884	263	358	135	131	131	1902	
Highest population (1972)	1260	486	496	336	284	295	3157	
Lowest population (1972)	579	190	154	52	58	53	1086	
Total bookings (1972)	15,814*	2,340*	15,473	4,580	6,561	7,630	52,398*	
Total population 10/31/73	735	291	214	147	81	166	1633	
Characteristics of facilities:	<u>No.</u>	<u>No.</u>	<u>No.</u>	<u>No.</u>	<u>No.</u>	<u>No.</u>	<u>No.</u>	<u>%</u>
<u>Staff</u>								
Full-time Employees	5	1	7	3	2	2	21	45%
Part-time Employees	8	1	6	1	3	10	29	62
Matron Service	12	1	9	3	7	8	40	85
Full-time Matrons	3	1	4	2	1	2	13	28
Jail Attended Full-time	8	2	8	3	7	10	38	81
No. of Commissioned Employees	11	1	10	3	5	11	41	87
No. of Civilian Employees	13	1	2	1	3	7	27	57
<u>Jail Design/Maintenance</u>								
Adequate Size	8	1	3	2	4	4	22	47
Adequate Supv. Possible	2	1	2	2	1	4	12	26
Adequate Hot Water Supply	12	2	7	3	7	9	40	85
Adequate Drinking Water Supply	11	2	7	3	8	11	42	89
Good Ventilation	11	2	5	1	4	10	33	70
Adequate Heating System	9	2	9	2	7	10	39	83
Adequate Cooling System	9	2	5	2	7	9	34	72
Adequate Plumbing	11	2	6	2	5	6	32	68
Adequate Lighting	8	2	5	2	4	5	26	55
Adequate Observation Windows	8	0	6	3	6	6	29	62
Adequate Emergency Exits	8	2	6	1	3	6	26	55
Adequate Fire Apparatus	9	2	6	3	5	8	33	70
Building & Equip. in Good Repair	9	2	6	2	7	9	35	75
Major Changes or Remodeling Planned	4	1	4	1	0	2	12	26
Paint in Good Condition	10	2	6	3	6	9	36	77

* Results do not include arrests in Maricopa and Pima counties nor in Phoenix and Tucson.

** A derived statistic--is a summation of the reported (sometimes estimated) Average Daily Population in each facility.

*** The total capacity includes the subjails where appropriate.

Number of Jails:	Uniform Planning Regions						State Total	
	1	2	3	4	5	6	No.	%
	13	2	10	3	8	11	47	
	No.	No.	No.	No.	No.	No.	No.	%
<u>Security & Safety Measures</u>								
Receiving Unit in Security Area	6	2	1	3	5	5	22	47%
Institutional Uniforms Issued to all Prisoners	5	2	2	3	1	3	16	34
Communication System between Jail and Front Office	6	2	4	3	0	3	18	38
Adequate Safety Vestibules	4	1	1	3	1	6	16	34
Adequate Window Screens	7	1	6	3	7	9	33	70
Adequate Locking Devices	10	2	6	3	6	9	36	77
Adequate Food Windows	6	2	2	2	4	8	24	51
Adequate Visiting Facilities	4	1	2	2	1	6	16	34
Adequate Guards Corridors	3	1	2	3	3	7	19	40
Adequate Storage for Firearms	9	2	5	3	7	10	36	77
<u>Rehabilitation Programs</u>								
School Release	0	1	0	0	0	0	1	2
Work Release	2	0	0	0	0	0	2	4
Alcoholics Anonymous	1	1	2	0	0	2	6	13
NACA	0	0	1	0	0	0	1	2
Other	0	0	0	0	1	1	2	4

JAIL BOOKINGS

The analysis of the characteristics of arrestees will be presented in three sections. The first part will deal with the census of population conducted by ASJPA of the 12 rural county jails and 34 small city jails. The second, will present the results of the sample of the Phoenix Police Department bookings during 1972. The third section will contain the data from the Maricopa and Pima County jails provided by LE-JIS.

During the summer of 1973, a team of interviewers visited nearly every holding facility in the state and conducted a complete census of the population during calendar year 1972. The basic intake record was deemed the most accurate and accessible record from which to code the information. However, intake records vary from jail to jail in the amount of information they contain and the manner in which they are maintained. Each jail's record keeping system is unique to the agency. Some departments do not book "Illegal Immigrants" even though they may hold them in the facility for 24 hours or more. Other departments do not book, or keep only gross number records, of prisoners held on a courtesy or contractual basis for other jurisdictions.

As of the end of 1973, there are 32 small city jails actually holding offenders. However, 1972 arrest records were obtained from two city jails that have since ceased operation--Prescott and Somerton. Thus the data in this section reflect the arrest activity in 34 city jails as well as the 12 rural county jails.

NUMBER OF ARRESTS

During 1972 there were 52,398 total bookings into these 46 jails, and four out of every five were adult males. A somewhat surprising fact is that there were slightly more juveniles booked into the jails than there were

adult females. The majority of the juveniles were held only a short period of time before being released with an adjustment or turned over to juvenile authorities. However, since most jails do not have satisfactory holding areas for juveniles separate and apart from adults, over 4300 being held for any period of time, would seem to be too many, too long.

AGE AT ARREST

About half of the bookings, as shown on Table J-3, involved persons between the ages of 18 and 36 years at the time of arrest. The largest subgroup (31%) were between 18 and 25 years of age. For 13% of the arrests the age was not available. About 300 of the arrests were designated "juvenile" but the actual age was not recorded.

ETHNIC BACKGROUND

Caucasians are booked into the Arizona rural county and city jails in a much lower proportion (43%) than they are represented in the population of the state (72%)--see table J-4. On the other hand, 25% of the total arrests were members of the Indian ethnic group who constitute 5% of the state population. While a test of significance has not been calculated on the differences between the proportions of Indian residents and Indian arrests, it would appear to be quite substantial. Negroes are arrested in about the same proportion they are found in the population, and people of Mexican origin represent a somewhat larger proportion of the arrest statistics than their percentage of the state population. However, this may be explained by the fact that Mexican Nationals were coded in the same ethnic category as Mexican-American citizens.

NUMBER OF DAYS DETAINED

The majority of persons booked into the local jails remain in custody only a short time. Over 60% are released within 24 hours and another 20% are released within a week. The data in this report reflect a time period prior to the effective date of the revised Rules of Criminal Procedure which provides for immediate release on recognizance except in the instance of capital crimes. Since so few of the arrestees remain incarcerated any length of time it is difficult to assess, at this point, the effect of the new Rules.

OFFENSE CATEGORY

As indicated on Table J-6, half of the arrests were for an alcohol related charge. This broad category includes both public drunkenness and driving while intoxicated. For a more detailed breakdown of alcohol arrests see the Community Resources section of this report. Another 15% of the arrests were on felony charges. This percentage would decrease if the arrests of illegal aliens were omitted. Juveniles and adult males are likely to be arrested for felonies in about the same proportion, whereas adult females are much less likely to be arrested on a felony charge. Adult females who are arrested are most likely to be charged with an alcohol violation (52%) or a misdemeanor (30%). Juveniles detained in local jails are most likely held on an incorrigible offense (46%) or a misdemeanor (29%). It is interesting to note that only 7% of the total arrests involved a violation of drug laws. This may reflect policies of diverting drug offenders or arresting them on non-drug charges.

OFFENSE AND ETHNIC BACKGROUND

Table J-7 illustrates the pattern of arrests of the different ethnic groups. Most of the groups followed the overall pattern in that the largest percentage of arrests were related to alcohol usage. However, the largest percentage of Negroes (38%) were charged with a misdemeanor. Indians, on the other hand, are not likely to be arrested on any charge except a violation of alcohol laws. Eighty percent of the Indians were booked on an alcohol charge and this constituted 39% of all alcohol arrests. The large percentage of Mexicans detained on a felony charge can be explained by the inclusion of Mexican Nationals, who were mainly arrested on the federal immigration laws, and Mexican-Americans in the same ethnic category.

OFFENSE AND DISPOSITION

As can be seen in Tables J-8 and 9, the dispositional patterns are quite different for adults and juveniles. The majority of juveniles are released from the county and city jails either to juvenile authorities (Other Jurisdiction) or with an initial adjustment. This pattern is universal across all offense categories. The dispositional patterns for adults, on the other hand, vary across offense categories. Not surprisingly, since there are 34 city jails represented in the data, seven out of ten of those arrested on a felony charge are transferred to another jurisdiction. The other jurisdictions, in this case, being County Sheriffs, immigration service and other federal authorities. The dispositional patterns for misdemeanor and alcohol charges are very similar. In both instances roughly equal percentages were released after posting bond, paying a fine or serving time. The major variation from the dispositional pattern was on drug related offenses. A larger proportion of drug offenders (35%) than any other offenders

were released on bond. Drug offenders were also more likely, with the exception of felony offenders, to be released to some other jurisdiction.

OFFENSE AND NUMBER OF DAYS DETAINED

Generally, the length of stay in local jails is short and most people are released within 24 hours. However, as seen on Table J-10, there is some variation in length of time detained based on the type of arrest. Less than half (46%) of the adult drug offenders are released within 24 hours and 35% stay from one day to a week. Persons detained on a felony or misdemeanor charge are the most likely to be released within 24 hours--about 64% each. The vast majority of juveniles are released from the local jails within 24 hours as Table J-11 indicates.

AVERAGE NUMBER OF DAYS DETAINED

There is a great deal of variation among the agencies in terms of the average number of days detained--ranging from less than one day in Cottonwood to 43.5 days in Yuma city jail, with the state average being 5½ days. Yuma city jail varies from the state average so significantly due to the local policy of not detaining for habitual public intoxication. Consequently they are mainly detaining sentenced prisoners and this greatly increases the average length of stay. In general, people remain longer in the county jails than in the city jails. However, three of the oldest county jails--Apache, Greenlee, and Santa Cruz--have an average length of stay shorter than the state average--3.0, 4.1, and 2.5 days respectively.

1972 Jail Census
12 Rural County Jails
34 Small City Jails

Table J-2

SEX AND MATURITY

	<u>Number</u>	<u>Percent</u>
Adult Male	44,001	83.97%
Adult Female	4,060	7.75
Juvenile Male	3,402	6.49
Juvenile Female	935	1.79
TOTAL:	52,398	100.00%

Table J-3

AGE AT ARREST

<u>Age</u>	<u>Number</u>	<u>Percent</u>
17 years or under	4,026	7.68%
18 to 25 years	16,030	30.59
26 to 35 years	10,120	19.31
36 to 45 years	7,457	14.24
46 to 55 years	5,140	9.83
56 years and over	3,060	5.82
Unavailable	6,565	12.53
TOTAL:	52,398	100.00%

1972 Jail Census
12 Rural County Jails
34 Small City Jails

Table J-4

ETHNIC BACKGROUND

	<u>Number</u>	<u>Percent</u>
Caucasian	22,343	42.65%
Negro	1,680	3.21
Mexican origin	12,808	24.44
Indian	12,965	24.74
Other/unavailable	<u>2,602</u>	<u>4.96</u>
TOTAL:	52,398	100.00%

Table J-5

LENGTH OF TIME DETAINED

	<u>Number</u>	<u>Percent</u>
24 hours or less	32,791	62.58
1 to 2 days	4,211	8.04
3 to 7 days	6,103	11.65
8 to 14 days	2,437	4.65
15 to 21 days	1,413	2.70
22 to 30 days	1,047	2.00
31 days or more	1,824	3.48
Unavailable	<u>2,572</u>	<u>4.90</u>
TOTAL:	52,398	100.00%

Table J-6
 DISTRIBUTION OF RURAL COUNTY AND CITY ARRESTS*
 BY OFFENSE
 1972 Calendar Year

	ADULT MALES		ADULT FEMALES		JUVENILE		TOTAL	
	#	%	#	%	#	%	#	%
Felony, except Drugs	7,140	16.23	314	7.74	641	14.78	8,095	15.45
Misdemeanor, except Drugs & Alcohol	8,675	19.71	1,212	29.85	1,274	29.38	11,161	21.30
Drug Related	2,511	5.71	262	6.45	204	4.70	2,977	5.68
Alcohol Related	23,883	54.28	2,128	52.41	165	3.81	26,176	49.96
Incorrigible (Juvenile only)	-	-	-	-	2,015	46.46	2,015	3.85
Other	1,700	3.86	130	3.20	37	.85	1,867	3.56
Not Available	92	.21	14	.35	1	.02	107	.20
TOTAL	44,001	100.00%	4,060	100.00%	4,337	100.00%	52,398	100.00%

* Excludes the major metropolitan law enforcement agencies of Maricopa and Pima Counties and the cities of Phoenix and Tucson, and Juveniles held in detention facilities.

Table J-7

ETHNIC BACKGROUND
BY
TYPE OF ARREST

1972 Jail Census

12 Rural County Jails 34 Small City Jails	CAUCASIAN		NEGRO		MEXICAN ORIGIN		INDIAN		NOT AVAILABLE/ OTHER	
	No.	%	No.	%	No.	%	No.	%	No.	%
Felony - except drugs	2,468	11.05	315	18.75	4,542	35.46	366	2.82	404	15.53
Misdemeanor - except drugs & alcohol	6,138	27.47	635	37.80	2,157	16.84	1,565	12.07	666	25.60
Drug related	2,053	9.19	53	3.15	755	5.89	53	.41	63	2.42
Alcohol related	9,392	42.04	545	32.44	4,782	37.34	10,240	78.99	1,217	46.77
Juvenile - Incorrigible	1,389	6.22	55	3.27	362	2.83	232	1.79	52	2.00
Other	859	3.84	73	4.35	200	1.56	489	3.77	171	6.57
Not available	44	.19	4	.24	10	.08	20	.15	29	1.11
TOTAL	22,343	100.00	1,680	100.00	12,808	100.00	12,965	100.00	2,602	100.00

TYPE OF ARREST
BY
DISPOSITION AT RELEASE

12 Rural County Jails
34 Small City Jails

TOTAL ADULTS

	FELONY - EXCEPT DRUGS	MISDEMEANOR - EXCEPT DRUGS & ALCOHOL	DRUG RELATED	ALCOHOL RELATED	OTHER	NOT AVAILABLE
Bond	693 9.30%	2,175 22.00%	965 34.80%	5,649 21.72%	68 3.72%	12 11.32%
Own Recognizance	313 4.20	840 8.50	272 9.81	1,800 6.92	58 3.17	5 4.72
Paid Fine	97 1.30	1,861 18.82	88 3.17	5,933 22.81	37 2.02	5 4.72
Time Served	264 3.54	2,108 21.32	180 6.49	7,653 29.42	38 2.08	12 11.32
Prison	146 1.96	7 .07	28 1.01	5 .02	32 1.75	- -
Other Juris.	5,238 70.27	1,191 12.04	977 35.23	1,098 4.22	533 29.12	6 5.65
Dismissed	269 3.61	689 6.97	87 3.15	1,388 5.34	85 4.64	8 7.55
Probation	126 1.69	490 4.96	47 1.69	971 3.73	21 1.15	5 4.72
Not Released as of 12/31/72	74 .99	34 .34	53 1.91	74 .28	4 .22	- -
Other	97 1.30	252 2.55	40 1.44	655 2.52	895 48.91	2 1.89
Not Available	137 1.84	240 2.43	36 1.30	785 3.02	59 3.22	51 48.11
TOTAL	7,454 100.00%	9,887 100.00%	2,773 100.00%	26,011 100.00%	1,830 100.00%	106 100.00%

Table J-9
 TYPE OF ARREST
 BY
 DISPOSITION AT RELEASE

12 Rural County Jails
 34 Small City Jails

TOTAL JUVENILES

	FELONY - EXCEPT DRUGS	MISDEMEANOR- EXCEPT DRUGS & ALCOHOL	DRUG RELATED	ALCOHOL RELATED	JUVENILE ONLY	OTHER	NOT AVAILABLE
Adjustment	146 22.78%	419 32.89%	61 29.90%	43 26.06%	790 39.21%	3 8.11%	- -
Probation	11 1.72	11 .86	11 5.39	4 2.42	66 3.28	- -	- -
Comm./Recomm./ Remand	35 5.47	29 2.28	13 6.37	5 3.03	70 3.48	- -	- -
Home/Private Placement	24 3.74	30 2.35	5 2.45	7 4.24	54 2.68	1 2.70	- -
Bond/Fine/ Time Served	4 .62	26 2.05	4 1.96	8 4.85	6 .30	- -	- -
Other Juris.	310 48.36	462 36.26	54 26.47	60 36.36	674 33.45	9 24.32	1 100.00%
Dismissed	4 .62	7 .55	- -	1 .61	- -	1 2.70	- -
Other	55 8.58	99 7.77	26 12.75	18 10.91	283 14.04	18 48.65	- -
Not Available	52 8.11	191 14.99	30 14.71	19 11.52	72 3.56	5 13.52	- -
TOTAL	641 100.00%	1,274 100.00%	204 100.00%	165 100.00%	2,015 100.00%	37 100.00%	1 100.00%

Table J-10

TYPE OF ARREST
BY
LENGTH OF TIME DETAINED

12 Rural County Jails
34 Small City Jails

TOTAL ADULTS

	FELONY - EXCEPT DRUGS	MISDEMEANOR - EXCEPT DRUGS & ALCOHOL	DRUG RELATED	ALCOHOL RELATED	OTHER	NOT AVAILABLE
<u>24 hours or less</u>	4,754 63.78%	6,384 64.57%	1,281 46.19%	15,293 58.79%	1,488 81.32%	28 26.42%
<u>1 to 2 days</u>	589 7.90	741 7.49	414 14.93	2,351 9.04	59 3.22	5 4.72
<u>3 to 7 days</u>	836 11.22	1,043 10.55	554 19.98	3,517 13.52	95 5.19	12 11.32
<u>8 to 14 days</u>	244 3.27	490 4.96	129 4.65	1,543 5.93	20 1.09	4 3.77
<u>15 to 21 days</u>	138 1.85	280 2.83	91 3.28	897 3.45	7 .38	- -
<u>22 to 30 days</u>	211 2.83	206 2.08	59 2.13	557 2.14	7 .38	3 2.83
<u>31 days or more</u>	364 4.88	314 3.18	181 6.53	921 3.55	27 1.48	10 9.43
<u>Unavailable</u>	318 4.27	429 4.34	64 2.31	932 3.58	127 6.94	44 41.51
TOTAL	7,454 100.00%	9,887 100.00%	2,773 100.00%	26,011 100.00%	1,830 100.00%	106 100.00%

Table J-11

12 Rural County Jails
 34 Small City Jails
TOTAL JUVENILES

TYPE OF ARREST
 BY
 LENGTH OF TIME DETAINED

	FELONY - EXCEPT DRUGS	MISDEMEANOR - EXCEPT DRUGS & ALCOHOL	DRUG RELATED	ALCOHOL RELATED	JUVENILE ONLY	OTHER	NOT AVAILABLE
<u>24 hours or less</u>	496 78.61%	1,092 78.34%	138 67.65%	151 91.52%	1,742 86.45%	33 89.19%	1 100.00%
<u>1 to 2 days</u>	20 3.17	5 .36	5 2.45	2 1.21	20 .99	- -	- -
<u>3 to 7 days</u>	15 2.38	6 .43	2 .98	- -	22 1.09	1 2.70	- -
<u>8 to 14 days</u>	4 .63	- -	- -	- -	3 .15	- -	- -
<u>15 to 21 days</u>	- -	- -	- -	- -	- -	- -	- -
<u>22 to 30 days</u>	- -	1 .07	1 .49	- -	1 .05	1 2.70	- -
<u>31 days or more</u>	4 .63	1 .07	2 .98	- -	- -	- -	- -
<u>Unavailable</u>	92 14.58	289 20.73	56 27.45	12 7.27	227 11.27	2 5.41	- -
TOTAL	631 100.00%	1,394 100.00%	204 100.00%	165 100.00%	2,015 100.00%	37 100.00%	1 100.00%

Table J-12

AVERAGE NUMBER OF DAYS DETAINED IN 1972
BY AGENCY

	Region 1													Region 2		Region 3	
	Avondale	Buckeye	Chandler	El Mirage	Gilbert	Glendale	Mesa	Peoria	Phoenix*	Scottsdale	Tempe	Tolleson	South Tucson	Apache Co.	Coconino Co.	Navajo Co.	
Number of Bookings	857	179	2,889	872	54	1,426	3,525	566	3,900	2,851	2,208	387	2,340	513	2,862	808	
Average No. Days Detained	3.56	1.52	3.33	2.93	1.27	2.95	1.78	1.17	3.65	1.07	1.30	1.73	1.65	3.00	6.80	11.41	
	Region 3 (cont'd)								Region 4				Region 5				
	Yavapai Co.	Clarkdale	Cottonwood	Flagstaff	Holbrook	Prescott	Williams	Winslow	Mojave Co.	Yuma Co.	Somerton	Yuma	Gila Co.	Pinal Co.	Casa Grande	Coolidge	
Number of Bookings	1,075	47	82	5,763	2,195	109	394	1,625	1,269	2,232	117	962	609	790	2,012	1,132	
Average No. Days Detained	11.15	1.00	.87	2.16	4.19	10.92	1.47	6.61	6.68	12.16	24.19	43.54	14.84	13.52	4.91	4.59	
	Region 5 (cont'd)							Region 6									
	Eloy	Globe	Mammoth	Miami	Cochise Co.	Graham Co.	Greenlee Co.	Santa Cruz Co.	Benson	Bisbee	Douglas	Mogales	Sierra Vista	Tombstone	Willcox	State Total	
Number of Bookings	687	1,111	45	175	527	369	269	1,550	236	545	2,434	469	636	55	513	52,398	
Average No. Days Detained	6.75	4.44	1.48	2.88	23.26	8.10	4.11	2.51	3.11	5.21	2.65	2.41	1.52	3.74	4.74	5.23	

* Based on a sample.

PHOENIX JAIL

Due to the large volume of bookings into the Phoenix jail a complete census was not possible. Consequently three days were randomly selected from each month in 1972, and a record was obtained for every arrest on each of the 36 days.

NUMBER OF ARRESTS

The Phoenix Police Department reported 37,921 arrests in 1972 in the Uniform Crime Report submitted to the FBI. The census of the selected days resulted in a sample of 3900 arrest records. If the 3900 arrests represent a 10% sample of the total arrests, and if the sample were projected--we would estimate 39,000 arrests for the city of Phoenix. The percentage difference between the sample estimation and the actual number of arrests is 2.8%. This does not mean that every offense category was over sampled by that amount, but rather that enough variation exists to account for almost a 3% difference in the total.

SOCIAL CHARACTERISTICS

In the sample, almost 90% of the arrests were adult males, and most of the remainder were adult females with only two juveniles booked on the sample days. One-third were between 18 and 25 years of age and the majority were between 18 and 35. Proportionately there were fewer Indians and persons of Mexican origin arrested in Phoenix than in the rural county and small city jails. However there was a significantly larger percentage of Negroes booked into the Phoenix jail than the other jails, and a somewhat larger percentage of caucasians. Seven out of ten in the sample were released within 24 hours, and 85% were released within a week.

OFFENSE, DISPOSITION AND NUMBER OF DAYS DETAINED

Ninety percent of the drug offenders were released within 24 hours. Their short length of confinement is further illustrated by their type of release--89% were either transferred to other authorities, posted bond or had their cases dismissed (see Tables 5 and 6). Those arrested on an alcohol charge are the least likely to be released within 24 hours. The release pattern is different for each offense category. The majority of persons arrested on an alcohol related charge are released after serving time, whereas the majority of felony arrests are transferred to County jail or federal authorities. Those persons arrested on a misdemeanor charge are most likely released after posting bond (36%) or serving time (25%).

Sample of Phoenix

Table Phx-1

SEX AND MATURITY

	<u>Number</u>	<u>Percent</u>
Adult Male	3,451	88.48%
Adult Female	447	11.46
Juvenile Male	1	.03
Juvenile Female	<u>1</u>	<u>.03</u>
TOTAL:	3,900	100.00%

Table Phx-2

AGE AT ARREST

<u>Age</u>	<u>Number</u>	<u>Percent</u>
17 years or under	2	.05
18 to 25 years	1,305	33.46
26 to 35 years	940	24.10
36 to 45 years	757	19.41
46 to 55 years	571	14.64
56 years and over	289	7.42
Unavailable	<u>36</u>	<u>.92</u>
TOTAL:	3,900	100.00%

Sample of Phoenix

Table Phx-3

ETHNIC BACKGROUND

	<u>Number</u>	<u>Percent</u>
Caucasian	1,954	50.10%
Negro	496	12.72
Mexican origin	774	19.85
Indian	674	17.28
Other/unavailable	2	.05
TOTAL:	3,900	100.00%

Table Phx-4

LENGTH OF TIME DETAINED

	<u>Number</u>	<u>Percent</u>
24 hours or less	2,772	71.08%
1 to 2 days	121	3.10
3 to 7 days	437	11.21
8 to 14 days	345	8.85
15 to 21 days	103	2.64
22 to 30 days	76	1.94
31 days or more	46	1.18
Unavailable	0	0
TOTAL:	3,900	100.00%

Table Phx-5
 TYPE OF ARREST
 BY
 DISPOSITION AT RELEASE

Sample of Phoenix

TOTAL ADULTS

	FELONY - EXCEPT DRUGS	MISDEMEANOR - EXCEPT DRUGS & ALCOHOL	DRUG RELATED	ALCOHOL RELATED	OTHER
Bond	47 12.40%	363 36.30%	45 25.86%	295 12.60%	- -
Own Recognizance	25 6.60	178 17.80	11 6.32	524 22.37	- -
Paid Fine	16 4.22	113 11.30	4 2.30	64 2.73	- -
Time Served	43 11.35	251* 25.10	5 2.88	1,315 56.15	1 20.00%
Prison	- -	- -	- -	- -	- -
Other Juris.	190 50.13	56 5.60	73 41.95	39 1.67	4 80.00
Dismissed	55 14.51	20 2.00	36 20.69	8 .34	- -
Probation	- -	1 .10	- -	2 .09	- -
Not Released as of 12/31/72	- -	- -	- -	12 .51	- -
Other	3 .79	18 1.80	- -	83* 3.54	- -
Total	379 100.00%	1,000 100.00%	174 100.00%	2,342 100.00%	5 100.00%

* One juvenile included.

Table Phx-6

TYPE OF ARREST
BY
LENGTH OF TIME DETAINED

Sample of Phoenix

TOTAL ADULTS

	FELONY - EXCEPT DRUGS	MISDEMEANOR - EXCEPT DRUGS & ALCOHOL	DRUG RELATED	ALCOHOL RELATED	OTHER	NOT AVAILABLE
<u>24 hours or less</u>	291 76.78%	751* 75.10%	159 91.38%	1,566* 66.87%	5 100.00%	- -
<u>1 to 2 days</u>	18 4.75	38 3.80	6 3.45	59 2.52	- -	- -
<u>3 to 7 days</u>	34 8.97	109 10.90	7 4.03	287 12.25	- -	- -
<u>8 to 14 days</u>	17 4.49	67 6.70	1 .57	260 11.10	- -	- -
<u>15 to 21 days</u>	8 2.11	20 2.00	1 .57	74 3.16	- -	- -
<u>22 to 30 days</u>	10 2.64	6 .60	- -	60 2.56	- -	- -
<u>31 days or more</u>	1 .26	9 .90	- -	36 1.54	- -	- -
<u>Unavailable</u>	- -	- -	- -	- -	- -	- -
TOTAL	379 100.00%	1,000 100.00%	174 100.00%	2,342 100.00%	5 100.00%	- -

* One juvenile included.

LAW ENFORCEMENT-JUDICIAL INFORMATION SYSTEM

The Law Enforcement-Judicial Information System (LE-JIS) operating in the two metropolitan counties is not designed for use as a research tool. Various technical difficulties were encountered when trying to summarize offense and social characteristics from the individual records. Detailed programs are being written which will allow the information to be manipulated and summarized. However, the only information obtainable, as of this writing, is the number and type of offenses.

MARICOPA COUNTY SHERIFF'S OFFICE

The bookings through the MCSO are for the time period of October 6, 1972 through August 16, 1973. During this period there were 11,526 bookings. The National Crime Information Center (NCIC) numerical offense code is not placed in the file until there is a positive identification. Due to a backlog of 3,181 NCIC checks, the breakdown of offenses on Table L-1 only include the 8,345 cases where the NCIC numerical offense code is available.

Forty percent of the bookings through the MCSO during this time period were public order crimes, of which the two major categories were driving while intoxicated and other traffic offenses. About 10% of the bookings were for the violent crimes against persons--assault, robbery, homicide, etc.-- and 20% were for crimes against property. Over one-quarter of the bookings involved alcohol abuse or a violation of drug laws.

PIMA COUNTY SHERIFF'S OFFICE

The PCSO (including the Tucson Police Department) has been placing their booking information on LE-JIS since the first of May, 1973. The offense information on Table L-2 represents approximately three and one-half months'

bookings. Again, the public order crimes (47%) constitute the largest proportion of the arrests. About 5% of the bookings were for crimes against persons and 10% were crimes against property. Almost one-third of the bookings were for morals/decency crimes including public intoxication and drug law violations.

Since the time periods are so different for the two counties, no direct comparison should be made of the offenses. However, the percentages of crimes against persons and crimes against property in Maricopa County are double the percentages for those types of crimes in Pima County. The percentage of drug law violations is higher in Maricopa County than in Pima and the reverse is true for the percentage of public intoxication arrests.

Table L-1

MARICOPA COUNTY SHERIFF'S OFFICE BOOKINGS
10/6/72 - 8/16/73

	<u>Bookings</u>	<u>Percent</u>	<u>Total Bookings</u>	<u>Total Percent</u>
<u>State Crimes (Immigration, etc.)</u>			<u>73</u>	<u>.9</u>
<u>Crimes Against Persons</u>			<u>877</u>	<u>10.5</u>
Assault	510	6.1		
Robbery	226	2.7		
All Other	141	1.7		
<u>Crimes Against Property</u>			<u>1,642</u>	<u>19.7</u>
Burglary	573	6.9		
Forgery and Counterfeiting	369	4.4		
Larceny	297	3.6		
Stolen Vehicle	186	2.2		
Fraud	125	1.5		
All Other	92	1.1		
<u>Morals-Decency Crimes</u>			<u>2,371</u>	<u>28.4</u>
Dangerous Drugs	1,475	17.7		
Public Intoxication	684	8.2		
Family Offenses	119	1.4		
All Other	93	1.1		
<u>Public Order Crimes</u>			<u>3,382</u>	<u>40.5</u>
Traffic, DWI	959	11.5		
Traffic, Other	836	10.0		
Enroute Booking	743	8.9		
Obstructing Judiciary, Congress, etc.	584	7.0		
All Other	260	3.1		
Subtotal			8,345	
Offense Code Not Available			<u>3,181</u>	
TOTAL BOOKINGS			11,526	

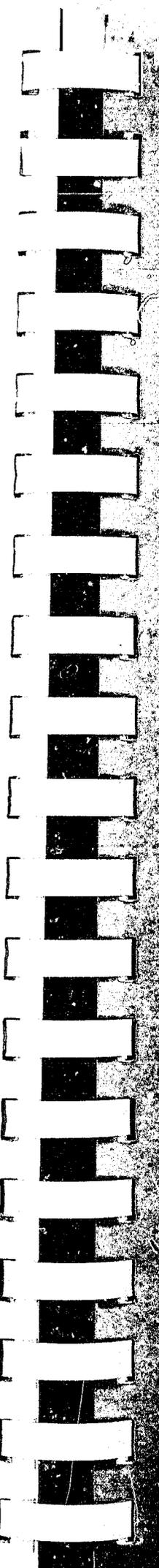
Table L-2

PIMA COUNTY SHERIFF'S OFFICE BOOKINGS
5/1/73 - 8/16/73

	<u>Bookings</u>	<u>Percent</u>	<u>Total Bookings</u>	<u>Total Percent</u>
<u>State Crimes</u> (Immigration, etc.)			<u>285</u>	<u>6.5</u>
<u>Crimes Against Persons</u>			<u>212</u>	<u>4.9</u>
Assault	121	2.9		
Robbery	53	1.2		
All Other	38	.9		
<u>Crimes Against Property</u>			<u>426</u>	<u>9.8</u>
Larceny	191	4.4		
Burglary	120	2.8		
All Other	115	2.6		
<u>Morals-Decency Crimes</u>			<u>1,402</u>	<u>32.2</u>
Public Intoxication	834	19.2		
Dangerous Drugs	484	11.1		
All Other	84	1.9		
<u>Public Order Crimes</u>			<u>2,025</u>	<u>46.6</u>
Traffic, Other	734	16.9		
Traffic, DWI	490	11.3		
Obstructing Judiciary, etc.	254	5.8		
All Other	547	12.6		
<u>TOTAL BOOKINGS</u>			<u>4,350</u>	

CONTINUED

1 OF 4



JUVENILE DETENTION CENTERS

As of the end of 1973, eight counties in the state of Arizona are operating juvenile detention centers separate and apart from the adult county jails--see Table D-1. Two counties--Navajo and Yavapai--are in the process of planning a separate center and Graham County is in the process of building a separate facility. Hopefully, within a short time only three counties will be using their county jails to house juveniles as well as adults. Two of these counties, Apache and Greenlee, do not seem to have a large enough workload to justify a separate facility, and Santa Cruz County is in the process of building a county complex which will contain juvenile holding cells with a separate intake area. According to the census Apache County detained 48 and Greenlee only 4 to 6 juveniles during the year of 1972. With so few detentions, a separate facility would seem unnecessary--particularly from a cost standpoint. On the other hand, the authorities in those counties may be detaining few juveniles because of the lack of proper facilities.

AGE OF FACILITIES

Juvenile holding facilities range in age from Coconino County detention which was dedicated in June of 1973 to the Santa Cruz County jail which was built in 1903. In looking at the detention centers versus the county jails as shown on Table D-1, it can be seen that the detention centers were built most recently. They have been built within the past nine years with the exception of Maricopa County, which will have a new facility completed by July, 1974. Navajo and Apache County jails were built in 1898 and 1918 respectively. They have both been remodeled with Navajo adding juvenile holding cells in 1960 and Apache in 1964.

CAPACITY

The total space available for juveniles ranges from 2 in Santa Cruz County jail to 109 at the Maricopa County Detention center and that will change to 101 with the completion of the new facility. The total number of detentions for 1972 also show a wide range, but appear to reflect the variance in the population of the counties. When a count was obtained from each holding facility in the state on the morning of October 31, 1973, the detention center in Cochise County was filled to capacity while Apache, Gila and Graham counties were detaining no juveniles at that particular time. The other agencies were housing from 12 to 88 percent of their capacity.

AVERAGE LENGTH OF STAY

It appears from Table D-1 that one of the oldest facilities (Apache) and the newest facility (Coconino) held the juveniles the shortest length of time, however the data reflect 1972 detentions prior to the occupancy of the new Coconino facility. Cochise, Maricopa and Navajo tend to hold the longest--the average being just over 8 days.

STAFF AND SPECIAL FACILITIES

All of the detention centers, but half or less of the jails holding juveniles have full time staff and full time matron service. The detention centers are much more likely to have areas set aside for special purposes; however, it should be noted that only two of the eight have class rooms and only half (4) have a special consultation room. If a particular facility does not have a special purpose area it does not necessarily mean that the service is unavailable. For instance, none of the centers or jails has a chapel, however some form of religious services or consultation is available

in most agencies. Many facilities use one area for more than one purpose or activity.

PROGRAMS

It appears that most juveniles being detained are idle. All agencies offer radio or music and games and reading materials, but aside from that, activities are very limited. Only two detention centers--Maricopa and Pima-- offer structured programs, mainly consisting of academic education. Generally, counseling by probation officers and others is available in the other agencies.

SECURITY

Security and safety measures appear to be adequate in most agencies, although somewhat better in the detention centers than in the jails. This, however, points out the prevailing attitude of custody rather than treatment or rehabilitation.

MAINTENANCE

For the most part the detention centers are adequately heated and cooled in all areas, but only one jail (Graham) was deemed to have adequate cooling in all areas of the facility. The condition and amount of plumbing is adequate in all detention facilities, but in only three jails were the plumbing facilities adequate in number and repair. If the county jails are to continue to house juveniles it appears that some improvements should be made, particularly in the areas of air conditioning and heating, lighting, and an increase in size of the juvenile holding area, not to mention the more important compliance with the state law for "separate and apart" detention of juveniles.

Table D-1

REPORTED CHARACTERISTICS OF JUVENILE HOLDING FACILITIES

	Detention Centers								County Jails					
	Cochise	Coconino	Gila	Maricopa	Mohave	Pima	Pinal	Yuma	Apache	Graham	Greenlee	Navajo	Santa Cruz	Yavapai
Age of facility (years)	3	0	9	25	3	6	9	2	9	1	62	13	70	54
Capacity for Juveniles	16	22	15	109	15	60	30	34	6	16	6	8	2	8
Capacity for Boys	8	11	9	70	10	30	20	20	6	8	6	4	2	4
Capacity for Girls	8	11	6	39	5	30	10	14	-	8	-	4	-	4
Total Detentions (1972)	298	1307	163	2915	439	1379	355	975	48	100	*	290	255	193
Average Number Days Detained (1972)	8.6	2.2	3.4	8.6	2.8	7.3	3.4	3.6	1.8	4.9	*	8.4	3.0	2.6
Total Population 10/31/73	16	7	0	96	5	47	7	10	0	0	1	6	1	1
STAFF														
Full-time employees	X	X	X	X	X	X	X	X		X		X		X
Full-time matron service	X	X	X	X	X	X	X	X			X			X

An "X" indicates that the characteristic exists for that facility.
 * Detained too few to analyze.

Table D-1 (continued)

REPORTED CHARACTERISTICS OF JUVENILE HOLDING FACILITIES

	Detention Centers								County Jails					
	Cochise	Cocopino	Gila	Maricopa	Mohave	Pima	Pinal	Yuma	Apache	Graham	Greenlee	Navajo	Santa Cruz	Yavapai
<u>SPECIAL PURPOSE AREAS</u>														
Adequate kitchen (size and equipment)	X	X	X		X	X	X	X		X		X		X
Receiving and discharge	X	X	X	X	X	X	X	X		X				
Dining room	X	X		X	X	X	X	X						
Recreation area	X	X		X	X		X	X						
Class room				X		X								
Consultation room		X		X	X	X		X						
Visiting area		X		X	X	X	X	X		X				X
Chapel														

Table D-1 (continued)

REPORTED CHARACTERISTICS OF JUVENILE HOLDING FACILITIES

	Detention Centers								County Jails					
	Cochise	Coconino	Gila	Maricopa	Mohave	Pima	Pinal	Yuma	Apache	Graham	Greenlee	Navajo	Santa Cruz	Yavapai
<u>PROGRAMS AND ACTIVITIES</u>														
Indoor exercise						X	X							
Outdoor exercise	X		X	X	X	X								
Group recreation/handicrafts	X	X	X		X	X	X							
Radio/Music	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Games/reading materials	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Rehabilitation Programs			X		X									
<u>SECURITY AND SAFETY MEASURES</u>														
Adequate safety vestibules	X	X	X	X	X	X	X		X	X		X		
Adequate protective window screens	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Adequate locking devices	X	X	X	X	X	X	X	X	X	X			X	

Table D-1 (continued)

REPORTED CHARACTERISTICS OF JUVENILE HOLDING FACILITIES

	Detention Centers								County Jails					
	Cochise	Coconino	Gila	Maricopa	Mohave	Pima	Pinal	Yuma	Apache	Graham	Greenlee	Navajo	Santa Cruz	Yavapai
<u>SECURITY AND SAFETY MEASURES (Cont'd)</u>														
Adequate food windows				X	X			X		X	X		X	X
Adequate visiting facilities	X	X		X	X	X	X	X		X				X
Adequate guards corridors		X		X	X			X	X		X	X		X
Adequate storage of firearms	X	X	X	X		X	X	X	X	X	X	X	X	X
Adequate observation windows	X	X	X	X	X	X		X	X	X				X
Adequate emergency exits	X	X		X		X	X	X		X	X			X
Adequate fire apparatus	X	X	X	X	X	X	X	X		X	X		X	X
Communication system between cells and front office	X	X	X	X	X	X	X	X		X		X		X

Table D-1 (continued)

REPORTED CHARACTERISTICS OF JUVENILE HOLDING FACILITIES

	Detention Centers								County Jails					
	Cochise	Cocoonino	Gila	Maricopa	Mohave	Pima	Pinal	Yuma	Apache	Graham	Greenlee	Navajo	Santa Cruz	Yavapai
<u>MISCELLANEOUS</u>														
Adequate heating in all areas	X	X	X		X		X	X	X	X	X			X
Adequate cooling	X		X		X	X	X	X		X				
Adequate plumbing	X	X	X	X	X	X	X	X	X	X				X
Adequate lighting	X	X	X	X	X	X	X	X	X		X	X		
Building and equipment in good repair	X	X	X	X	X	X	X	X	X	X				X
Size adequate for present needs		X	X	X	X		X	X			X			

JUVENILE DETENTIONSOFFENSE CATEGORY

Boys accounted for slightly more than two out of every three detentions in the state in 1972. This varies substantially from the adult arrests where 9 out of every 10 arrests are male. Most of the juvenile females (80%) are detained for incorrigible or juvenile only type offenses, such as: runaway, truancy, curfew violations and the like. As shown in Table D-3, less than half (46%) of the boys were detained for an incorrigible offense. Boys were much more likely than girls to be detained for a felony (20% vs. 4%) or misdemeanor (15% vs. 8%). With regard to Arizona's drug problem it is interesting to note that only 7% of the total detentions were on a specific drug charge. This is not to say that drugs were involved in only 7% of detentions, but rather that drugs were the primary charge in these detentions. With the current record keeping procedures it is extremely difficult if not impossible to determine the number of offenses that are perpetrated to support a drug habit or are otherwise related to drug usage. The low number of detentions on a drug related charge may also be reflective of detention policies which seek to divert rather than detain youngsters with a problem in this area.

It should be noted that the numbers and percentages for the specific offense breakdowns on Table D-7 do not totally coincide with the offense categories shown on Table D-3. Almost half of the alcohol arrests were for "Minor in Possession" thus they were coded under the juvenile only category on Table D-3, however all alcohol arrests are combined in Table D-7. This accounts for the five percentage points difference between juvenile only offenses on Table D-3 and youth offenses on Table D-7. Roughly 8% of the total juvenile detentions were alcohol related. This is larger than any single offense with the exception of runaway and incorrigible. Burglary,

non-vehicle theft, and narcotics are the next most likely offenses, each accounting for approximately 6% of the total detentions.

Throughout this report each category of "not available" should be regarded as not readily available as well as totally unavailable. In many instances the information was recorded in some manner in an individual file, however perusing several hundred files would have substantially increased the amount of time needed to collect the data.

AGE

Almost 7 out of every 10 detainees were between the ages of 15 and 17, with just over one-quarter being 16 years old at the time of detention as indicated in Table D-4.

ETHNIC BACKGROUND

As shown in Table D-5, about 6 out of every 10 juveniles detained were caucasians. This is lower than would have been expected had they been detained in direct proportion to the total Arizona caucasian population (72%). The percentage of juvenile Negroes and Indians detained is about twice the percentage of their population in the state. Juveniles of Mexican origin (Mexican Nationals and Mexican Americans) were detained at roughly the same proportion as they are found in the population--22% of detentions and 19% of the population.

NUMBER OF DAYS DETAINED

Forty percent of the juveniles are released from detention in 24 hours or less, and almost 80% are released within one week. With the length of stay in detention so short, it might be argued that specific educational and training programs are unnecessary in the detention center and can be best provided in the community. However some meaningful activity has to be provided for those who are detained for a longer period of time. As

Table D-6 indicates, three percent of the detainees had incomplete information for either the time of arrival or departure, thus for these 284 juveniles the time in detention could not be calculated.

OFFENSE AND NUMBER OF DAYS DETAINED

Juveniles detained for the more serious felony type offenses tend to be detained for longer periods of time than those detained for other offenses. For the felony offenses over half were kept in detention for more than three days, whereas only 23% of those with alcohol related offenses were detained for longer than three days. On the whole, across all offense categories, juveniles do not stay in detention for extended periods of time.

OFFENSE AND DISPOSITION

For misdemeanors, alcohol and incorrigible offenses, about half of the juveniles were released from detention after an adjustment. As can be seen in Table D-9, the dispositional pattern for these three offenses is very similar. The exception to the pattern is that very few of those detained for alcohol related offenses were committed to the Department of Corrections. The dispositional pattern is also similar between felony and drug related offenses. In each of these cases approximately one-fourth of the cases were adjusted and another one-fourth were placed on probation. The need for better, standardized record keeping procedures is illustrated by the relatively large numbers of dispositions that were unavailable.

More detailed analyses of all juvenile detentions by region, sex and ethnic background are available and will be published at a later time.

TABLE D-2
 AGE, SEX AND MATURITY

	Number	Percent
Juvenile Male	5,908	67.78%
Juvenile Female	2,808	32.22%
TOTAL:	8,717	100.00%

Table D-3
 JUVENILE DETENTIONS
 TYPE OF OFFENSE BY SEX

	Boys		Girls		Total	
	Number	Percent	Number	Percent	Number	Percent
Delinquency - Except	1,196	20.07%	101	3.60%	1,297	14.67%
Misdemeanor - Except Drugs and Alcohol	892	15.10	237	8.44	1,129	12.95
Drug Related	471	7.97	114	4.06	585	6.71
Alcohol Related	280	4.74	57	2.03	337	3.87
Incorrigible - Juvenile Only	2,743	46.42	2,245	79.95	4,988	57.22
Other	313	5.30	44	1.57	357	4.10
Not Available	24	.40	10	.35	34	.39
TOTAL:	5,909	100.00%	2,808	100.00%	8,717	100.00%

1972 Detention Census
14 Counties

TABLE D-2

SEX AND MATURITY

	<u>Number</u>	<u>Percent</u>
Juvenile Male	5,909	67.78%
Juvenile Female	<u>2,808</u>	<u>32.22</u>
TOTAL:	8,717	100.00%

Table D-3

JUVENILE DETENTIONS
TYPE OF OFFENSE BY SEX

	<u>Boys</u>		<u>Girls</u>		<u>Total</u>	
Felony, except drugs	1,186	20.07%	101	3.60%	1,287	14.67%
Misdemeanor, except drugs and alcohol	892	15.10	237	8.44	1,129	12.95
Drug Related	471	7.97	114	4.06	585	6.71
Alcohol Related	280	4.74	57	2.03	337	3.87
Incorrigible - Juvenile Only	2,743	46.42	2,245	79.95	4,988	57.22
Other	313	5.30	44	1.57	357	4.10
Not Available	<u>24</u>	<u>.40</u>	<u>10</u>	<u>.35</u>	<u>34</u>	<u>.39</u>
TOTAL:	5,909	100.00%	2,808	100.00%	8,717	100.00%

1972 Detention Census
14 Counties

Table D-4

AGE AT DETENTION

<u>Age</u>	<u>Number</u>	<u>Percent</u>
11 years or under	169	1.94%
12 year	279	3.20
13 years	688	7.89
14 years	1,344	15.42
15 years	1,971	22.61
16 years	2,297	26.35
17 years	1,887	21.65
18 years	51	.58
Unavailable	31	.36
TOTAL:	8,717	100.00%

Table D-5

ETHNIC BACKGROUND

	<u>Number</u>	<u>Percent</u>
Caucasian	5,362	61.51%
Negro	517	5.93
Mexican Origin	1,886	21.64
Indian	855	9.81
Other/unavailable	97	1.11
TOTAL:	8,717	100.00%

Table D-6

LENGTH OF TIME DETAINED

	<u>Number</u>	<u>Percent</u>
24 hours or less	3,478	39.90%
1 to 2 days	1,367	15.68
3 to 7 days	1,974	22.64
8 to 14 days	634	7.27
15 to 21 days	317	3.64
22 to 30 days	305	3.50
31 days or more	358	4.11
Unavailable	284	3.26
TOTAL:	8,717	100.00%

Table D-7

JUVENILE DETENTIONS
ARIZONA 1972

<u>Offense</u>	<u>Number *</u>	<u>Percent</u>
Against Persons	317	3.64
Homicide	13	.15
Kidnapping	6	.07
Sexual Offenses	45	.52
Assault	167	1.91
Robbery	86	.99
Against Property	1,454	16.68
Burglary	522	5.99
Theft, Non-Vehicle	492	5.65
Vehicle Theft	370	4.24
Destruction	70	.80
Drug Abuse	1,268	14.55
Narcotics	516	5.92
Sniffing	91	1.05
Alcohol	661	7.58
Public Nuisance	438	5.02
Traffic	143	1.64
Public Peace	109	1.25
Obstructing law enforcement	96	1.10
Trespassing	60	.69
Vagrancy	30	.34
Other Crimes	618	7.09
Youth Offenses	4,536	52.04
Runaway	2,906	33.34
Incorrigible	830	9.52
Probation Violation	240	2.75
Delinquent	189	2.17
Curfew	109	1.25
Other	262	3.01
Not Available	86	.98
TOTAL OFFENSES	8,717	100.00%

* These data reflect the National Crime Information Center offense code. The Frequencies are not directly comparable to the other tables because of categorization differences.

Table D-8

TYPE OF OFFENSE
BY
LENGTH OF TIME DETAINED

14 Counties

TOTAL DETENTIONS

	FELONY - EXCEPT DRUGS	MISDEMEANOR - EXCEPT DRUGS & ALCOHOL	DRUG RELATED	ALCOHOL RELATED	INCORRIGIBLE JUVENILE ONLY	OTHER	NOT AVAILABLE
<u>24 hours or less</u>	372 28.90%	535 47.39%	225 38.46%	188 55.79%	2,043 40.96%	106 26.69%	9 26.47%
<u>1 to 2 days</u>	201 15.62	153 13.55	100 17.09	48 14.24	832 16.68	27 7.56	6 17.65
<u>3 to 7 days</u>	341 26.50	233 20.64	139 23.76	45 13.35	1,100 22.05	109 30.53	7 20.59
<u>8 to 14 days</u>	112 8.70	60 5.31	35 5.98	15 4.45	356 7.14	54 15.13	2 5.88
<u>15 to 21 days</u>	72 5.59	29 2.57	21 3.59	5 1.48	177 3.55	13 3.65	- -
<u>22 to 30 days</u>	51 3.96	24 2.13	18 3.08	10 2.97	182 3.65	15 4.20	5 14.71
<u>31 days or more</u>	98 7.61	16 1.42	28 4.79	7 2.08	190 3.81	17 4.76	2 5.88
<u>Unavailable</u>	40 3.12	79 6.99	19 3.25	19 5.64	108 2.16	16 4.48	3 8.82
TOTAL	1,287 100.00%	1,129 100.00%	585 100.00%	337 100.00%	4,988 100.00%	357 100.00%	34 100.00%

Table D-9

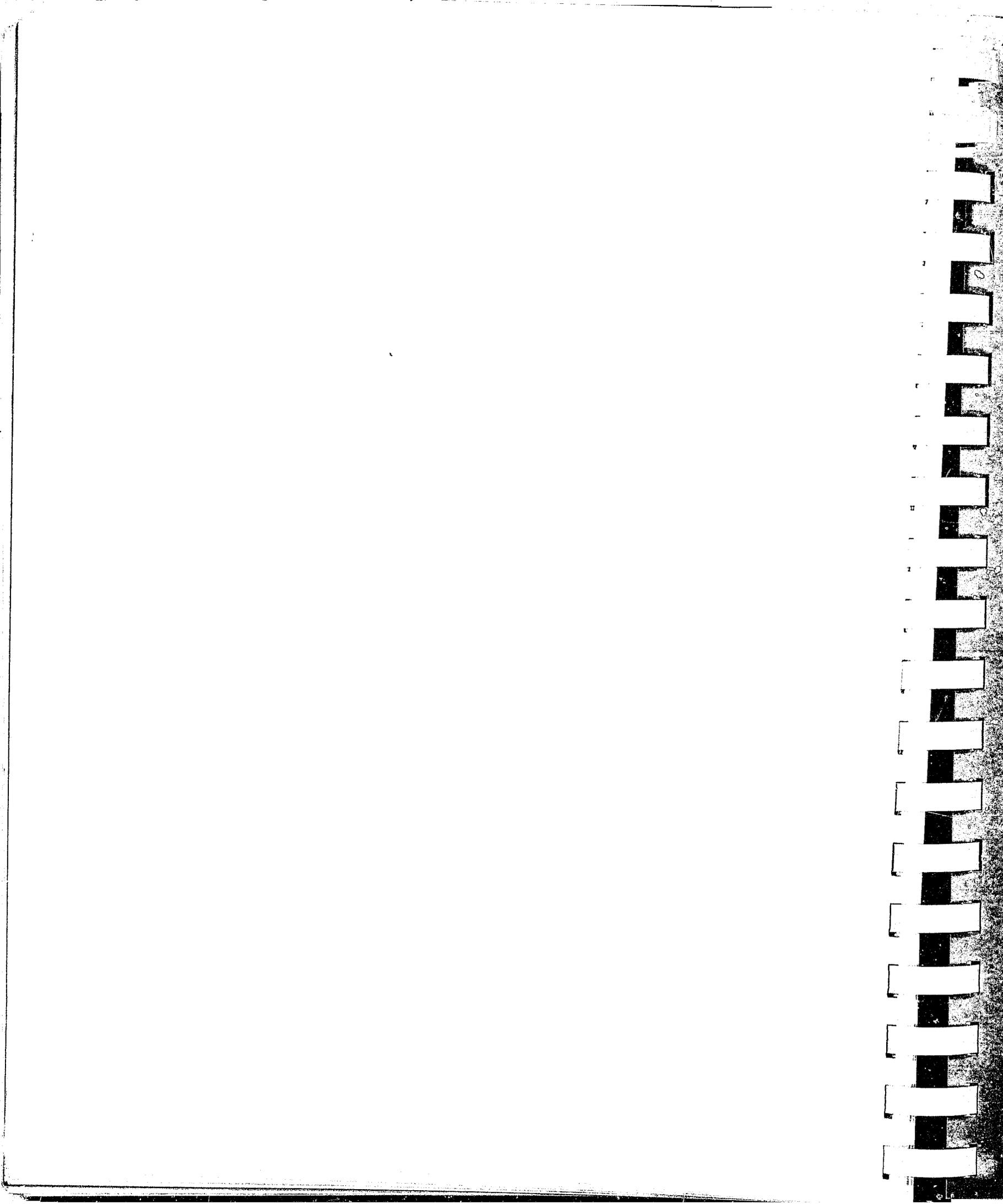
TYPE OF OFFENSE
BY
DISPOSITION AT RELEASE

14 Counties

JUVENILES - TOTAL DETENTION

	ADJUSTMENT	PROBATION	COMMIT- MENT	RECOM- MITMENT	REMAND TO ADULT COURT	TEMPORARY HOME PLACEMENT	OTHER PRIVATE PLACEMENT	OTHER JURIS.	OTHER	NOT AVAILABLE	TOTAL
<u>Felony - except drugs</u>	322 25.02%	309 24.01	160 12.43	30 2.33	14 1.09	13 1.01	75 5.83	147 11.42	32 2.49	185 14.37	1,287 100.00%
<u>Misdemeanor - except drugs & alcohol</u>	530 46.94%	210 18.60	54 4.78	12 1.07	12 1.07	26 2.30	28 2.48	146 12.93	34 3.01	77 6.32	1,129 100.00%
<u>Drug related</u>	156 26.67%	126 21.54	47 8.03	8 1.37	9 1.53	9 1.53	28 4.79	95 16.24	16 2.74	91 15.56	585 100.00%
<u>Alcohol related</u>	178 52.82%	53 15.73	4 1.19	1 .29	5* 1.48	9 2.67	13 3.86	22 6.53	12 3.56	40 11.87	337 100.00%
<u>Incorrigible - Juvenile only</u>	2,560 51.32%	756 15.16	266 5.33	50 1.00	8* .16	193 3.87	254 5.09	391 7.84	76 1.52	434 8.71	4,988 100.00%
<u>Other</u>	46 12.89%	33 9.24	51 14.29	13 3.64	1 .28	4 1.12	89 24.93	13 3.64	7 1.96	100 28.01	357 100.00%
<u>Not Available</u>	4 11.77%	3 8.82	-	-	-	3 8.82	3 8.82	4 11.77	2 5.88	15 44.12	34 100.00%

* It seems unlikely that 13 juveniles would be remanded to adult court for incorrigible or alcohol related offenses; these numbers may be due to recording, coding or key punch errors.



COURT SENTENCING PATTERNS

Because several thorough studies of Arizona's Courts have already been prepared, the object of this survey was to determine the use of sentencing alternatives, not to describe the system again.

The main area chosen for investigation concerned the Superior Courts' disposition of criminal cases. Table C-1 indicates the number of cases terminated in 1972 as reported by the Office of the Administrative Director of the Supreme Court. This Table shows all cases terminated by jury, judge, plea or dismissal. Some of the counties where information was not available were contacted in a further effort to obtain the number of cases terminated. Most of them indicated, however, that their record keeping did not allow ready access to such statistics.

In several cases, the number of individuals reported as committed to the DOC or granted probation exceeds the number of cases reported terminated. This is obviously a fallacious situation but record keeping in many counties is so inadequate that the figures cannot be reconciled, even after the discrepancy is noted.

In order to get some idea of the extent probation is used as an alternative to imprisonment, JPA field researchers obtained information on each person granted probation in every county during 1972. The DOC was also contacted and it furnished the number of adults admitted to Arizona State Prison and the number of juveniles committed to the Department for the same period. This information was then combined and is presented as Tables C-2 (Adults) and C-3 (Juveniles).

On both tables, the column "Crimes Against Persons", includes offenses such as homicide, kidnapping, sexual assault, other sexual offenses, robbery,

and simple and aggravated assault. Burglary, theft (vehicle and non-vehicle), forgery, fraud and embezzlement constituted the category "Crimes Against Property". In the case of both adults and juveniles, the offender charged with a "Crime Against Person" is the least likely to receive a probation sentence.

Indications are that probation is being used quite extensively in most counties. It should be noted that Mohave County did not start maintaining adult probation records until January 1, 1973, so the number reported here includes only those still on probation at the time of the survey. Therefore, the percentage of dispositions may not be divided equally as shown on Table C-2. Graham County is the only county where a larger proportion of adult prison dispositions (62%) than probation dispositions (38%) were imposed. Santa Cruz, Yavapai and Yuma counties placed about two-thirds of the adult offenders on probation, sentencing the other one-third to prison. The remaining counties placed from 80 to 96 percent of the adult offenders on probation. For the state as a whole, 83% of the adult offenders were kept in the community on probation as compared to 17%, or 702, admitted to the state prison.

Most of the county courts place a larger percentage of juveniles than adults on probation. Only three counties--Apache, Gila and Pinal--tend to commit a larger percentage of juveniles than adults to the supervision of the Department of Corrections. For the state as a whole, 85% of the juvenile offenders were maintained in the community and 15%, or 535, were committed to the DOC.

In all counties, the majority of sentenced adult and juvenile drug offenders are granted probation. If these offenders are to remain in the community, treatment programs will have to be available at the local level.

Table C-1
 CASES TERMINATED
 BY
 SUPERIOR COURTS IN 1972

	JUVENILE		ADULT	
	Delinquent Non-Traffic	Delinquent Traffic	Felony	Misdemeanor
Apache	7	*	23	2
Cochise	256	*	157	7
Coconino	303	3	178	11
Gila	19	*	83	10
Graham	49	1	5	9
Greenlee	100	112	12	1
Maricopa	18,277	1,873	3,783	87
Mohave	163	1	173	7
Navajo	*	*	117	6
Pima	*	*	2,064	48
Pinal	151	8	156	*
Santa Cruz	141	791	29	6
Yavapai	719	28	144	8
Yuma	1,395	1,097	357	26

*Not Available.

Source - Yearly Report of Clerk of Superior Court in all Counties,
 1972 - Compiled by: Office of the Administrative Director
 of the Supreme Court.

Table C-2

Number of Adults
Admitted to Prison* and Granted Probation in 1972
By County and Offense Category

	Crimes Against Persons		Crimes Against Property		Drug and Alcohol Crimes		All Other Crimes		Total All Categories		
	Prob.	DOC	Prob.	DOC	Prob.	DOC	Prob.	DOC	Prob.	DOC	Total
Apache	6	1	11	1	25	-	16	1	58	3	61
									95.1%	4.9%	
Cochise	6	6	25	12	70	3	11	-	112	21	133
									84.2%	15.8%	
Coconino	12	7	16	13	58	4	6	1	92	25	117
									78.6%	21.4%	
Gila	4	-	7	1	13	-	3	-	27	1	28
									96.4%	3.6%	
Graham	1	-	4	11	1	-	2	2	8	13	21
									38.1%	61.9%	
Greenlee	3	2	1	-	3	-	1	-	8	2	10
									80.0%	20.0%	
Maricopa	271	145	599	141	743	54	157	10	1770	350	2120
									83.5%	16.5%	
Mohave	3	7	15	11	2	3	3	2	23	23	46
									50.0%	50.0%	
Navajo	15	4	21	9	27	3	7	1	70	17	87
									80.5%	19.5%	
Pima	145	55	367	64	430	28	74	5	1016	152	1168
									87.0%	13.0%	
Pinal	12	8	18	5	14	1	10	-	54	14	68
									79.4%	20.6%	
Santa Cruz	3	-	16	12	5	-	1	-	25	12	37
									67.6%	32.4%	
Yavapai	25	10	16	16	9	-	2	1	52	27	79
									65.8%	34.2%	
Yuma	9	13	20	13	46	16	-	-	75	42	117
									64.1%	35.9%	
STATE TOTAL	515	258	1136	309	1436	112	303	23	3390	702	4092
Percent	66.6%	33.4%	78.6%	21.4%	92.8%	7.2%	92.9%	7.1%	82.8%	17.2%	

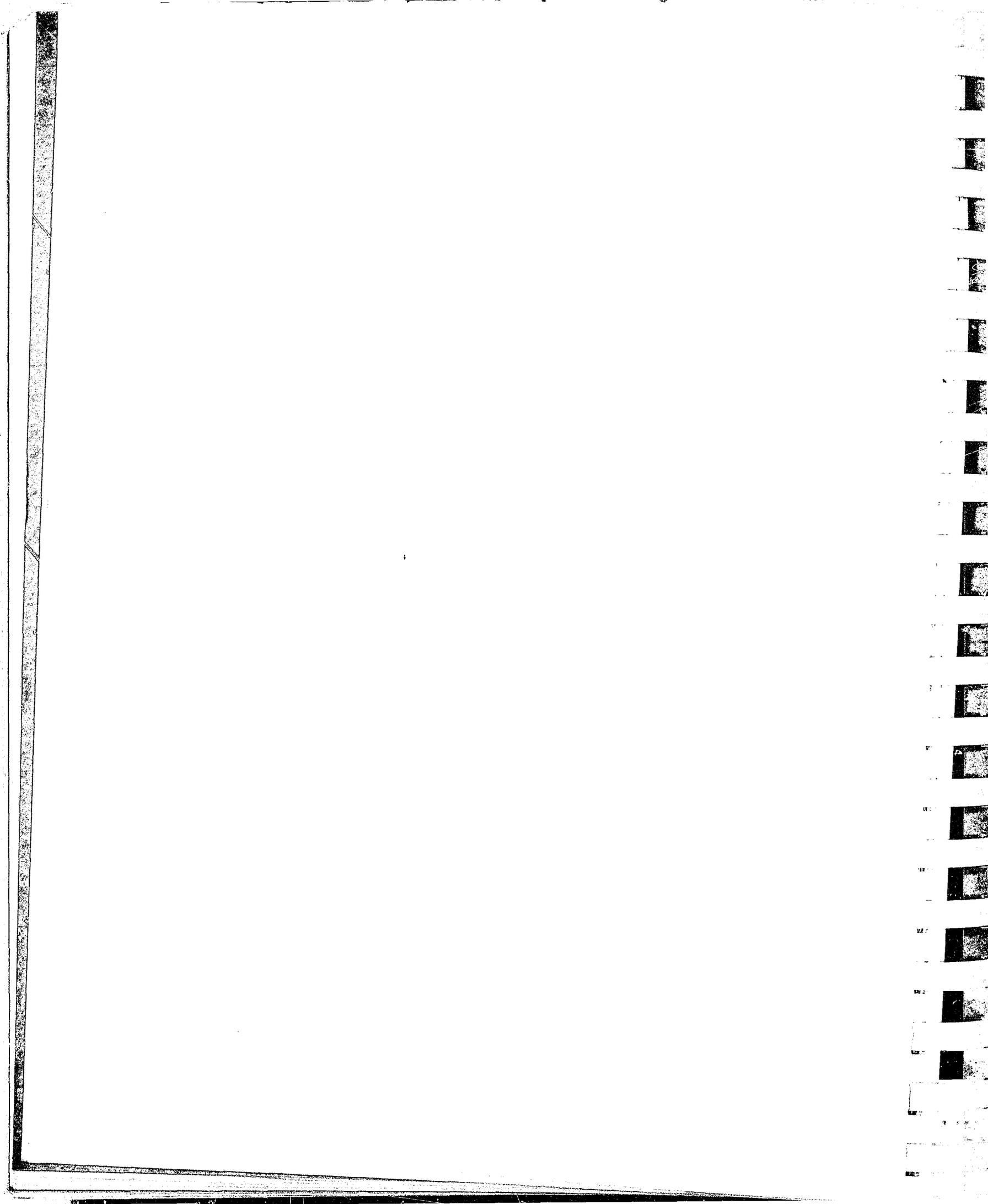
* Source: Sentences at Commitment, Arizona State Prison 1972 Admissions, Arizona Department of Corrections, Records/Research, April 10, 1973.

Table C-3

Number of Juveniles
Committed to D.O.C.* and Granted Probation in 1972
By County and Offense Category

	Crimes Against Persons		Crimes Against Property		Drug and Alcohol Crimes		Juvenile Only -- Incurrigible		All Other Crimes		Total All Categories		
	Prob.	DOC	Prob.	DOC	Prob.	DOC	Prob.	DOC	Prob.	DOC	Prob.	DOC	Total
Apache	-	-	-	5	-	-	3	1	1	-	4	6	10
Cochise	3	-	36	4	12	3	44	9	5	1	100	17	117
Coconino	9	5	94	10	33	3	55	9	33	2	224	29	253
Gila	-	1	9	4	4	1	2	1	2	1	17	8	25
Graham	-	-	52	1	2	-	27	5	24	-	105	6	111
Greenlee	-	-	11	1	4	-	13	-	2	-	30	1	31
Maricopa	128	33	613	105	231	43	373	110	61	12	1406	303	1709
Mohave	-	1	37	4	6	1	14	9	7	-	64	15	79
Navajo	8	1	38	3	12	-	71	4	1	-	130	8	138
Pima	23	2	226	28	47	5	153	36	16	2	465	73	538
Pinal	5	3	25	11	11	2	11	9	-	2	52	27	79
Santa Cruz	6	1	41	7	14	1	10	3	15	-	86	12	98
Yavapai	10	4	105	10	15	-	24	3	12	1	166	18	184
Yuma	6	3	53	3	31	1	36	5	3	-	129	12	141
STATE TOTAL	198	54	1340	196	422	60	836	204	182	21	2978	535	3513
Percent	78.6%	21.4%	87.2%	12.8%	87.6%	12.4%	80.4%	19.6%	89.7%	10.3%	84.8%	15.2%	

* Source: Department of Corrections, Research and Information System Section.



CHARACTERISTICS OF PROBATION DEPARTMENTS

One of the major goals of any probation department is determination of the best way to help their clients adjust to a free community and become productive members of that community. Development of several types of programs and establishment of contacts with many different resource agencies is essential in order to meet the great variety of needs presented by the probationer.

As a means of gaining insight into the types of programs available in each county, a questionnaire was sent to every probation department requesting information on their rehabilitation efforts.

VOLUNTEER PROBATION OFFICER PROGRAM

One section of the survey asked specifically for comments on the concept of a volunteer probation officer program. Six counties reported volunteer programs administered within the department. These counties were then asked to provide detailed information concerning the method of recruiting, types of training available, matching of volunteer and probationer, and several other areas of interest. Responses to these questions are presented in Table P-1.

The Maricopa County Juvenile Department established the first volunteer program in 1969. Cochise and Gila Counties have fairly new programs - both were started in 1973. Pima County was awarded an ASJPA grant in June, 1972, to establish a correctional volunteer center. It is now operational and approximately 300 volunteers work on various court projects, assist in the development of probation services, and aid other local departments dealing with offenders. The City of Phoenix also used an ASJPA grant to establish a volunteer program in which individual and/or group counseling and therapy

is provided probationers with psychological disorders. Professional staff at St. Luke's Hospital conducts the counseling sessions but most other support is provided by volunteers.

The program standards established by the various departments vary noticeably even within a single county. While all counties require some type of mandatory training, the length of the training period varies from 8 to 28 hours depending on the location. Pima County indicated a maximum of one case at a time for their volunteers while Cochise and Gila had three probationers assigned to the volunteer officer.

Minimum qualifications reported by Cochise County included a Bachelors' degree in Social Science while Gila County inquired into the educational background and interest of potential volunteers and Maricopa Juvenile asked only that they be 21 years of age and have no police record for the preceding 5 years. Maricopa Adult, Pima Juvenile, and Yavapai Adult did not list any qualifying criteria.

The method of obtaining volunteers was somewhat restricted in Cochise, Yavapai and Gila Counties; however, in Maricopa and Pima Counties many different avenues of recruitment were employed. These two counties used newspapers, advertising in other media, community organizations, referrals by volunteers, referrals by staff, and university graduate programs to increase their ranks of volunteers.

The criteria used in matching probationers and volunteers differed in each county. Cochise Juvenile indicated an interest in the volunteers' experience while Gila County matched according to sex and the type of problem experienced by the probationer. Maricopa Juvenile had the most extensive list of criteria including area, sex, interest, and service needed. Maricopa Adult included client needs plus skill of the volunteer and Pima

Juvenile took personality of the principals into consideration. Yavapai Adult utilizes volunteer services only on the basis of individual need so it does not have a list of general, pre-determined qualifying conditions.

The method used in obtaining the above information was generally through personal interviews. This practice serves not only as a means of determining the qualifications of each volunteer but also as a screening device for eliminating those not suited for working with offenders.

The preliminary actions taken by these six counties could definitely prove to be positive steps toward implementing an effective volunteer program. The usefulness of volunteers has already been established in other areas, and with proper training and in-service guidance volunteers can prove their worth in Arizona.

Table P-1 represents a summary of the various volunteer probation officer programs.

BUDGETS

Several of the probation departments experienced difficulty in answering questions about their budgets. Four counties failed to even attempt an answer to the question pertaining to the total budget for the 1972 calendar year. Two others explained that the probation department funds were included in the total Court budget and extracting the information requested would require an excessive amount of work that could not be justified.

Of the departments who did report, budgets ranged from a low of \$7769 per year for a small county to a high of \$2,329,763 in Maricopa County.

These same departments were then asked to complete a section dealing with the allocation of funds for salaries, administration and overhead, residential placement, program development, and other expenses.

A total of the figures, exactly as they were reported, indicates the amount expended in each area was:

	<u>Amount</u>	<u>Percent</u>
Salaries	\$3,809,465	84.25%
Administration & Overhead	363,204	8.03
Residential	32,400	.72
Program Development	89,428	1.98
Other	<u>227,171</u>	<u>5.02</u>
Total	\$4,521,668	100.00%

While it is not surprising that salaries accounted for a high percentage of the expenses, perhaps it should be explained that the "Other" amount was relatively large because it included supplies, travel, court expenses, professional services, and operating expenses for two detention centers.

OUTSIDE TREATMENT SPECIALISTS

Fifteen probation departments replied that they did use outside treatment specialists. Three departments gave a negative response and one department failed to answer this item at all.

The services of these specialists were made available through a variety of funding sources including federal, state, and county governments and in some cases, private agencies or volunteers.

SPECIALIZED CASELOAD

Of the 19 probation departments, only 6 have officers carrying specialized caseloads. Probably the main reason not all departments take advantage of specialization is that their caseload sizes do not justify this practice, and county budgets may not support this kind of supervision.

Most specialized caseloads were concerned with problems pertaining to alcoholism, drug abuse, mental retardation, and intensive supervision requirements. For instance, Pima County Adult Probation has a special caseload for mentally retarded offenders and Maricopa County Adult has specialized caseloads for "hard-core" offenders and inner-city intensified supervision.

In delivering services to probationers on the specialized caseloads, probation officers reported using 43 different resources including state, county, and local government agencies, volunteer and charity groups, civic action groups, federally sponsored programs, educational training projects, and religious organizations.

RECORD-KEEPING

Even though all probation departments maintain some type of record on each of their clients, the way these records are used, the information they contain and their availability to other agencies differs from county to county.

Replies to the question concerning the use of records by other agencies was fairly evenly divided. Nine departments said they did allow others to use their information and 10 said they did not allow access to their files. Those who did release their records listed the following as recipients: State Department of Corrections, Superior Court, Welfare Department, rehabilitation and law enforcement agencies, and medical, mental health or professional agencies as appropriate.

Fifteen of the probation departments used their records to produce statistical summaries but only 12 incorporated these summaries into annual or semi-annual reports. The other four departments said they did not

produce summaries so questions concerning annual reports were not applicable.

The kind of information and the type of record maintained on each probationer is shown on Table P-2.

Table P-1

VOLUNTEER PROBATION OFFICER PROGRAM

	Cochise Juvenile Court	Gila	Maricopa Juvenile	Maricopa Adult	Pima Juvenile	Yavapai* Adult
Date Started	9/1/73	2/73	1969	10/1/72	7/8/73	N/A
Full Time Staff Coordinator	No	No	4	2	1	No
No. of Volunteers in 1972	0	0	112	42 (FY72-3)	10	N/A
No. of Volunteers Currently	1	1	134	42	50	0
In-Service Training	Supervisor Orientation	Supervisor Orientation	Lecture Series	Lecture Series	Supervisor Orientation	None
Training Mandatory	Yes	Yes	Yes	Yes	Yes	No
Hours of Training Required	10	20	8	16	28	0
No. of Cases Assigned per Volunteer	3	3	1	1	1	N/A
Minimum Qualifications	BA in Soc Science	Education Background Interest	Age 21 No Police Record for 5 years	None	None	None
Recruiting Methods	Appeal to Community Organiz.	Newspaper Appeal to Community Organiz.	Newspaper Ad Other Adver- tisements Appeal to Community Organiz. Referral by other Vol. Referral by Staff	Other Adver- tisements Appeal to Community Organiz. Referral by other Vol. Referral by Staff	Other Ads Appeal to Community Organiz. Referral by other Vol. U of A Grad Students	Appeal to Community Organiz. Referral by Volunteer Counselors in indivi- dual field
Matching Criteria	Experience of Vol.	Sex, type of problem	Area, Sex, Age, Inter- est, Service Needed	Clients Needs Skill of Vol.	Personality	N/A
Method of Obtaining Matching Info	N/A	Personal Interview	Personal Interview	Interest Inventory Questionnaire Personal Interview Staff Prob. Officer Eval.	Personal Interview Application	Personal Interview Educ & Job Training Qual.

* Occasionally uses volunteers on an individual basis.

Table P-2
 TYPE OF RECORD AND INFORMATION MAINTAINED
 BY COUNTY PROBATION DEPARTMENTS

Information:	No Record Maintained	Individual File Card	Individual File Jacket	EDP Record
Criminal/referral history	1	13	17	1
Intake/discharge record	1	13	13	1
Medical record	3	2	11	0
Assigned caseloads	2	8	9	0
Current address	0	14	15	1
Employment history	0	6	14	0
Educational level	1	8	14	1
Skill/vocational trng.	3	3	12	0
Marital status	1	6	15	0
Name of dependents	2	5	12	1
Date of birth	0	13	16	1
Social Security #	3	8	11	0
Type and amount of benefits received	4	4	7	0

CHARACTERISTICS OF FIELD OFFICERS

Obviously, success of the probation function depends largely on the type and quality of personnel who constitute the field staff. Because of this fact, and because very little information has been prepared on probation officers, a profile was compiled to reflect tenure, prior employment, previous occupation, in-service training, education, sex, ethnic background, and age of the probation field personnel.

For purposes of comparison, the information accumulated in this part of the study is presented along with similar information obtained from the Department of Correction's parole officers. (See table P-3)

The "typical" parole officer is white, male and between 25 and 29 years of age. He has probably attended graduate school, but has not as yet earned a graduate degree. The typical officer has been in his present position for 2 to 5 years, and he formerly worked in the area of corrections in a professional or technical occupational category. As the officer views the in-service training available to him, he is most likely to mention supervisory conferences, seminars, and time off for academic study.

The "typical" probation officer is a white, male who has worked in his present capacity less than one year and has no prior professionally related experience. (Of those who did have prior experience, a high percentage, 42.86, listed their previous occupations as being in a professional or technical field.) The probation officer is somewhat younger than the parole officer—one fifth are under 25. He is more likely than the parole officer to have earned an advanced degree, and over half have attended graduate level classes.

Effective March 1, 1973, the Arizona Supreme Court established minimum qualifications for deputy adult probation officers. Accordingly, all officers

are required to be of good moral character, exhibit the ability to get along with and motivate people, and possess a bachelor's degree, preferably in the behavioral sciences, from an accredited college or university. Those officers who had been employed for one year prior to March 1, 1973, were considered as possessing these qualifications.

	<u>Parole Officer</u>	<u>% of Total</u>	<u>Probation Officer</u>	<u>% of Total</u>
Tenure	2-5 Years	38.30%	Less than 1 Year	33.20%
Prior Employment	Corrections	44.68	None/Student	21.85
Occupation	Professional/Tech.	57.45	Professional/Tech.	42.86
In-Service trng.	Staff Meetings & Supv. Conferences	68.09	Seminars or Conferences with Authorities	55.88
Education	Some Grad School	36.17	Some Grad School	35.72
Sex	Male	82.98	Male	73.95
Ethnic	White	85.11	White	76.89
Age	25-29 Years	44.67	25-29 Years	34.45

CASELOAD AND SALARY

The table "Average Caseload and Monthly Salary of Probation and Parole Officers" (P-4) was prepared to graphically illustrate the caseload and salary differences between counties. For example, the table shows that 5 counties, Apache, Graham, Greenlee, Navajo, and Santa Cruz have officers responsible for all cases as they occur. The counties of Cochise, Coconino, Maricopa, Pima, and Yuma have separate departments so the officers handle either juvenile or adult cases. Gila, Mohave, Pinal, and Yavapai counties have some officers carrying separate caseloads of adults or juveniles and one or more officers with a mixed caseload. The Pima County juvenile department has six officers assigned to specialized counseling caseloads consisting of juveniles and their parents.

One Adult Probation officer in Cochise County reported the largest case-load size (122), while an officer in Santa Cruz County was a very close second with 121. The smallest number was reported in Coconino County where an officer, handling both juvenile and adults, had a caseload of ten.

The highest average monthly salary paid a line staff probation officer was reported by Coconino County where the officers handling adult only case-loads earn an average of \$945 a month.

The Cochise County juvenile probation officers were the lowest paid in the state. They earned an average monthly salary of \$572. It should be explained, however, that 2 of the 3 officers in that county had worked less than one year at the time of the survey which probably accounted for the low scale.

The Parole officers reported 56 as the average number on each caseload. There was a very good response from the parole officers who returned almost 100% of their questionnaires. The Parole officers are responsible for both adult and juvenile cases. Their average monthly salary of \$763 was quite competitive with the salaries paid probation officers.

PROBATION/PAROLE OFFICER PROFILE

Tenure	Parole		Probation	
	No.	%	No.	%
No Answer	0	0	3	1.26
Less than 1 year	7	14.89	79	33.20
1-2 years	12	25.53	57	23.95
2-5 years	18	38.30	55	23.11
5-10 years	8	17.02	23	9.66
10 years and over	2	4.26	21	8.82
TOTAL	47	100.00%	238	100.00%

Area of Prior Employment	Parole		Probation	
	No.	%	No.	%
None/Student	7	14.89	52	21.85
Corrections	21	44.68	35	14.71
Law Enforcement	3	6.38	29	12.18
Education	3	6.38	28	11.76
Social Service	5	10.64	37	15.55
Business	2	4.26	31	13.03
Military	4	8.51	18	7.56
Religion	2	4.26	8	3.36
TOTAL	47	100.00%	238	100.00%

Prior Occupational Category	Parole		Probation	
	No.	%	No.	%
Housewife/Retired/Student/No Ans.	8	17.02	70	29.41
Professional/Technical	27	57.45	102	42.86
Managers and Officials	5	10.64	18	7.56
Clerical	1	2.13	9	3.78
Sales	0	-	4	1.68
Craftsmen/Foremen	0	-	1	.42
Service Workers, except Private Household	6	12.76	34	14.29
TOTAL	47	100.00%	238	100.00%

Table P-3 (continued)

<u>Education</u>	<u>Parole</u>		<u>Probation</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
No Answer	0	-	3	1.26
8th Grade or Less	0	-	1	.42
1-3 years High School	0	-	2	.84
High School Grad-GED	3	6.39	13	5.46
1-3 years College	11	23.40	28	11.76
College Graduate	11	23.40	61	25.63
Some Graduate School	17	36.17	85	35.72
Advanced Degree	5	10.64	43	18.07
High School/Some College plus In-Service Training	0	-	2	.84
TOTAL	47	100.00	238	100.00

<u>Sex</u>	<u>Parole</u>		<u>Probation</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
No Answer	0	-	4	1.68
Male	39	82.98	176	73.95
Female	8	17.02	58	24.37
TOTAL	47	100.00	238	100.00

<u>Ethnic Background</u>	<u>Parole</u>		<u>Probation</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
No Answer	0	-	21	8.82
White	40	85.11	183	76.89
Black	3	6.38	6	2.52
Mexican/American	4	8.51	26	10.93
Indian	0	-	0	-
Other/Mixed	0	-	2	.84
TOTAL	47	100.00	238	100.00

Age	Parole		Probation	
	No.	%	No.	%
24 years and under	2	4.25	51	21.43
25-29	21	44.67	82	34.45
30-34	11	23.40	36	15.13
35-39	4	8.52	15	6.30
40-49	4	8.52	24	10.08
50 years and over	5	10.64	30	12.61
TOTAL	47	100.00	238	100.00

Availability of In-Service Training	Parole		Probation	
	No.	%	No.	%
Supervisory Conferences or Staff Meetings	32	68.09	125	52.52
Seminars or Conferences with Authorities in the field	23	48.94	133	55.88
Time and Funds Provided to Attend Workshop or Institutes	11	23.40	123	51.68
Given Time Off for Academic Study	18	38.30	86	36.13
Given Tuition for Academic Study	12	25.53	97	40.76
Staff Training	3	6.38	3	1.26
Internship	0	0	2	.84
TOTAL*	99	210.64	569	239.07

* Totals exceed 100% because of multiple answers.

AVERAGE CASELOAD AND MONTHLY SALARY
OF PROBATION AND PAROLE OFFICERS
As of 6/30/73

		<u>Average No. on Caseload</u>	<u>Average Monthly Salary</u>	<u>No. of Officers Surveyed</u>	<u>Number of Respondents</u>
State Total		41	\$737	318	251
Apache -	Both	99	725	1	1
Cochise -	Adult	122	705	1	1
	Juvenile	33	572	5	3
Coconino -	Adult	65	945	2	2
	Juvenile	48	918	3	2
	Both	10	837	1	1
Gila -	Juvenile	14	675	2	2
	Both	85	765	1	1
Graham -	Both	25	665	1	1
Greenlee -	Both	25	808	1	1
Maricopa -	Adult	45	831	52	43
	Juvenile	41	734	104	73
Mohave -	Adult	60	938	1	1
	Both	40	700	2	2
Navajo -	Both	12	697	4	3
Pima -	Adult	87	827	17	11
	Juvenile	30	667	50	43
Pinal -	Adult	109	866	2	1
	Juvenile	75	723	6	4
Santa Cruz-	Both	121	784	2	1
Yavapai -	Adult	101	743	1	1
	Juvenile	40	672	2	2
	Both	61	910	1	1
Yuma -	Adult	62	750	2	1
	Juvenile	71	623	4	2
Dept. of Corrections (Parole)		56	763	50	47

CHARACTERISTICS OF PROBATIONERSADULTS

Demographic information on probationers was very difficult to accumulate. Most probation offices had some material available in the form of pre-sentence reports, but a great deal of time and effort would have been required to extract this information. It was decided, therefore, to use only the material that was readily accessible but still of significant value. For instance, sufficient evidence was available to indicate that a large majority, 90.2%, of the adults on probation in 1972 were male. Females were represented in less than 1 out of every 10 cases. It was also possible to determine that caucasians outnumbered all other races since they represented a state total of 63.7% of all probationers. Attention should be drawn to the fact that the ethnic background of 87.3% of the adult probationers in Region 6 was not available (See Table P-5). This, of course, would have affected the state total but there is no way of knowing exactly how significant the effect would have been. Region 3 has a large Indian population and this accounts for the fact that there was a higher percentage of Indian probationers there than in any other region.

On a state wide basis, the crimes which were represented most frequently on the probation caseloads included Narcotics offenses (38.8%), Burglary (16.9%), and Simple and Aggravated Assault (10.2%). Table P-6 includes a complete breakdown of the offenses of probationers by region.

JUVENILES

The state wide probation ratio of boys to girls was approximately 8 to 2. In the regions, the percentage of girls on probation ranged from a high of 29% in Region 2 to 14% in Region 5.

Caucasians accounted for slightly more than 50% of the juvenile probation placements. However, three regions were missing a rather high percentage of information which would have affected the state total (See Table P-8). In Regions 1 and 6, twenty eight percent of the ethnic background information was unavailable and in Region 2, eleven percent was missing. Regions 1 and 2 which are composed of Maricopa and Pima Counties showed a relatively high percentage of Negro probationers but these metropolitan areas accommodate the majority of the Black population in the state. The same can be said of the Indian population in Region 3. The state's largest concentration of Indians live in this region so they are found on the probation rolls more frequently in the counties which comprise Region 3.

Almost one third (32.1%) of the juveniles on probation during 1972 entered the Criminal Justice System as a result of the juvenile-only offense, Incurrigibility. Another 20% were placed on probation for committing the offense, Burglary. As indicated in Table P-10, the percentage of Incurrigible offenses in Regions 1, 3, 4, and 6 was very similar even though the population and crime rate factors for these areas differ considerably. Region 2 was much higher than the others with 40.3% of the juvenile crimes being classified as Incurrigible. Region 5 was the only area where this offense was not found in the highest percentage of probation cases; there it ranked third behind Burglary and Narcotics.

PROBATION COSTS

The cost of maintaining a person on probation during 1972 was obtained through the probation department questionnaires and by contacting various county officials. Exact figures were not available since many counties could not separate probation costs from the total superior court budget.

The figures in Table P-11, therefore, represent derived costs based on formulas suggested by the county officials or determined by ASJPA research staff members.

In most cases, the cost of juvenile probation greatly exceeded that for adults. The most extreme example of this was Pinal County where juvenile probation expenditures were 27 times adult costs -- 34¢ per man day was the cost for adults while juvenile costs amounted to \$9.28 per man day. Exactly what caused this situation is not clear. One's first reaction might be that since Pinal County had one of the highest juvenile commitment rates to the DOC, the county probation officers were not being properly utilized; that too many young people were being sent to the state instead of being placed on county probation. Table P-4 indicates, however, that the officers in this county carried some of the largest caseloads in the state. While any number of factors could be causing this predicament, it would seem that Pinal County officials should take steps to analyze and rectify this situation in order to get maximum use of their probation dollar.

The difference in adult and juvenile costs for Cochise County was also quite noticeable. In that county, adult costs were only 17¢ per man day while juvenile costs were almost 16 times that or \$2.69 per man day.

Mohave was the only county where adult probation was more expensive than juvenile probation. While the amount spent for juveniles was 73¢ per man day, adult costs were over 2½ times that or \$1.88 per man day.

Table P-5
 Characteristics
 of
 Adults on Probation During 1972
 By Region

	Uniform Planning Regions						STATE TOTAL
	1	2	3	4	5	6	
<u>SEX</u>							
Male	90.02%	88.93%	89.75%	93.23%	94.36%	94.65%	90.19%
Female	9.98	11.07	10.25	6.77	5.64	5.35	9.81
NUMBER:	3,218	1,671	468	251	195	299	6,103
<u>ETHNIC</u>							
Caucasian	66.87%	64.76%	65.39%	84.07%	60.01%	5.35%	63.66%
Negro	12.71	8.56	5.34	3.58	9.23	1.00	9.95
Mexican-Amer.	17.99	18.68	10.69	9.57	25.13	3.01	16.76
Indian	1.93	1.55	16.45	1.59	3.58	.33	2.90
Other	.34	.05	.21	1.19	-	3.01	.41
Not Avail.	.16	6.40	1.92	-	2.05	87.30	6.32
NUMBER:	3,218	1,671	468	251	195	299	6,103

Table P-6
 OFFENSES OF ALL ADULTS
 ON PROBATION DURING 1972
 BY RANK

Narcotics	2,371	38.8%
Burglary	1,031	16.9
Simple and Aggravated Assault	623	10.2
Forgery/Fraud	535	8.8
Theft (Non-vehicle)	432	7.1
Theft (Vehicle)	177	2.9
Robbery	143	2.3
Wilful Homicide	102	1.7
Sexual Assault	65	1.1
Traffic Offenses	62	1.0
Other Sexual Offenses	53	.9
Drunkenness	38	.6
Embezzlement	31	.5
Damage Property	15	.3
Kidnapping	7	.1
All Other Offenses	398	6.5
Not Available	<u>20</u>	<u>.3</u>
TOTAL	6,103	100.0%

Table P-1
OFFENSES OF ADULTS

ON PROBATION DURING 1972 BY REGION

Offense	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Total
Wilful Homicide	46 1.4%	31 1.9%	8 1.7%	6 2.4%	7 3.6%	4 1.3%	102 1.7%
Kidnapping	5 .2	1 .1	1 .2	- -	- -	- -	7 .1
Sexual Assault	24 .7	11 .7	14 3.0	1 .4	9 4.6	6 2.0	65 1.1
Robbery	70 2.2	28 1.7	36 7.7	6 2.4	3 1.5	- -	143 2.3
Simple and Aggravated Assault	353 11.0	164 9.8	47 10.0	17 6.8	25 12.8	17 5.7	623 10.2
Damage Property	6 .2	5 .3	2 .4	1 .4	- -	1 .3	15 .3
Burglary	547 17.0	262 15.7	80 17.1	43 17.1	55 28.2	44 14.7	1,031 16.9
Theft Non-Vehicle	234 7.3	145 8.7	18 3.8	8 3.2	23 11.8	4 1.3	432 7.1
Vehicle Theft	86 2.7	53 3.2	10 2.1	1 .4	6 3.1	21 7.0	177 2.9
Forgery Fraud	295 9.2	164 9.8	39 8.3	19 7.6	9 4.6	9 3.0	535 8.8
Embezzlement	8 .2	7 .4	11 2.4	3 1.2	- -	2 .7	31 .5
Narcotics	1,217 37.8	679 40.6	134 28.6	129 51.4	44 22.6	167 55.9	2,371 38.8
Other Sexual Offenses	30 .9	17 1.0	1 .2	2 .8	- -	3 1.0	53 .9
Drunkenness	15 .5	1 .1	22 4.7	- -	- -	- -	38 .6
Traffic Offenses	37 1.1	5 .3	16 3.4	- -	1 .5	3 1.0	62 1.0
All Other Offenses	241 7.5	97 5.8	24 5.1	8 3.2	13 6.7	15 5.0	398 6.5
Not Available	4 .1	1 .1	5 1.1	7 2.8	- -	3 1.0	20 .3
Total	3,218 100.0%	1,671 100.0%	468 100.0%	251 100.0%	195 100.0%	299 100.0%	6,103 100.0%

Table P-8
 Characteristics
 of
 Juveniles on Probation During 1972
 By Region

	Uniform Planning Regions						STATE TOTAL
	1	2	3	4	5	6	
<u>SEX</u>							
Male	82.67%	71.38%	77.33%	76.39%	86.04%	80.99%	78.89%
Female	17.33	28.62	22.67	23.61	13.96	19.01	21.11
NUMBER:	2,637	1,251	741	288	86	321	5,324
<u>ETHNIC</u>							
Caucasian	45.13%	51.88%	57.89%	72.92%	63.95%	41.43%	50.08%
Negro	8.19	8.79	2.43	3.47	5.81	2.18	6.87
Mexican-Amer.	16.72	26.86	15.25	20.84	27.91	27.73	19.97
Indian	1.82	1.52	17.68	1.73	2.33	.62	3.89
Other	.19	.16	-	1.04	-	.31	.20
Not Avail.	27.95	10.79	6.75	-	-	27.73	18.99
NUMBER:	2,637	1,251	741	288	86	321	5,324

CONTINUED

2 OF 4

Table P-9

OFFENSES OF ALL JUVENILES
ON PROBATION DURING 1972
BY RANK

Incorrigible	1,709	32.1%
Burglary	1,081	20.3
Theft (Non-vehicle)	667	12.5
Narcotics	634	11.9
Theft (Vehicle)	342	6.4
Simple & Aggravated Assault	200	3.8
Damage Property	144	2.7
Robbery	84	1.6
Traffic Offenses	66	1.2
Drunkenness	40	.8
Sexual Assault	33	.6
Forgery/Fraud	32	.6
Other Sexual Offenses	28	.5
Wilful Homicide	4	.1
Embezzlement	1	0
Kidnapping	1	0
All Other Offenses	<u>258</u>	<u>4.8</u>
TOTAL	5,324	100.0%

OFFENSES OF JUVENILES

ON PROBATION DURING 1972 BY REGION

Offense	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Total
Incorrigible	780 29.6%	504 40.3%	234 31.6%	82 28.5%	15 17.4%	94 29.3%	1,709 32.0%
Wilful Homicide	3 .1	1 .1	- -	- -	- -	- -	4 .1
Kidnapping	- -	- -	1 .1	- -	- -	- -	1 .1
Sexual Assault	17 .6	9 .7	2 .3	1 .4	1 1.2	3 .9	33 .6
Robbery	52 2.0	19 1.5	12 1.6	- -	- -	1 .3	84 1.6
Simple and Aggravated Assault	123 4.7	37 3.0	26 3.5	7 2.4	5 5.8	2 .6	200 3.8
Damage Property	12 .5	48 3.8	38 5.1	12 4.2	8 9.3	26 8.1	144 2.7
Burglary	621 23.5	181 14.5	130 17.5	65 22.6	23 26.7	61 19.0	1,081 20.3
Theft Non-Vehicle	294 11.1	184 14.7	117 15.8	23 8.0	7 8.1	42 13.1	667 12.5
Vehicle Theft	182 6.9	32 6.6	39 5.3	25 8.7	6 7.0	8 2.5	342 6.4
Forgery Fraud	7 .3	7 .6	7 .9	8 2.8	- -	3 .9	32 .6
Embezzlement	- -	- -	- -	1 .4	- -	- -	1 0
Narcotics	373 14.1	106 8.5	62 8.4	44 15.3	17 19.8	32 10.0	634 11.9
Other Sexual Offenses	15 .6	6 .5	1 .1	3 1.0	- -	3 .9	28 .5
Drunkenness	15 .6	12 1.0	6 .8	6 2.1	1 1.2	- -	40 .8
Traffic Offenses	16 .6	3 .2	24 3.2	3 1.0	- -	20 6.2	66 1.2
All Other Offenses	127 4.8	52 4.2	42 5.7	8 2.8	3 3.5	26 8.1	258 4.8
Total	2,637 100.0%	1,251 100.0%	741 100.0%	288 100.0%	86 100.0%	321 100.0%	5,324 100.0%

Table P-11
 Calendar Year 1972 Probation Costs
 Per Man Day on Probation*

<u>County</u>	<u>Adult Only</u>	<u>Juvenile Only</u>	<u>Combined Juvenile and Adult</u>
Apache			.86
Cochise	.17	2.69	
Coconino	.37	2.05	
Gila			2.04
Graham			.37
Greenlee			1.29
Maricopa	.82	2.58	
Mohave	1.88	.73	
Navajo			.31
Pima	.37	2.51	
Pinal	.34	9.28	
Santa Cruz			.33
Yavapai			.83
Yuma	.31	2.22	

*The cost to maintain one man for one day on Probation. The total number of "man days" on probation in 1972 was determined for each department.

STATE DEPARTMENT OF CORRECTIONS

The Department of Corrections is in the process of developing a Correctional Master Plan for Arizona. Indications are that this plan will discuss many aspects of the department including future goals for the institutions, community services and central office. The following section is intended, therefore, for informational purposes only and in no way substitutes for the Master Plan being prepared by the DOC.

The Department of Corrections was created in June, 1968, and at that time it assumed administrative responsibility for all of Arizona's correctional institutions, adult and juvenile.

When the DOC came into being, Arizona State Prison at Florence was the only correctional institution in the state for adult felons. ASP is divided into two separate complexes. All men are housed on the grounds of the main prison and a small womens division is located across from the main prison. A country road bisects the two complexes.

Through the years a multitude of problems have arisen at ASP including those brought about by overcrowding, inadequate funding, poorly planned structural design, and the remote location resulting in difficulties in program development and staff recruitment.

For many years ASP was the only state facility available for male offenders who represented a wide range in age, interests, education, psychological and sociological development. Because of this it was necessary to find as many sources of treatment as possible. A Diagnostic Center was built to provide medical, psychological, and social evaluations of each inmate upon admission to the prison. The information is used to assign an individual to a treatment program best suited to his interests and capabilities.

Some of the programs which have proven successful include:

Academic instruction--available to all interested inmates. Classes range from elementary school through 2 years of junior college.

Vocational training--offered through the efforts of several state and in some cases, federal agencies. Courses are designed to provide the inmate with a useful trade upon release. The Vocational Education Division and the Vocational Rehabilitation Division of the Department of Economic Security have cooperated with Central Arizona College and the DOC to make these classes available.

Correctional Industries--an opportunity for inmates to learn a skill, develop job satisfaction and confidence, and earn money while still in prison. Correctional industries includes endeavors such as the reproduction and graphic illustration shop, prison farms, data processing center, metal and wood fabrication, mattress shop, and several others. The operation not only serves the inmate but also saves a great deal of tax money by providing these services to the prison and other government and private agencies. Most of these programs have been established or helped toward improvement through funding support from the ASJPA.

Mutual Agreement Programming-(MAP)--developed by the American Correctional Association. Arizona was chosen by ACA in the fall of 1972 as one of the first states to attempt this program in which the inmate signs a contract with the parole board promising to fulfill certain obligations. At the end of a designated period, if all conditions have been met, the inmate is eligible for release on parole.

Clubs and Organizations--Many groups appealing to a variety of interests and aimed at improving the individual are available for the inmates to join. While all are concerned with self improvement, many such as Alcoholics Anonymous,

Narconon, Self Improvement Society, Seventh Step and Knowledge Seekers emphasize rehabilitation. Some have more social appeal such as Pooks and Crooks Chess Club, Evening Gavel Club, and Jaycees. Still others are oriented toward certain cultural or ethnic groups. Examples include Black Heritage and the Mexican Unification Culture Society.

Counseling Program--provided all inmates by members of the Diagnostic Center staff.

Narcotics Addicts Rehabilitation Act-(NARA)--Aimed at providing assistance for the inmate with a history of drug abuse. Participants are paroled to the NARA program at North Mountain Hospital for intensive counseling and treatment.

In July of 1973, a new warden was appointed and is in the process of reorganizing many areas and establishing new procedures.

SAFFORD CONSERVATION CENTER

Safford Conservation Center, a minimum security center for adult males, was opened in July, 1970. It is generally used for men about to be released into the community. Although its purpose was to relieve some of the overcrowding at ASP its capacity was too small to affect a great reduction of the prison population. Inmates at this facility are taught forestry and fire fighting techniques. An education program is available and includes adult basic education, GED preparation, and vocational training. Counseling is also available for the men, but they are expected to demonstrate the ability to cope with situations found in a free society. Failure to do so can mean return to the state prison at Florence.

ARIZONA STATE INDUSTRIAL SCHOOL

Arizona State Industrial School (ASIS), located approximately 38 miles from Safford, has a long and colorful history. Originally, it was a U.S.

Army post named Fort Grant whose mission was defending residents of the area from Indians. With the taming of the West, threats of Indian attacks subsided and the need for military protection diminished. In December of 1912 the property was given to the state and became the site of Arizona's first school for delinquent boys.

Until very recently it was used as a treatment facility for DOC wards age 13 and older. It had educational and vocational programs and a special center for emotionally disturbed youths. The population had diminished to such a point, however, that it was no longer economically feasible to operate this institution as a boys school. Therefore those boys still in residence were placed in other state institutions and the Industrial School was converted to a minimum security facility for men.

ARIZONA YOUTH CENTER

Arizona Youth Center (AYC) is a Tucson based facility designed primarily for younger boys. All boys committed to the DOC are sent to the Diagnostic Center at AYC for psychological, sociological and medical evaluation. Depending on the findings of this evaluation the boys were sent to ASIS, stayed at AYC, went directly to Alpine Conservation Center, or were transferred to another facility better suited to handle their needs. The treatment programs at AYC are basically for younger boys. On some occasions it was determined that an older boy could benefit more from the AYC treatment program than from ASIS and he would remain at AYC. With the closing of ASIS some older boys were transferred to AYC. The resultant alterations to the treatment program will be explained in the DOC Master Plan.

ALPINE CONSERVATION CENTER

Alpine Conservation Center, a minimum security treatment facility for boys, opened in late 1969 with the help of funding support from ASJPA for

initial staffing. In addition to academic training, the youths are assigned jobs with Forest Service personnel and work on projects dealing with fire prevention, wildlife preservation, and forest maintenance. The population of this facility has also been affected by the closing of ASIS since it was necessary for some boys from the Industrial School to be transferred into the Alpine program.

ARIZONA GIRLS SCHOOL

Legislation authorizing the Arizona Girls School was signed into law on February 13, 1969. Until AGS was completed, the DOC contracted with local and out-of-state agencies for the housing of all juvenile females. A great deal of time and effort went into selection of the Girl's School site, design, staff, and programs. Finally, on June 23, 1971, the first girls were accepted at the new facility, 17 miles north of Phoenix. A very complete package of programs was prepared for AGS. Academic instruction, a Diagnostic Center, extensive counseling, vocational preparation, and in some cases on-the-job training are available to the girls. Several of the programs at the Girl's School have been established through funding support from the ASJPA.

The number of programs and the size of the staff have increased steadily. Additional construction was also required in order to meet the needs of the AGS population. Now, for the first time, AGS will have boys living on the grounds since some of the male wards from ASIS have been transferred there and will reside in a new section of the school.

This arrangement could prove to be very beneficial. For instance, the boys will be closer to their families since a majority come from the Phoenix or Tucson areas, and it is possible that a counseling program for the parents and the wards can be arranged. This would hopefully facilitate the boys'

return home upon release. Other programs using professional services available only in a large metropolitan area would be convenient and readily available to help the boys with special problems.

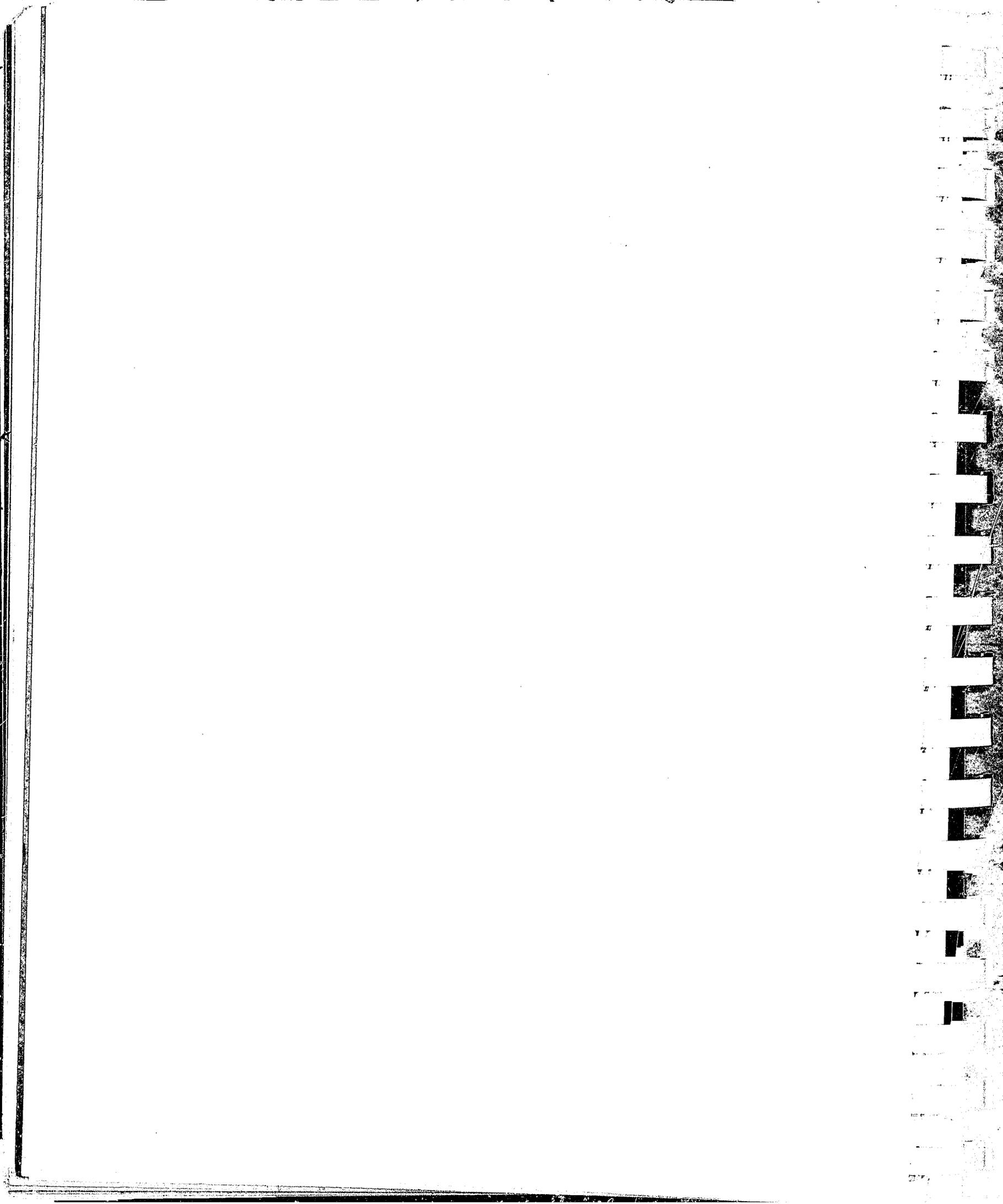
CORRECTIONAL TRAINING FACILITY

As a means of reducing overcrowding at ASP and providing an environment conducive to rehabilitation efforts, the DOC requested and received authorization by the Arizona legislature to build a new institution for the 18-25 year old segment of the ASP population. The proposed site for this new institution is in the South Mountain area near Phoenix. Plans are still being organized to determine the best architectural design, program arrangements, staffing patterns, etc. Construction is expected to begin in early 1974.

COMMUNITY CORRECTIONAL CENTERS

Another opportunity afforded residents of correctional institutions is transfer to a community correctional center or half-way house under a pre-parole release program. The DOC established three centers for men, two in Phoenix, and one in Tucson. Centers for boys and girls are located in both Phoenix and Tucson. No provisions have been made for adult women since their small number does not justify such a facility.

Residents of these centers are provided assistance in finding and maintaining employment or engaging in educational or training programs prior to release. If housing is needed at the time of release, the resident is helped with this problem also. Those who wish may also be given a week-end furlough to visit with their families. The entire program is aimed at allowing a gradual readjustment to society's pressures and family responsibilities as a means of improving the individual's chance of success following release from the center.



COMMUNITY RESOURCES

There are many private and public social service agencies that are equipped to supply specialized rehabilitative services to the offender more efficiently than the agencies within the criminal justice system. In terms of the cost factor alone, it behooves probation departments and the Department of Corrections to use the available service rather than establish their own programs which would result in needless duplication.

USE OF COMMUNITY AGENCIES

Many field officers are aware of, and refer probationers and parolees to, community agencies. As shown on Table CR-1, about seven out of ten field officers reported at least one agency they used to provide services to persons on their caseload needing vocational/skill training, job placement, or help with a drug abuse problem. These are probably the service areas most needed by the majority of probationers and parolees. About two-thirds of the officers reported one or more agencies they used to conduct psychological testing and therapy. Half or more of the officers did not mention using any community agencies for offenders needing help with alcohol problems, remedial academic skills, college training, recreation, or special programs for Indians.

DEPARTMENT OF ECONOMIC SECURITY

The number of public offenders served by community agencies is difficult to derive. Most of the agencies do not specifically classify clients as public offenders. Thus only a minor part of the data gathering activities were directed toward non-public community resources. It is hoped that during

a subsequent survey effort more definitive information can be gathered from these agencies.

Two agencies that do classify offenders separately on their records are the Rehabilitation Services Bureau (RSB) and the Ex-Offender Program of the Department of Economic Security. The records of both sections are available in a computerized data bank. However, to obtain the information from the data bank would have required an inordinate amount of programming and computer time. Here, again, is an example of an information system developed without research capabilities. Thus, the information on the number and types of services delivered had to be manually obtained with each counselor checking the files of his entire caseload.

Each program served over 1500 public offender clients during fiscal year 1972-73. There may be duplication in that one offender may have received help from both agencies during that time period. The Rehabilitation Services Bureau tends to deliver a larger number of services to the average individual (4.1) than the Ex-Offender Program (3.3). The services offered range from basic education, to physical restoration, to supplying the tools and transportation necessary for employment. Also RSB has a much higher average cost per client. They averaged almost three times as much per client as the Ex-Offender Program. The higher cost is probably due to the fact that 87% of their total budget is allocated for programs including contracts and direct client services.

Nearly twice as many clients met the criteria for successful termination from the Ex-Offender Program as successfully met the criteria of the RSB. To be successfully terminated from the Ex-Offender Program the client must complete 60 days on one job. The Rehabilitation Services Bureau, on the

other hand, requires a demonstration of stability and gainful employment for a minimum of 30 days. The number of terminations should probably not be compared directly because nearly two-thirds of the RSB caseload consists of juveniles who may be in school or training and would not meet the requirement of 30 days of employment.

LOCAL ALCOHOLISM RECEPTION CENTERS

In the census of the rural county and small city jails, 49% of the total arrests were for an alcohol related charge including public drunkenness and driving while intoxicated. After January 1, 1974, people will no longer be booked into local jails for public intoxication. Instead they will be referred to Local Alcoholism Reception Centers (LARC) for evaluation and referral to a treatment program. With the establishment of the LARC in most counties with funding support from the ASJPA, and under the direction of the State Department of Health, Arizona has taken a step recommended by the National Advisory Commission on Criminal Justice Standards and Goals to divert persons with medical problems from the criminal justice system.

In order to determine the impact of the decriminalization of public drunkenness on the population of the local jails and the need to establish LARCS the alcohol arrests were analyzed by Uniform Planning Regions.

REGION 1

In Maricopa County over 50% of the total bookings by the Phoenix Police Department were for drunkenness while driving while intoxicated (DWI) was only 12% of the total. In all of the smaller city jails (Glendale, Tempe, Mesa, etc.) combined, and the Maricopa County Sheriff's office, there were slightly more bookings for DWI than for drunkenness. About nine out of every ten alcohol arrests in Region 1 were adult males. On the average,

persons arrested for drunkenness tend to remain in custody longer than those arrested for DWI. With the removal of the public inebriate from the local jails there will be many empty cells. There is also a variance in the ethnic backgrounds of persons arrested on the two charges. Over half of the persons who will be referred to the LARCS are from Indian and Mexican-American ethnic groups. This seems to be an indication that the LARCS will have to develop special programs to aid members of minority groups.

An ASJPA grant to Maricopa County to establish a LARC as a demonstration project has had a greater impact than anticipated. For the period of July 1, 1973 through September 30, 1973, 3,220 counseling services were projected, while 19,469 services were actually delivered. During the first six months the LARC was in operation (May through October 1973) the public inebriate arrests and the average daily population at the Phoenix city jail have been substantially decreased as compared to the same period in 1972--see Table CR-3.

REGION 2

In Pima County the only available census data is from the South Tucson jail, where almost 80% of the total arrests in 1972 were for drunkenness. Thus the establishment of a LARC in this city will almost totally deplete the population of the jail. Furthermore, the LARC will mainly receive members of minority groups as almost half were Indians and another one-third were of Mexican origin.

The Tucson Police Department and the Pima County Sheriff's office are currently entering their booking information on the Law Enforcement Judicial Information System. Due to technical difficulties a detailed analysis of LE-JIS data is not available. The number of alcohol related arrests was obtained from the 1972 Uniform Crime Report submitted to the Federal Bureau

of Investigation. Almost 20% of the total reported arrests in Tucson and Pima County were for public drunkenness and another 9% were for DWI.

In addition to the City of South Tucson LARC, the City of Tucson through Westcenter/Tucson General Hospital, received a grant from ASJPA to treat 100 alcohol offenders. The program consists of both hospital detoxification and follow-up out-patient treatment.

REGION 3

In all of the jails in Region 3 (Apache, Coconino, Navajo and Yavapai Counties) over 6,600 persons, or 43% of the total arrests, were booked for public intoxication. The majority of persons arrested were of Indian background (83%), and they were detained over four days on the average.

The City of Winslow received a grant from ASJPA to support an alcohol and drug abuse recovery center. The program provides counseling and job placement services. There are also facilities to house up to four men at a time.

REGION 4

In Mohave and Yuma Counties there were just over 1,000 arrests for public intoxication in 1972, however, those who were arrested were detained an average of 34 days. The Yuma Police Department does not book habitual drunks thus the people they do book, if convicted, remain for a longer period of time on the average.

REGION 5

The alcohol related arrests in Gila and Pinal Counties follow a pattern similar to the other regions. The majority of those arrested are adult males of Indian extraction and they spend almost a week in custody on these charges.

In July of 1973, the City of Globe Police Department began work on the establishment of a LARC. Original plans called for incorporating the LARC facility in an existing alcohol halfway house. Later the decision was made to use the entire grant for a separate facility. This program is similar to many others in Arizona in that staff members will mainly consist of recovered alcoholics. It is felt that these people, having first hand knowledge of the alcohol problem, could deal successfully with other alcoholics.

REGION 6

Region 6 (Cochise, Graham, Greenlee and Santa Cruz Counties) is the only region where more persons were detained for DWI than public drunkenness. Those arrested for drunkenness tend to be adult males of Mexican origin, and they remain in jail for an average of 8 days.

Graham and Greenlee Counties are establishing a joint LARC with funding support from ASJPA. The project provides counseling, housing, and medical treatment for up to ten clients at a time.

Table CR-1
 Percentage of Probation and Parole Officers
 Using Community Agencies

<u>Agencies supplying:</u>	<u>Mentioned No Agencies</u>	<u>Mentioned 1 Agency</u>	<u>Mentioned 2 or more Agencies</u>	<u>Total</u>
Psychological testing	33.3%	37.9	28.8	100.0%
Psychological therapy	31.6%	34.4	34.0	100.0%
Alcohol Abuse	47.0%	31.6	21.4	100.0%
Drug Abuse	27.7%	32.6	39.7	100.0%
Vocational/Skill Training	22.5%	33.0	44.5	100.0%
Academic Training:				
Remedial	52.3%	28.8	18.9	100.0%
GED	39.6%	34.4	26.0	100.0%
College	59.3%	26.0	14.7	100.0%
Job Placement	29.5%	30.9	39.6	100.0%
Indian Programs	61.0%	25.3	13.7	100.0%
Recreation	59.6%	18.9	21.5	100.0%
Other	77.5%	7.7	14.8	100.0%

Table CR-2

SERVICES SUPPLIED TO OFFENDERS
by
DEPARTMENT OF ECONOMIC SECURITY
Fiscal Year 72-73

	<u>Rehabilitation Services Bureau*</u>	<u>Ex-Offender Program</u>
Number of offenders served:		
Adults	579	1225
Juveniles	<u>1054</u>	<u>367</u>
	1633	1592
Number serving offenders:		
Full-time staff	6	20
Part-time staff	10	1
Expenditure on Offender Programs	\$700,326	\$240,102
Budget Allocations:		
Staff	13%	100%
Programs	87%	-
Average Cost per Client	\$428.86	\$150.82
Number of Services Delivered:		
Educational	1062	120
Rehabilitation and Treatment	<u>5584</u>	<u>5206</u>
TOTAL	6646	5326
Average Number of services per client	4.1	3.3
Number of clients successfully terminated	176	341

*Does not include information from State Planning Region 3.

TABLE CR-3
 AVERAGE DAILY JAIL CENSUS
 Phoenix City Jail

Month	1972	1973	% Reduction
May	354	217	-41.1
June	321	180	-44
July	337.7	172.6	-49
August	298	134	-58.4
September	317	106	-62.4
October	319.7	101.1	-68.4

PUBLIC INEBRIATE ARRESTS

Month	1971	1972	1973	1972-1973 % Reduction
May	1,359	1,769	847	-53
June	1,341	1,417	935	-34
July	1,260	1,571	778	-51
August	1,325	1,406	559	-67.3
September	1,392	1,606	489	-70
October	1,645	1,489	558	-62.6

Source: Quarterly Report on the Local Alcoholism Reception Center Pilot Demonstration Project.

Table CR-4
 ANALYSIS OF ALCOHOL RELATED ARRESTS
 Region 1--Jails

	PRIMARY OFFENSE					
	DRUNKENNESS			DRIVING WHILE INTOXICATED		
	MCSO*	PHOENIX*	ALL OTHER	MCSO*	PHOENIX*	ALL OTHER
<u>Number of Arrests</u>	684	19,428	3,778	959	4,512	4,021
<u>Percent of All Bookings</u>	5.9	51.2	23.9	8.3	11.9	25.4
<u>Sex/Maturity (percentages)</u>						
Adult Male		92.0	89.6		91.9	90.7
Adult Female		7.9	9.8		8.1	8.8
Juvenile Male		0.1	.5		-	.4
Juvenile Female		-	.1		-	.1
<u>Ethnic Group (percentages)</u>						
White		40.4	45.1		68.6	69.7
Black		6.6	2.5		10.9	2.9
Mexican/American		21.8	30.7		16.7	21.3
Indian		31.2	21.5		4.3	6.1
Other		-	.2		-	-
<u>Average Age at Arrest**</u>		39.9	37.5		35.0	35.5
<u>Average Number of Days Detained**</u>		4.6	3.3		2.9	2.0

* Number of Arrests in Phoenix from 1972 Uniform Crime Report, other information based on sample. Maricopa County Sheriff's office arrest data reflects time period 10/6/72 to 8/16/73 from LE-JIS, other information unavailable.

** Averages based on those records with the information available.

Table CR-5
 ANALYSIS OF ALCOHOL RELATED ARRESTS
 Region 2--Jails

	PRIMARY OFFENSE			
	DRUNKENNESS		DRIVING WHILE INTOXICATED	
	PCSO *	SOUTH TUCSON	PCSO *	SOUTH TUCSON
<u>Number of Arrests</u>	4,757	1,861	2,112	144
<u>Percent of All Bookings</u>	19.7	79.5	8.8	6.1
<u>Sex/Maturity (percentages)</u>				
Adult Male		96.9		97.2
Adult Female		3.1		2.8
Juvenile Male		-		-
Juvenile Female		-		-
<u>Ethnic Group (percentages)</u>				
White		14.8		23.8
Black		3.6		8.4
Mexican/American		32.3		60.8
Indian		49.3		7.0
Other		-		-
<u>Average Age at Arrest **</u>		42.4		35.7
<u>Average Number of Days Detained **</u>		1.8		1.3

* Number of arrests obtained from the 1972 Uniform Crime Report submitted to the FBI by Pima County Sheriff's Department and City of Tucson Police Department, other breakdowns are unavailable.

** Averages based on those records with the information available.

Table CR-6
 ANALYSIS OF ALCOHOL RELATED ARRESTS
 Region 3--Jails

	PRIMARY OFFENSE	
	<u>DRUNKENNESS</u>	<u>DRIVING WHILE INTOXICATED</u>
<u>Number of Arrests</u>	6,614	1,992
<u>Percent of All Bookings</u>	42.8	12.9
<u>Sex/Maturity (percentages)</u>		
Adult Male	89.2	92.8
Adult Female	10.0	6.9
Juvenile Male	.7	.3
Juvenile Female	.1	-
<u>Ethnic Group (percentages)</u>		
White	12.2	45.8
Black	.8	1.9
Mexican/American	3.8	7.8
Indian	83.2	44.5
Other	-	-
<u>Average Age at Arrest **</u>	36.1	35.2
<u>Average Number of Days Detained **</u>	4.3	5.5

** Averages based on those records with the information available.

Table CR-7
 ANALYSIS OF ALCOHOL RELATED ARRESTS
 Region 4--Jails

	PRIMARY OFFENSE	
	<u>DRUNKENNESS</u>	<u>DRIVING WHILE INTOXICATED</u>
<u>Number of Arrests</u>	1,131	790
<u>Percent of All Bookings</u>	24.7	17.2
<u>Sex/Maturity (percentages)</u>		
Adult Male	92.8	93.0
Adult Female	7.2	7.0
Juvenile Male	-	-
Juvenile Female	-	-
<u>Ethnic Group (percentages)</u>		
White	59.0	78.8
Black	6.0	3.6
Mexican/American	13.7	13.0
Indian	21.1	4.4
Other	.2	.2
<u>Average Age at Arrest **</u>	37.0	38.7
<u>Average Number of Days Detained **</u>	34.0	7.1

** Averages based on those records with the information available.

Table CR-8
 ANALYSIS OF ALCOHOL RELATED ARRESTS
 Region 5--Jails

	PRIMARY OFFENSE	
	<u>DRUNKENNESS</u>	<u>DRIVING WHILE INTOXICATED</u>
<u>Number of Arrests</u>	2,478	885
<u>Percent of All Bookings</u>	37.8	13.5
<u>Sex/Maturity (percentages)</u>		
Adult Male	90.0	90.5
Adult Female	8.4	7.8
Juvenile Male	1.4	1.7
Juvenile Female	.2	-
<u>Ethnic Group (percentages)</u>		
White	22.8	53.2
Black	1.6	3.0
Mexican/American	15.7	22.9
Indian	59.8	20.5
Other	.1	.4
<u>Average Age at Arrest **</u>	40.5	36.5
<u>Average Number of Days Detained **</u>	6.4	7.0

** Averages based on those records with the information available.

Table CR-9
 ANALYSIS OF ALCOHOL RELATED ARRESTS
 Region 6--Jails

	PRIMARY OFFENSE	
	<u>DRUNKENNESS</u>	<u>DRIVING WHILE INTOXICATED</u>
<u>Number of Arrests</u>	921	1,155
<u>Percent of All Bookings</u>	12.1	15.2
<u>Sex/Maturity (percentages)</u>		
Adult Male	94.2	96.0
Adult Female	4.4	3.5
Juvenile Male	1.1	.5
Juvenile Female	.3	-
<u>Ethnic Group (percentages)</u>		
White	34.5	57.8
Black	2.2	2.1
Mexican/American	57.1	39.0
Indian	5.1	.6
Other	1.1	.5
<u>Average Age at Arrest**</u>	41.5	38.6
<u>Average Number of Days Detained**</u>	8.0	5.4

** Averages based on those records with the information available.



SUMMARY AND RECOMMENDATIONSRECORD KEEPING

Across all agencies of the criminal justice system in Arizona there is a need for standardized record keeping. Every agency having jurisdiction of an offender maintains some sort of record. However, the format, type, and completeness of information varies from agency to agency. Several questions are unanswerable at this time because of the type of information maintained and the method of recording. For instance, many headlines cite the number of crimes committed because of drug usage. However, until everyone is tested for drug usage at the time of arrest, and the information is recorded and summarized, there is no accurate way to project the number of offenses committed to maintain a drug habit.

Another question which is unanswerable, is the number of offenders involved in a certain number of offenses. At the present time, the most likely method of determining the number of multiple offenders represented in a given arrest statistic, would be a manual comparison and tabulation of names (assuming a person's name is always recorded in exactly the same way). This would be an extremely difficult and time consuming task.

Another problem is determining the amount of time spent in, and the progression of the offender through, the system. Currently, information of this nature would have to be obtained by selecting a small sample of offenders and manually tracing them through the entire system. The automated justice information systems in operation in the state should be able to aid in obtaining information such as this, however, the capabilities do not exist for them to exchange information with each other.

If records were maintained with the same information in the same format at each institution or department and were reported to one central location,

more accurate and complete information could be obtained on the caseload of the criminal justice system. This would produce more reliable projections of the number of institutions and personnel needed. It would also allow for better planning of program development to meet the needs of the offenders and the state.

RECOMMENDATIONS:

That records be maintained in a standardized format by all agencies in the criminal justice system.

That all arrest and dispositional information on offenders be gathered at one statewide location.

That all agencies having contact with offenders enter the information on a statewide system.

That existing information systems be modified to share information, and develop research capabilities.

LOCAL AND COUNTY JAILS

On the whole, Arizona's 47 jails are old, the average age being 25 years. The majority serve merely as holding facilities with few on-going rehabilitation programs. Many of the jails do not have full time staff and only a small percentage of the custodial staff has had the opportunity to receive correctional oriented training.

While the population in the local jails seems to be decreasing, many are inadequate in design and general maintenance for even the dwindling number of offenders they hold. There is a strong indication that the effects of recent legislation removing Public Intoxication from the Criminal Code, will further reduce the number of detentions at the local level. If the jails were renovated and standards of maintenance established, perhaps the unused cells could be used as pre-release centers. Also, the

decreasing population may encourage further consolidation of jails where distances would make such consolidation economically feasible.

The cost of incarceration at the local level is generally unavailable because budgets do not break out costs of maintaining and supervising the jail from the overall department budget.

The typical client at the local level is a white male, between the ages of 18 and 25, who is arrested on an alcohol related charge and is released within 24 hours. Therefore, local jail programs for offender rehabilitation should be community-based and directed toward sentenced prisoners. Local programs designed for impact on the public intoxicant (e.g., LARC's) should be enhanced and enlarged to meet the advent of greater referrals to such programs.

RECOMMENDATIONS:

That budget and bookkeeping methods be altered to allow determination of incarceration costs at the local level.

That all jails have a staff member on duty at all times when a prisoner is in custody.

That custodial staff receive training in prisoner supervision in addition to law enforcement training.

That adequate sanitary conditions and safety features be maintained in all holding facilities.

That in areas where jail conditions are substandard or jail populations are low, consolidation of services be considered.

That where space is available in adequately maintained jails, such space be used as pre-release centers.

That rehabilitation programs be developed for sentenced prisoners.

That consideration be given to the establishment of statewide jail operating standards.

JUVENILE DETENTION CENTERS

As of the end of 1973, only eight of Arizona's fourteen counties are in full compliance with the law requiring juvenile holding facilities separate and apart from adult holding areas (A.R.S. 8-226). The other six counties hold juveniles in the county jail, some placing the youths in a separate wing or floor, and others only placing them in a separate cell.

The detention centers are of more recent construction than the local jails. All the centers have been built within the past 10 years with the exception of Maricopa County's which is being replaced. A new facility is expected to be completed in July, 1974.

While the detention centers are more likely than the county jails to have adequate maintenance features and space allocated for special purpose activities such as dining and recreation, there is a need for further improvement. For instance, only two centers have areas specifically designated as classrooms. The number and types of programs need to be increased at all centers.

The typical juvenile detained during 1972 was a caucasian male, 16 years of age. He was most likely detained for a youthful offense such as running away from home or incorrigibility and was released within twenty four hours.

RECOMMENDATIONS:

That counties holding juveniles in county jails, comply with the Arizona law directing maintenance of juvenile detention facilities separate and apart from jails or lock-ups in which adults are confined.

That rehabilitation programs be developed for long-term detainees, and planned activities be available to decrease the idleness of all detainees.

That programs be developed at the local level to divert incorrigible juveniles from the formal criminal justice system.

That adequate sanitary and safety features be available in all juvenile facilities.

COURT SENTENCING PATTERNS

The number of dispositions by type (probation or prison) imposed by the Superior Court Judges is not available directly from the courts. The only statistical records reported to and published by the Office of the Administrator of the Supreme Court concern the number of cases handled by the courts.

Since a probation subvention or subsidy program is being discussed for Arizona, there was a need to determine the Courts' present use of probation as an alternative to imprisonment. The number of persons granted probation in each county during 1972 was compared to the number of admissions to the state prison during the year. In general, it appears that all courts are using probation to a considerable extent. In most counties the vast majority (65% to 96%) of offenders are granted probation. Thus, a subsidy program modeled after the California program of payment for each offender not committed to the state, might have little effect in Arizona. However, if each county, and particularly the larger counties, were to further reduce their prison commitments by even 1%, the resulting decrease in the number of prison admissions could aid in lessening the overcrowded conditions.

Funding might be better used to develop a grant-in-aid program involving treatment and rehabilitative programs for specific classes of offenders. (Refer to the ASJPA position paper on probation subsidy in Attachment A of this report.) For instance, a large percentage of drug offenders are receiving probation sentences--in many instances without the benefit of a thorough diagnostic evaluation. The lack of diagnostic services may result in probation grants in cases where probation is not fully justified. Furthermore, the lack of drug treatment programs at the local level increases the likelihood of repeated violations and/or probation revocations.

RECOMMENDATIONS:

That regional diagnostic centers be established and utilized prior to sentencing determinations.

That the extent of the usage of probation as a sentencing disposition be continued and increased where feasible.

That a grant-in-aid program to counties be established for the development of treatment and rehabilitation programs.

That rehabilitative programs be developed at the local level to aid specific classes of offenders.

PROBATION

Probation in Arizona has developed into a valid, effective means of dealing with a variety of offenders. It has expanded from basic services provided by professional probation officers to include services of volunteer probation officers, outside treatment specialists, and public and private social service agencies. Also, in at least 6 departments, specialized caseloads and programs have been arranged to accommodate those people encountering difficulties relating to alcohol, drug abuse, mental retardation, or in need of intensive supervision.

The one area where various departments experienced problems in reporting concerned their financial status. Some replied that their budget was irretrievably entwined in the total court budget; some gave only estimated figures; and others gave no information at all.

The "typical" probation officer was found to be male, caucasian, and under 25 years of age. He has been in his present position less than one year and has no prior professionally related experience. He has attended graduate school but has not yet earned an advanced degree. Caseloads varied from a high of 122 to a low of 10. Officers salaries ranged from \$945 per month in Coconino County to \$522 per month for two new officers in Cochise County.

Characteristics of probationers were much harder to determine. Adult offenders were most likely to be male, caucasian, and involved in Narcotics, Burglary, or Simple or Aggravated Assault. Juvenile probationers were also most likely male caucasians but their most frequent offenses were Incurability, Burglary, or Theft (Non-vehicle). In all but Mohave County the cost of juvenile probation greatly exceeded the cost of adult probation.

RECOMMENDATIONS:

That wider use be made of volunteer probation officers as a cost and time saving factor for departments.

That consideration be given to the establishment of a statewide volunteer coordinating office.

That qualifications of volunteers and methods of recruiting, training and supervising be established along specific guidelines.

That budget and bookkeeping practices be altered to produce better measures of cost effectiveness.

That a larger proportion of department budgets be allocated for program development.

That treatment specialists outside the criminal justice system be utilized as frequently as possible.

That probation officer caseloads be assigned on the basis of the amount and type of supervision required rather than on the basis of size.

That the role of the probation officer be expanded from that of a counselor to a community resources manager.

COMMUNITY RESOURCES

Many public and private agencies outside the formal criminal justice system supply services to offenders both before and after trial. However, most of these agencies could not supply statistical information on their offender caseloads as they do not make a specific classification of their clients as public offenders. The community agencies capable of aiding in

offender rehabilitation and treatment should be assessed to determine the scope of available alternatives to imprisonment.

One community resource which should have a major effect on the local jail population and consequently the need for new structures and staff is the Local Alcoholism Reception Center (LARC). As of January 1, 1974, the public intoxicant is no longer being booked into local jails. Instead they are referred to a LARC or some other authorized medical facility. Forty-nine percent of all the arrests in the rural county and small city jails in 1972 were for an alcohol related charge. The majority of these arrests were for public drunkenness. It appears from this analysis that there is a substantial need to establish LARCS throughout the state.

Members of minority groups, particularly Indians, make up a large proportion of the arrests for drunkenness. This indicates that programs are going to have to be developed to specifically aid members of minority groups with their alcoholism problems.

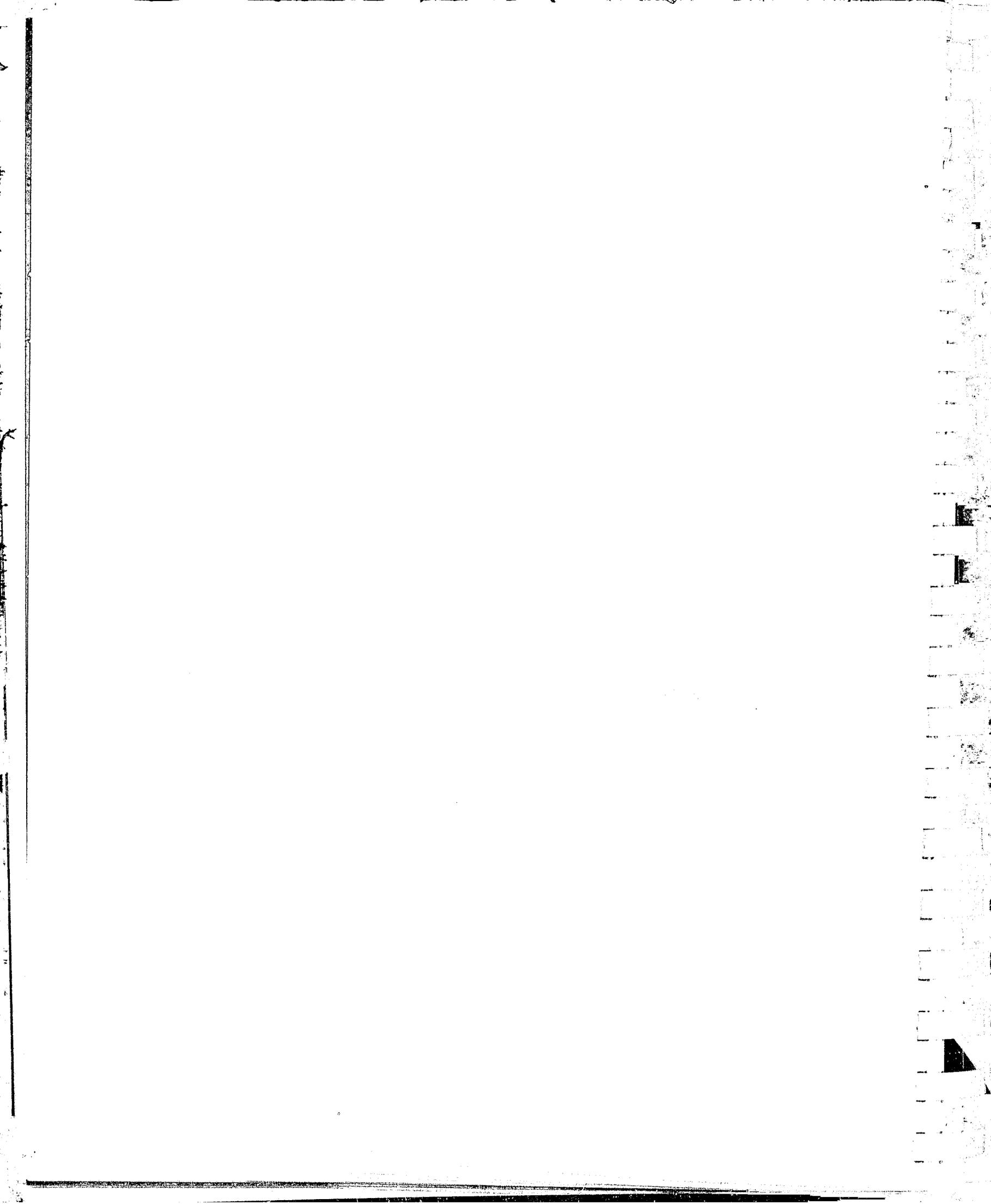
RECOMMENDATIONS:

That more information be obtained on the availability of specialized services from public and private social service agencies.

That all personnel serving offenders receive orientation and training in the use of community agency services.

That programs be developed to specifically aid minority group members.

That Local Alcoholism Reception Centers be established throughout the state, particularly in areas which previously arrested many people for public drunkenness.



ARIZONA STATE JUSTICE PLANNING AGENCY
POSITION PAPER
ON
STATE AID FOR PROBATION SERVICES

Much debate, research, and investigation had been accomplished prior to the introduction of SB-1146 in the 31st Legislature, and much more effort has been spent in the preparation of the revised bill to be introduced in the second session of the 31st Legislature concerning state aid for probation services.

Concurrent with this, the ASJPA was requested to compile information concerning probation subsidy or an alternate program. An analysis of SB-1146 was submitted to the subcommittee of the Senate Committee on State, County and Municipalities. This subsequent report is submitted for further informational assistance to those legislators concerned with probation in Arizona.

The previous analysis stated and recommended the following:

"The primary purpose of a bill such as this should be to provide greater protection to the public. This can be accomplished by upgrading and improving probation services so that more offenders can be successfully rehabilitated, and less will continue to commit crimes. The bill should not be considered primarily as a cost-cutting measure, even though increased use of probation will result in substantial saving in institutional costs. Too much emphasis on cost-cutting objectives could result in extending the use of probation beyond its logical limits, resulting in an unacceptable risk to the community.

"Recommendation: Action on this bill should be deferred until the next legislative session. During that time, a substitute program can be developed. The recommended approach, following a detailed study of

existing conditions, would be to establish a subvention program rather than a subsidy. In a program of this type, there would be an initial appropriation of funds to be made available to the counties on a formula basis. Each county would be required to prepare and submit a plan for improving its probation services, specifying the services to be made available, the classes of offenders to be handled, and the expected results in reducing recidivism. The administering agency, upon approving such a plan, will make an advance of funds to the county to start the program. At the end of a specified period, the administering agency will review the performance of each county program. If the program has been successful in reducing recidivism, it is eligible for continued funding. If not, a new plan must be submitted."

In collecting information concerning the success of probation subsidy programs in other states, ASJPA received responses from the states of Washington and California. The program is relatively new in Washington, and the response was quite positive concerning the success of the program in that state. The concept of the program is similar to that utilized in California, however.

The California program has been in operation since 1965, and was primarily directed toward the reduction of commitments to the state Department of Corrections and the California Youth Authority. The Washington program requires counties to provide programs for rehabilitation and special supervision, rather than specifically to reduce commitments through a specialized supervision program.

Following eight years experience with a probation subsidy program in California that had no adequate formal evaluation procedures, the Governor's Select Committee on Law Enforcement Problems studies the

program. The Committee recommended in their August, 1973 report: "Repeal probation subsidy, a program which was laudable in its goals, but which has failed to result in more effective rehabilitation." (Appendix I)

Further, the costs for the California Probation Subsidy program have risen to an annual cost well over \$20 million for 1972, with a total cost for the years 1966 to 1972 of \$59,925,705. Savings claimed in the same period for canceled construction, closed institutions, and new institutions constructed but not opened totalled \$185,978,820. However, it is obvious that an unused facility is still a cost to the state, and the projection of savings in canceled construction is, at best, an unrealistic foundation.

As can be seen from Appendix I, the Select Committee's report, probation subsidy as known in California has not demonstrated the results hoped for when established. As indicated earlier in this report, it would seem that the underlying concept of probation subsidy would be best couched in a program whereby applicant counties would request funding support to establish programs designed to improve and expand services at the local level for persons under supervision.

The ASJPA in its research and survey effort into the correctional system in Arizona, found that county courts are presently using probation from 40% to 96.7% for juveniles and 38.1% to 96.4% for adults. These statistics alone would substantiate the need to improve the quality of present probation services at the local level, as previously recommended, rather than reward local correctional agencies through a subsidy program for merely reducing commitments to the state system.

Therefore, in reviewing the proposed change in SB-1146 (Appendix II), section 41-1666 could be completely deleted since it is predicated upon the California formula allowing a certain amount for each person not committed to the state system.

It is further felt that section 8-203 of the amended SB-1146 be revised to include language specifying adult probation departments and officers similar to present language concerning juvenile probation officers and departments. (Supreme Court Standards 73-1 TR-ADM-PROB)

Within section 41-1663-2 Submission of Plan, it is recommended that the language "No probation officer employed under this article"; and, "All probation officers being funded by this article"; be deleted in accordance with the recommended deletion of section 41-1666, since under a grants-in-aid program as suggested by ASJPA, present staff would be utilized. However, some other language could be substituted concerning any new staff hired under a grant program.

It is very pleasing to note in the language of the amended version of SB-1146, that provision has been made for the use of a portion of any funds granted to the counties may be used to defer jail costs and the costs of presentence investigation efforts. This has been one important criticism of the California subsidy program in the past originating with local sheriff's departments and probation departments. The inclusion of this provision was strongly recommended by Mr. Allen Breed, Director of the California Youth Authority, in his testimony before the Governor's Select Committee, concerning the revising of the California Probation Subsidy Bill. However, it is thought that the provision in Arizona's bill, if passed, should be made more mandatory rather than left to "free choice".

The Director and staff of the ASJPA stand ready to offer any technical assistance to the Legislature concerning its deliberations in probation subsidy.

The following is a copy of a portion of the California Governor's Select Committee on Law Enforcement Problems report concerning that state's correctional system:

CHAPTER FIVE

APPENDIX I

SENTENCING AND CORRECTIONS—
PROTECTING THE PUBLIC

I. Sentencing and Correctional
Programs—Perspective

Historically, punishment has been viewed as the appropriate response to or consequence of crime. Four purposes have traditionally been identified for justifying the imposition of criminal sanctions: (1) punishment as retribution, (2) isolation or incapacitation for public protection, (3) rehabilitation, and (4) deterrence. Moral blame was generally attached to crime and the criminal, and unless he was insane, a criminal was held responsible for his own acts.

Some 15 years ago, a number of vocal critics of the criminal justice system attacked these purposes on various grounds. They said that punishment or retribution was immoral, barbaric, and uncivilized. They said isolation for public protection was not justified except in extreme cases like homicidal maniacs who should be restrained only long enough to be treated. They said that punishment did not deter others from committing crimes, and even if it did, it was immoral to punish a criminal to deter others from crime. In their view, crime was not so much a matter of individual responsibility as it was a failure of society. As a consequence they felt that the only justifiable goal of the criminal justice system was to rehabilitate the offender so he would be able to avoid criminal behavior in the future. And finally, they claimed that prisons did not rehabilitate but actually caused crime, and that prisons which did not rehabilitate should not exist.

This view rejecting individual responsibility, punishment, protection, and deterrence in favor of rehabilitation and social reform has had profound effects on criminal justice in California in the last decade. Many innovations and special programs have been tried, most to no avail.

The most dramatic change in attitude is reflected by the drop in the rate of sentencing felons to prison (with the accompanying increase in the use of probation). Figure-1 shows the trend in prison sentences. (Cases handled as misdemeanors under Penal Code Section 17 are included since 1969 because they were part of the felony volume before that time.) Figure-3 shows the upward trend of the use of probation in superior court cases. These changes have been made at the same time that the crime rate has more than doubled, as shown in Figure-2.

Public Opinion

The book, *The Forgotten Americans*, a Hudson Institute survey, reviewed public attitudes toward court treatment of criminals, based on information in a series of Gallup Polls. These polls showed that public opinion, in all categories of age and education, uniformly agreed that courts are too lenient in dealing with criminals. Only a tiny minority (two percent) felt that our courts deal too harshly with criminals. Figure-4 shows the responses and the trend since 1965.

Figure F-1

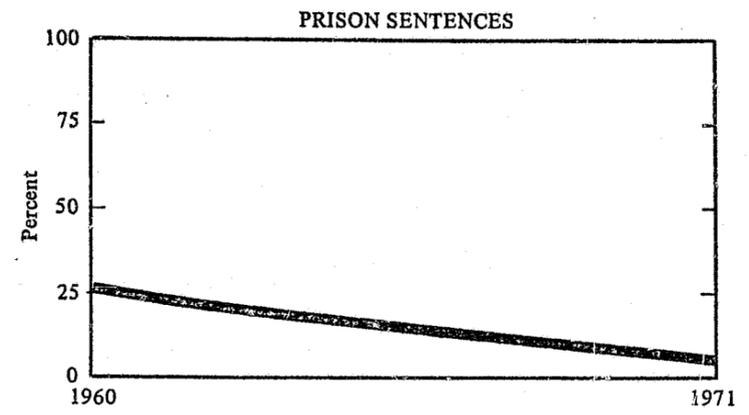


Figure F-2

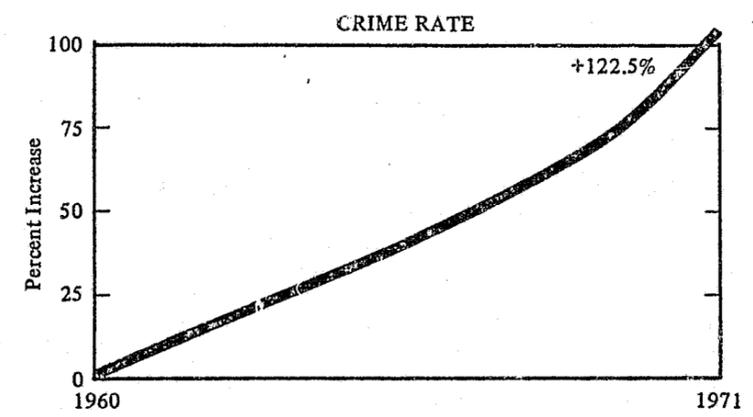


Figure F-3

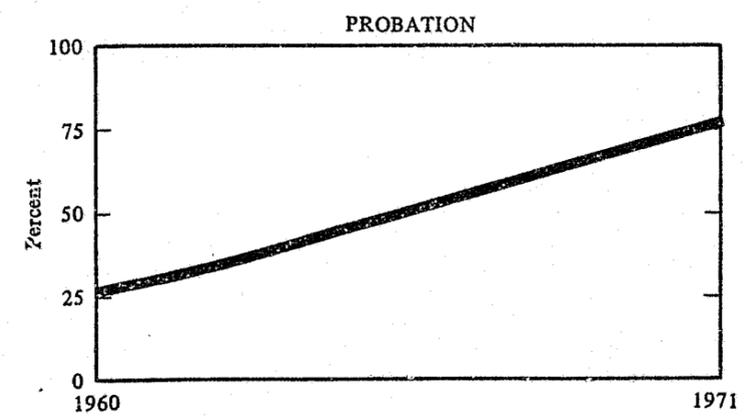
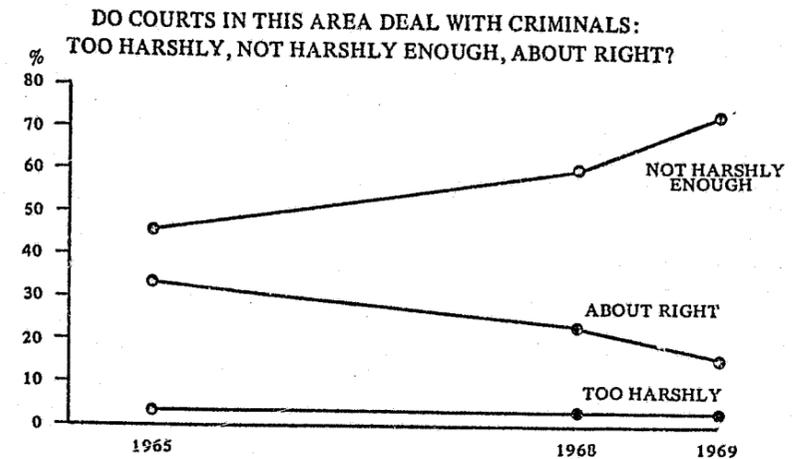


Figure F-4



II. Top Priority—Protection of the Public

Prison

Today, when the rate of crimes from homicide to theft has doubled, greater protection of the public is demanded. Prison plays an important role in insuring public protection. While the threat of prison should be something potential criminals fear, judges should not refrain from imposing a prison sentence on convicted criminals.

Prison contribution to public protection is twofold. First, for the most serious felonies, including homicide, sale of heroin, receiving stolen property, robbery and other dangerous, violent crimes, prison protects simply by isolating the criminal for long terms. The public should be protected by sentencing all such offenders to state prison to be retained for substantial terms.

Second, prison can contribute to public protection against all felonies by punishing offenders who are convicted, and deterring those who are potential offenders. For this purpose, it is more important that the sentence be swift and certain rather than be severe. In other words, it is more effective if 25 to 35 percent of burglars average 14 months in prison than if 8 percent average 36 months.

Probation

Felony probation tends to be a method to keep criminals out of state prison. Many criminals for whom probation is considered should be sentenced to state prison. To that end, any aspect of probation subsidy which provides a financial incentive for not sentencing criminals to state prison should be eliminated.

Probation should be returned to its original function of providing a defendant who is a good risk a chance to prove that he has learned his lesson and deserves not to go to prison. Regardless of other factors such as background and seriousness of the crime, a defendant should not be granted probation unless the judge

believes he has a reasonable chance to remain free and without violation for at least five years.

Probation should not be regarded as keeping the probationer out of prison but rather emphasize that the probationer keeps himself out of prison. If he violates probation, probation should be revoked and he should be sentenced to prison. There has been an excessive tolerance of violations of probation which should be eliminated. Of the 122 probation subsidy sample cases studied in BCS Research Report No. 6, 28 were arrested four or more times while under superior court probation, and 14 of those were arrested six or more times.

The failure to treat probation as a real test where the probationer proves his ability to abide by the law, appears not only in failures to revoke probation but in sentencing on subsequent convictions. Figure-5 shows the percentage of defendants who, after conviction of a felony while on probation, were granted probation again. Probation should not be granted after conviction of a felony while on parole or probation except in rare cases where there are unusual mitigating circumstances. Whether that might be 1 percent or 5 percent of the cases is not the point—it certainly should not be 29 to 73 percent. Those defendants cannot be considered good risks for probation. They have already failed probation, and should not be granted probation again to avoid sentencing them to prison.

Figure F-5
DEFENDANTS GRANTED PROBATION AGAIN
AFTER CONVICTION OF A FELONY
WHILE ON PROBATION (1971)

<i>Convicted Offense</i>	<i>Probation Granted Again</i>
Robbery -----	33%
Assault -----	68%
Burglary -----	57%
Theft (except auto) -----	68%
Auto Theft -----	63%
Rape -----	29%
Sale of Opiates -----	34%
Sale of Dangerous Drugs -----	67%
Sale of Marijuana -----	73%

Though we do not have comparable statistical information regarding the operation of probation in misdemeanor cases, there is little doubt that the patterns are similar. Misdemeanor probation practices also should be reoriented so that probation is not merely a routine to avoid prescribed penalties.

Parole

As with probation, the parole system should stand ready to help a parolee get a job, but should leave to the individual the primary responsibility for changing his own behavior to abide by the law. Similar to probation, parole should be oriented to provide an opportunity for a prisoner to prove that he can refrain from violations. Violation of parole should not be tolerated. If a parolee violates parole, he should be returned to prison to serve a longer term.

Figure F-6 shows that over 17 percent of parolees were arrested four or more times within the study period of twenty months overall, but averaging 12.6 months of exposure to arrest per case during parole.

The Adult Authority does not require parole agents to notify it when a parolee is sentenced to less than 90 days in jail. Some parole agents have intervened in prosecutions to negotiate sentences less than 90 days, to avoid reporting the violation with its possible resultant revocation. To eliminate that practice, the Adult Authority should abolish the exception.

Probation—Parole Success

A major vehicle used to encourage the use of probation instead of prison is the probation subsidy program. Under probation subsidy, the state pays to a county \$4,000 for each non-commitment, that is, for reducing its rate of prison commitments below the level at the beginning of the program. The probation subsidy program is generally credited with accelerating the use of probation instead of prison and has even been called "the quiet revolution" in that regard.

Before probation subsidy began, legislative research studies concluded that larger numbers of offenders could be placed on probation without significantly affecting the risk to the public. However, the rate of prison sentences has been reduced not 25 percent, but 70 percent since 1965, and 75 percent since 1960.

At our request, the Bureau of Criminal Statistics conducted a series of studies of probation subsidy.

The first study set forth the characteristics of probationers in subsidy programs and of probationers in regular probation programs. Subsidy probationers as a group have worse prior criminal histories than regular probationers and indeed would have been sentenced to prison under earlier sentencing patterns.

Researchers for the Youth Authority and the Department of Corrections agreed with the study's conclusions that: (1) offender characteristics are more influential in the outcome of probation than is the type of program; (2) subsidy probationers as a group are more likely to be arrested than regular (non-subsidy) probationers, both during and following probation supervision; (3) subsidy probationers tend to commit more serious offenses than regular probationers; and (4) when probationers are transferred from regular (non-subsidy probation) supervision to intensive (subsidy probation) supervision, there is no significant reduction in their frequency of arrests.

Comparisons were made of probation subsidy cases, adult prison parole cases, and adult prison cases discharged without parole or other supervision. Figure F-6 shows the number of arrests per individual during the periods covered. About half of each group were arrested one or more times during the study period. Another part of the study also showed that the seriousness of arrest offenses was about the same for each of the three groups.

A similar comparison was made between subsidy probation case arrests and arrests of California Youth Authority parolees, with similar results. About half the cases in each category (54.9 percent of probationers and 51.4 percent of CYA parolees) were arrested at least once.

However, the number who were arrested does not give an adequate indication of risk to the public because many individuals were arrested more than once. Figure F-7 shows the number of arrests per 100 months covered for each of the

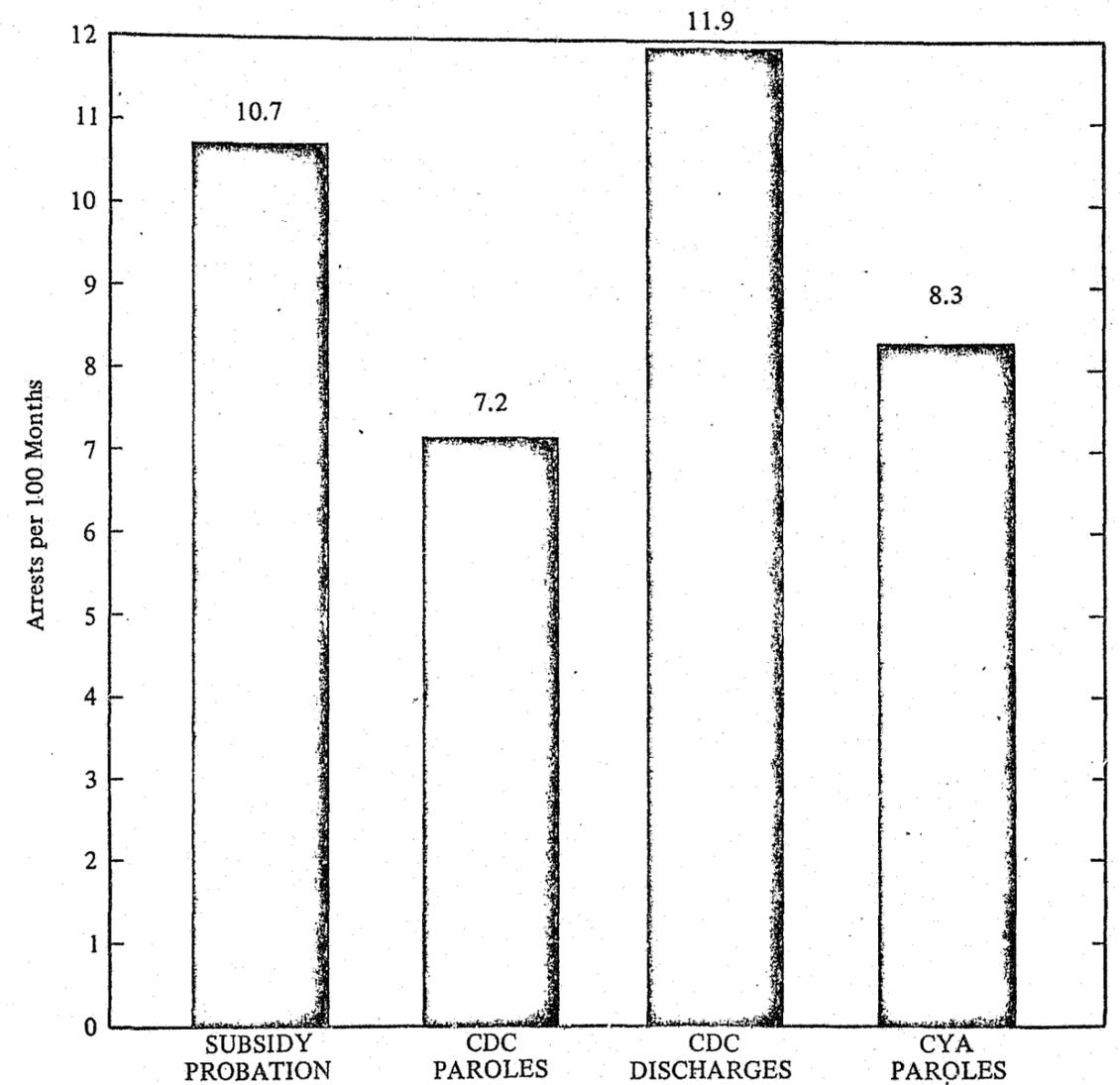
ARREST STATUS OF SUBSIDY PROBATION SAMPLE CASES WHICH WERE ARRESTED
 DURING SUPERVISION AND CALIFORNIA DEPARTMENT OF CORRECTIONS PAROLE
 AND DISCHARGE SAMPLE CASES ARRESTED FOLLOWING PRISON RELEASE

Status	Subsidy probation				CDC paroles				CDC discharges			
	Cases		Arrests		Cases		Arrests		Cases		Arrests	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	122	100.0	139	100.0	321	100.0	291	100.0	201	100.0	312	100.0
No arrests	55	45.1	-	-	149	46.4	-	-	104	51.7	-	-
One or more arrests	67	54.9	139	100.0	172	53.6	291	100.0	97	48.3	312	100.0
One arrest	31	25.4	31	22.3	105	32.7	105	36.1	30	14.9	30	9.6
Two arrests	17	13.9	34	24.5	35	10.9	70	24.1	23	11.4	46	14.8
Three arrests	9	7.4	27	19.4	22	6.9	66	22.7	15	7.5	45	14.4
Four arrests	5	4.1	20	14.4	5	1.6	20	6.9	10	5.0	40	12.8
Five arrests	3	2.5	15	10.8	3	0.9	15	5.1	7	3.5	35	11.2
Six or more arrests	2	1.6	12	8.6	2	0.6	15	5.1	12	6.0	116	37.2

Figure F-4

Figure F-7

ARREST RATE PER 100 MONTHS COVERED^a FOR SAMPLES OF
SUBSIDY PROBATION, CDC PAROLED AND DISCHARGED CASES
AND CYA PAROLED CASES



^aSupervisory months covered for Subsidy Probation cases were for the period May, 1970 through December, 1971.

Months covered for CDC Parole and Discharge cases were for the period January, 1971 through August 31, 1972.

Note: Excludes Los Angeles County Commitments.

four groups. As shown, *subsidy probationers were arrested substantially more often than parolees*. By that measure, the results of the intensive supervision provided under probation subsidy are of little difference from the results for the unsupervised discharge group, who by prior record and other characteristics would be expected to be the worse recidivists. The study also contradicts the claim that prisons actually cause crime and should be torn down. It is evident that probationers continued to exhibit a high degree of criminal behavior, without prison experience being responsible.

These results and comparisons do not show the intensive supervision of subsidy probation to be effective in rehabilitating the criminals diverted from state prison to subsidy probation, but indeed indicate an increased risk to the public from additional offenses. *Public protection has been sacrificed*. The contrast between levels, of public protection would be even more dramatic if the figures for parolees and prison discharges included the period of time the public was protected by their being in prison.

The studies outlined above are not unique. Their conclusions are consistent with many other studies. The consistent implication of corrections literature is that the better the quality of the research done on rehabilitative programs, the higher the probability that the results will show a negligible or nonsignificant effect. It appears accurate and fair to summarize as unsuccessful the results of rehabilitation and treatment programs to date.

Deterrence

Not every thief must be sent to prison for life to deter a substantial number of potential thieves. But deterrence is obviously weakened when only 8.3 percent of burglars go to prison even though 22 percent had prior prison records and 44 percent actually were already on probation or parole in 1971.

Obstacles to sentencing convicted felons to prison should be removed and not created. There should not be financial incentives to induce probation officers and judges to lower the percentage of prison commitments. Financial considerations which pressure probation officers and judges to keep criminals out of prison even after they have violated probation should be eliminated. If probation subsidy is to be continued, it should *not* be based on the number of criminals kept out of prison.

A related sentencing problem which deserves comment is the granting of probation in certain types of cases contrary to a clear statutory policy. Penal Code section 1203 sets forth several limitations on the granting of probation. For example, the section provides that, "except in *unusual cases* where the interest of justice *demand*s a departure from the declared policy, no judge shall grant probation to any persons" convicted of armed robbery. (Emphasis added.) There is room for reasonable minds to differ regarding whether "unusual cases" might include 0.5 percent, or 1 percent, or 5 percent of all cases. But in 1971, probation was granted to 500 of the 1,268 people convicted of armed robbery. It is not reasonable to say that 40 percent of the cases are "unusual cases where the interest of justice demands a departure from the declared policy." Similar observations apply to the frequency of granting probation to armed burglars, defendants who used a deadly weapon on another person; defendants who have

CONTINUED

3 OF 4

been twice previously convicted of felonies; and other classes of defendants subject to the statutorily expressed state policy against granting probation. Some of the grants of probation have been aided by commitments made during plea bargaining between prosecutors and defense counsel. However, judges have the final responsibility both in accepting negotiated pleas and in sentencing. Judges should exercise that degree of responsibility which is more in accordance with the policy as set forth in Penal Code section 1203.

The rate of prison sentences in 1960 was four times as high as in 1971. Initially prison rates should be at least doubled, to determine how the crime rate responds to a pattern of increased prison sentences. The conditioning of the last decade may have convinced offenders and potential offenders that members of the criminal justice system are too soft to sustain a continued commitment to firm sentences. If so, prison rates may have to reach or exceed 1960 levels for awhile to reestablish the credibility of deterrence.

As for the alleged failure of prisons to rehabilitate, prisons do about as well at rehabilitation as so-called rehabilitation programs. More importantly, however, rehabilitation is not the *primary* job of a prison. Rehabilitation is up to the individual. The function of a prison is to protect the public from him while he is in prison, and to provide a deterrent to him and to others.

Programs

California prisons are among the best in the nation both in terms of physical facilities and treatment of prisoners. Only a small percentage of prisoners are so dangerous as to require maximum security, with rigid control and limitation of privileges. For most prisoners, vocational training, industrial work, and educational courses are available. California prisons provide reasonable living conditions.

California has tried many innovations in its prisons such as family visits, work furlough, and early setting of contingent parole dates. Efforts at improvements should be continued. However, programs which are more expensive and are intended for rehabilitation should be subjected to careful independent evaluation, as discussed in a later section. Also, management should terminate any such programs if they are shown to be ineffective, instead of letting them continue for years because they are "good" programs.

Correctional industries and other work programs should be expanded to minimize continued idleness, and work should be mandatory except as limited by security requirements.

More interaction between the prison community and outside community appears desirable, including not only efforts such as Alcoholics Anonymous, but also one-to-one volunteer programs.

Continual management attention must be devoted to cleanliness and maintenance of institutions. Facilities should be periodically evaluated for inefficiency or obsolescence. Consideration should be given to the replacement of San Quentin with a modern facility on the same site. An institution's master plan must be kept current to assure the availability to adequate capacity with the appropriate level of security and location to meet the state's needs and provide the proper relationship to population centers.

III. Correctional Personnel—Qualification and Standards

There are more than 20,000 people involved in various phases of state and local correctional work in California, which has an annual cost of more than \$350,000,000. Parole, probation, and other correctional personnel have varying degrees of responsibility for the security, care, and rehabilitation of offenders, and educational and training requirements vary greatly.

The Commission on Peace Officer Standards and Training serves to upgrade the qualifications and performance of peace officers by setting standards for qualifications for different positions and by contributing to peace officer training. There is no similar agency now setting statewide standards for state and local correctional personnel.

Correctional studies have recommended that a similar program be undertaken for correctional officers.

IV. Corrections—Management and Information

Size and Complexity

The Department of Corrections is responsible for the control, training, treatment, and supervision of approximately 41,000 men and women who have been convicted and sentenced for criminal offenses or who have become addicted to narcotics. Of the 41,000 persons, approximately 19,000 are in correctional institutions and camps, 2,000 addicts are in rehabilitation centers, and 20,500 parolees and ex-addicts under supervision in communities. To accomplish its objectives the Department operates 13 major institutions, 25 conservation camps, four community correctional centers and more than 50 parole offices. Additionally, the Department employs approximately 7,000 persons in a wide range of classifications and has a program budget of approximately \$130,000,000. A central office in Sacramento administers and coordinates the widely dispersed activities of the Department.

Effective administration of an organization the size of the Department of Corrections requires the development and transmission of accurate, timely data to institutions, field offices, camps and department headquarters. A constant turnover in inmates, parolees and addicts makes it imperative that the information contained in various Department files be stored in a form easily and economically extracted for inspection, evaluation and projection. The present data system does not meet this requirement. It typically requires the slow and expensive manual extraction and processing of information stored in separate case files.

Assignments and Transfers

One major problem is that of assaultive behavior among inmates themselves and among groups of inmates. Separation of these persons or groups by movement among institutions requires constant knowledge of the population charac-

teristics of each institution. Every parole granted and new inmate received requires the attention of institution administrators to preclude, when possible, the placement of combative individuals or assaultive groups in close proximity. An automated record of the inmate population characteristics of each institution would assist placement officials in making the best assignment possible, not only from institution to institution, but within any single institution.

Reports

The nature of the legal and administrative tasks required of the Department, and its relationship with other components of the criminal justice system, require the production of a multitude of reports and the keeping of numerous accounts. An adequate information system would generate many of the required reports, or the base information necessary to prepare the report, as well as generating an exception report when required documents have not been prepared or procedures followed. The exception report is a valuable administrative tool when complicated or numerous reports are required.

V. Findings

- Emphasis on individual sickness or societal defects as causes and excuses for criminality have taken away much of the individual's responsibility to control or change his own behavior.
- Intensive supervision probation subsidy programs have failed to fulfill their promise to rehabilitate, and give no better results than the regular, non-subsidy supervision of adult probationers.
- The widespread commitment to probation instead of prison has failed to reduce criminal behavior, and has almost eliminated the deterrent effect of prison by reducing the rate of prison sentences so that less than one out of fourteen defendants convicted of crimes punishable by prison are sent to prison.
- During the period when prison sentences were cut to less than one-fourth the 1960 rate, the crime rate increased by 122.5 percent, or more than doubled.
- Public protection has been sacrificed to a goal of probationary rehabilitation which has failed.

RECOMMENDATION

1. *Restore priority to public protection and emphasize individual responsibility for crime.*

2. *Accept probation subsidy as a well intentioned program, but recognize that it has failed to fulfill its promise of better rehabilitation and has extended probation so far that public protection has been reduced.*

3. *Increase the percentage of all felons who are sentenced to prison for punitive and deterrent effect.*

4. *Continue to improve the prison system.* — 88 —
5. *Reorient the probation system.* — 89 —
6. *Improve the parole system.* — 90 —
7. *Continue to seek effective methods of rehabilitation but on an experimental basis rather than broad scale basis.* — 91 —
8. *Improve correctional research and evaluation.* — 92 —
9. *Develop standards for the selection, education and training of all state and local correctional personnel. Consider structuring the standard setting committee or group similar to the Commission on Peace Officer Standards and Training. After standards have been set, prepare training curricula, provide training, and certify personnel reaching given levels of achievement.* — 93 —
10. *The Department of Corrections should automate its record keeping system to provide timely, accurate information for basic research, program evaluation, classification and assignment of inmates, budget preparation and monitoring, and administrative control.* — 94 —

Sentencing and Corrections

- Re-emphasize individual responsibility for crime.
- Re-emphasize that the protection of the public is a priority in parole and probation policy.
- Re-orient the probation system and increase prison commitments (through more uniform sentencing and specific laws requiring mandatory prison sentences).
- Repeal probation subsidy, a program which was laudable in its goals, but which has failed to result in more effective rehabilitation.
- Develop standards for selection, education and training of all state and local correctional personnel, possibly including creation of a group similar to the Commission on Peace Officer Standards and Training to establish standards.
- Expand correctional industries and other work programs and make work mandatory in prison except when security requirements make it impossible.
- Expand volunteer rehabilitation programs such as Alcoholics Anonymous and other programs which emphasize rehabilitation as a primary responsibility of the individual prisoner.
- Automate the Department of Corrections record-keeping system to provide timely accurate information for program evaluation, classification of and assignment of inmates, monitoring and administrative control.

GOVERNOR'S SELECT COMMITTEE ON LAW ENFORCEMENT PROBLEMS

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Chairman

Edwin M. Osborne, Ventura County Counsel; Chief Assistant County Counsel, Ventura, 1966-1970; Chief Criminal Deputy District Attorney, 1963-1966; Deputy District Attorney, 1960-1963; Member, Ventura Regional Criminal Justice Planning Board; Chairman of the Council's Judicial Process Task Force.

Members

Raymond C. Brown, Deputy Chief of Police, City of Oakland; member of Oakland Police Department since 1947; B.A. Public Administration, University of California, Berkeley; Graduate of FBI Academy and Northwestern University Traffic Institute; Member, Advisory Board, Joint Legislative Committee to Revise the Penal Code.

Edward L. Ehlers, Deputy Director, State Department of Navigation and Ocean Development; State Office of Planning, 1965-1970; Planning Consultant, University of Oregon, 1962-1965; Director, Redevelopment Agency, City of Merced, 1959-1961; Assistant Director and Planner, Redevelopment Agency, City of Merced, 1957-1959.

Vernon Grose, Vice President, Tustin Institute of Technology, Canoga Park, California; Member, California Council on Criminal Justice and Judicial Process Task Force; faculty member, George Washington University; M.S. in Systems Management, 16 years in Systems Management field.

Colonel Anthony L. Palumbo, Inspector General, California National Guard; Senior State Representative (Nevada, Hawaii) Law Enforcement Assistance Administration, Washington, D.C. 1971; Law Enforcement Program Specialist, Law Enforcement Assistance Administration, Deputy Chief, Police Division, Chief of Riots and Disorders Section, in charge of Police Public Relations Programs; Chief of Emergency Plans and Operations, California National Guard, 1962-1970; Correctional Officer, Los Angeles Police Department, 1958-1962.

REFERENCE TITLE: State Aid For Probation
Services

State of Arizona
Senate
Thirty-first Legislature
Second Regular Session

APPENDIX II

S. B.-----

Introduced by-----

AN ACT

RELATING TO STATE GOVERNMENT; AUTHORIZING THE DEPARTMENT OF
CORRECTIONS TO PAY COUNTIES FOR SPECIAL PROBATION SERVICES WHICH
RESULT IN REDUCTION OF CRIMINAL COMMITMENTS TO CORRECTIONAL
INSTITUTIONS AND WHICH REDUCE THE IMPACT OF CRIME UPON THE CITIZENS
OF ARIZONA; AMENDING SECTION 8-203, ARIZONA REVISED STATUTES;
AMENDING TITLE 41, CHAPTER 11, ARIZONA REVISED STATUTES, BY ADDING
ARTICLE 5, AND MAKING AN APPROPRIATION.

1 Be it enacted by the Legislature of the State of Arizona:

2 Section 1. Legislative intent

3 It is the intent of the legislature, in enacting this legislation, to reduce the necessity for
4 commitment of persons to state correctional institutions by strengthening and improving
5 supervision of persons placed on probation by juvenile and superior courts of this state and to
6 increase the personal safety and property security of the citizens of Arizona.

7 Sec. 2. Section 8-203, Arizona Revised Statutes, is amended to read:

8 8-203. Court employees; appointment; certification; qualifications; salary; bond

9 A. The presiding juvenile judge shall appoint a chief juvenile probation officer in counties
10 having a population of less than two hundred fifty thousand and a director of court services or
11 chief juvenile probation officer in counties having a population in excess of two hundred fifty
12 thousand.

13 B. The director of court services or the chief juvenile probation officer may recommend
14 the appointment of such additional deputy probation officers, not to exceed one for each
15 thirty-five children under PRE-ADJUDICATION SUPERVISION, COUNSELING AND
16 INVESTIGATION, OR protective supervision or on probation to the juvenile court, detention
17 personnel, receiving personnel and office assistants as he deems necessary. Such deputy
18 probation officers, detention personnel, receiving personnel and office assistants shall not have
19 authority to act or draw salary for their services until their appointments have been approved
20 and ordered by the presiding judge of the juvenile court.

1 C. In counties having a population in excess of two hundred fifty thousand, the director
2 of court services, the chief juvenile probation officer and each deputy probation officer shall
3 have at least a bachelor's degree from an accredited college or university, with a preference
4 being given to an individual who holds a degree with a major or minor in the behavioral
5 sciences. The minimum standards do not apply to any person employed as a juvenile probation
6 officer for a period of three years prior to the effective date of this section, and such individual
7 may continue in his duties at the discretion of the presiding juvenile court judge.

8 D. In counties having a population of less than two hundred fifty thousand, the presiding
9 judge of the juvenile court may:

10 1. Contract with the state department of corrections for providing probation officers
11 who meet the minimum standards, in which case the salary and expenses for such officers shall
12 be a cost shared equally by the state and the county wherein the juvenile division is located.

13 2. Contract with the juvenile court and the board of supervisors in one or more adjoining
14 counties jointly to employ one or more juvenile probation officers who meet the minimum
15 standards, with the salaries and expenses for such personnel divided equally among the
16 counties involved.

17 E. The salary of the director of court services or the chief juvenile probation officer,
18 referees, the deputy assistants, and all other juvenile court employees in each county shall be
19 fixed by the county board of supervisors.

20 F. Each director of juvenile court services, chief juvenile probation officer and deputy
21 juvenile probation officer receiving an official salary shall furnish a bond in the sum of not less
22 than two thousand dollars and approved by the judge of the juvenile court, conditioned for the
23 faithful discharge of the duties of his office. If such bonds are furnished by a surety company
24 licensed to transact business in the state, the premiums thereon shall be a county charge. In the
25 event the employees are included in a master bond pursuant to county regulations, the
26 individual bonds prescribed shall not be required.

27 Sec. 3. Title 41, chapter 11, Arizona Revised Statutes, is amended by adding article 5,
28 sections 41-1661 through 41-1667, to read:

29 ARTICLE 5. STATE AID FOR PROBATION SERVICES

30 41-1661. Minimum standards and plans

31 A. THE DIRECTOR OF THE DEPARTMENT OF CORRECTIONS SHALL CARRY
32 OUT THE PROVISIONS OF THIS ARTICLE. THE DIRECTOR MAY EMPLOY SUCH
33 ADDITIONAL STAFF AS MAY BE REQUIRED TO CARRY OUT THE PURPOSES OF
34 THIS ARTICLE.

35 B. THE DEPARTMENT OF CORRECTIONS SHALL IN NO WAY ABROGATE THE
36 AUTHORITY OF THE COUNTIES TO DETERMINE PROBATION METHODS. THE
37 DEPARTMENT OF CORRECTIONS SHALL NOT ASSUME RESPONSIBILITY FOR THE
38 PROVISION OF PROBATION FOR ADULTS OR JUVENILES ON A COUNTY LEVEL,
39 EXCEPT AS PROVIDED IN SECTION 8-203, SUBSECTION D, PARAGRAPH 1.

40 C. THE DIRECTOR SHALL, AFTER CONSULTATION WITH EACH CHIEF
41 JUVENILE PROBATION OFFICER OR DIRECTOR OF COURT SERVICES, ESTABLISH
42 MINIMUM STANDARDS, APPROVE AND REVOKE PLANS AND ALLOCATE FUNDS
43 FOR JUVENILE PROBATION IMPROVEMENT PROGRAMS OPERATING UNDER THIS
44 ARTICLE.

45 D. THE DIRECTOR SHALL, AFTER CONSULTATION WITH EACH CHIEF ADULT

1 PROBATION OFFICER OR DIRECTOR OF COURT SERVICES, ESTABLISH MINIMUM
2 STANDARDS, APPROVE AND REVOKE PLANS AND ALLOCATE FUNDS FOR ADULT
3 PROBATION IMPROVEMENT PROGRAMS OPERATING UNDER THIS ARTICLE.

4 41-1662. Establishment of minimum standards

5 THE DEPARTMENT, AFTER CONSULTATION WITH THE CHIEF JUVENILE
6 PROBATION OFFICER OR THE CHIEF ADULT PROBATION OFFICER FOR EACH
7 COUNTY AND OTHER INTERESTED PARTIES, SHALL ADOPT AND PRESCRIBE
8 MINIMUM RULES AND REGULATIONS GOVERNING PROBATION IMPROVEMENT
9 PROGRAMS UNDER THIS ARTICLE AND SHALL PREPARE MINIMUM GUIDELINES
10 AND INSTRUCTIONS AS REQUIRED TO IMPLEMENT THIS ARTICLE. SUCH RULES
11 AND REGULATIONS SHALL BE ADOPTED IN ACCORDANCE WITH TITLE 41,
12 CHAPTER 6, ARTICLE 1.

13 41-1663. Submission of plan

14 ANY COUNTY DESIRING TO IMPROVE AND EXPAND PROBATION AND COURT
15 SERVICES, EITHER ADULT OR JUVENILE, MAY PREPARE AND SUBMIT A PLAN IN
16 ACCORDANCE WITH GUIDELINES ISSUED BY THE DEPARTMENT. SUCH PLAN
17 SHALL INCLUDE:

18 1. A DETAILED EXPLANATION OF STEPS TO BE TAKEN TO IMPROVE AND
19 EXPAND PROBATION AND COURT SERVICES, INCLUDING AN EXPLANATION OF
20 ANY METHODS OR TECHNIQUES TO BE EMPLOYED.

21 2. A SET OF MINIMUM STANDARDS WHICH SHALL STIPULATE THAT:

22 (a) NO PROBATION OFFICER EMPLOYED UNDER THIS ARTICLE SHALL HAVE
23 SUPERVISION OF MORE PERSONS THAN THE RULES AND REGULATIONS OF THE
24 DEPARTMENT SHALL SET FOR MAXIMUM EFFICIENCY, REFLECTING THE
25 VARYING CHARACTERISTICS AND REQUIREMENTS OF THOSE ON PROBATION.

26 (b) ALL PROBATION OFFICERS BEING FUNDED BY THIS ARTICLE SHALL
27 HAVE AT LEAST A BACHELOR'S DEGREE FROM AN ACCREDITED COLLEGE OR
28 UNIVERSITY, WITH PREFERENCE IN EMPLOYMENT BEING GIVEN TO THOSE
29 INDIVIDUALS WHO HOLD A DEGREE WITH A MAJOR IN THE BEHAVIORAL
30 SCIENCES, OR SHALL HAVE SERVED AS A PROBATION OFFICER IN THIS STATE
31 FOR AT LEAST THREE CONSECUTIVE YEARS PRIOR TO EMPLOYMENT UNDER THE
32 TERMS OF THIS ARTICLE OR AS SET FORTH IN THE RULES AND REGULATIONS OF
33 THE DEPARTMENT.

34 (c) ALL PROBATION OFFICERS BEING FUNDED UNDER THIS ARTICLE SHALL
35 DEVOTE THEIR ENTIRE TIME TO CARRYING OUT THE PROVISIONS OF THIS PLAN.

36 3. A DETAILED BUDGET WITH JUSTIFICATION, INCLUDING STIPULATIONS AT
37 THE OPTION OF THE COUNTIES, THAT:

38 (a) A PORTION OF FUNDS RECEIVED UNDER THIS ARTICLE MAY BE USED AT
39 THE OPTION OF THE COUNTY TO ASSIST COUNTY JAIL SYSTEMS, AS MAY BE SET
40 FORTH IN THE RULES AND REGULATIONS OF THE DEPARTMENT.

41 (b) A PORTION OF FUNDS RECEIVED UNDER THIS ARTICLE MAY BE USED AT
42 THE OPTION OF THE COUNTY FOR PRE-SENTENCE INVESTIGATIONS, AS MAY BE
43 SET FORTH IN THE RULES AND REGULATIONS OF THE DEPARTMENT.

44 (c) EXCEPT AS SPECIFIED IN SUBDIVISIONS (a) AND (b) OF THIS PARAGRAPH,
45 FUNDS APPROPRIATED UNDER THIS ARTICLE SHALL NOT BE USED TO REPLACE

1 FUNDS FOR EXISTING CORRECTIONAL PROGRAMS, BUT MAY BE USED TO EXPAND
2 EXISTING PROGRAMS WHICH ARE AIMED AT REDUCING THE IMPACT OF CRIME
3 UPON THE STATE.

4 (d) FUNDS APPROPRIATED UNDER THIS ARTICLE SHALL NOT BE USED TO
5 ERECT, REPAIR, REFURBISH, OR REDESIGN BUILDINGS OR OTHER REAL
6 PROPERTY OF ANY KIND.

7 4. A PLAN FOR EVALUATION, INCLUDING:

8 (a) A STATEMENT OF THE EXPECTED RESULTS OF SUCH PROGRAM,
9 INCLUDING BUT NOT LIMITED TO, THE MEASUREMENT OF THE REDUCTION OF
10 COMMITMENTS TO STATE CORRECTIONAL INSTITUTIONS,

11 (b) THE METHODS AND CRITERIA WHICH WILL BE USED TO MEASURE
12 SUCCESS, AND

13 (c) THE STATISTICAL DATA WHICH WILL BE NECESSARY TO PROVIDE A BASIS
14 FOR SUCH EVALUATION.

15 41-1664. Approval and revocation of plans

16 UPON APPROVAL OF A COUNTY PLAN, THE DEPARTMENT SHALL ENTER INTO
17 A FUNDING AGREEMENT WITH THE COUNTY, AND SHALL MAKE QUARTERLY
18 PAYMENTS TO THE COUNTY AS NECESSARY TO CARRY OUT THE AGREEMENT.
19 DURING THE PERIOD OF THE AGREEMENT THE DEPARTMENT SHALL
20 CONTINUALLY MONITOR THE PROGRAM AND TAKE APPROPRIATE ACTION TO
21 CORRECT ANY DEVIATION FROM THE SUBMITTED PLAN OR THE LAWS,
22 REGULATIONS AND GUIDELINES GOVERNING THE PROGRAM INCLUDING, BUT
23 NOT LIMITED TO, SUSPENSION OF PAYMENTS, WHERE THERE IS AN
24 UNACCEPTABLE DEVIATION, OR UPON SUBSTANTIAL EVIDENCE THAT
25 CONTINUATION OF A PROGRAM WILL NOT CARRY OUT THE INTENTION OF THIS
26 ARTICLE, THE DEPARTMENT MAY REVOKE THE FUNDING AGREEMENT AND
27 REQUIRE THE COUNTY TO SUBMIT A NEW PLAN.

28 41-1665. Continued allocation of funds

29 BEFORE THE CONCLUSION OF EACH FISCAL YEAR, EVERY COUNTY
30 OPERATING A PROGRAM UNDER THIS ARTICLE SHALL SUBMIT TO THE
31 DEPARTMENT AN EVALUATION REPORT DESCRIBING THE PROGRAMS AND
32 ACCOMPLISHMENTS OF THE PROGRAM. IF, IN THE JUDGMENT OF THE
33 DEPARTMENT, THE PROGRAM IS SUCCESSFUL OR HAS SHOWN REASONABLE
34 PROMISE OF BEING SUCCESSFUL, THE DEPARTMENT MAY CONTINUE SUCH
35 FUNDING. IF THE PROGRAM HAS NOT SHOWN REASONABLE SUCCESS AS AGREED
36 TO IN THE FUNDING AGREEMENT, THE DEPARTMENT SHALL REQUIRE
37 SUBMISSION OF A NEW PLAN OR MODIFICATION OF THE EXISTING PLAN AS A
38 CONDITION OF CONTINUED FUNDING.

39 41-1666. Allocation of funds

40 A. FUNDS APPROPRIATED UNDER THIS ARTICLE IN ITS FIRST FISCAL YEAR
41 SHALL BE APPORTIONED TO THE COUNTIES IN PROPORTION TO THEIR
42 POPULATIONS AS ESTIMATED BY THE MOST RECENTLY AVAILABLE CENSUS
43 FIGURES.

44 B. FUNDS APPROPRIATED UNDER THIS ARTICLE IN SUBSEQUENT YEARS
45 SHALL BE APPORTIONED TO THE COUNTIES BY EITHER OF TWO METHODS, AS

1 FOLLOWS:

2 1. A BASIC PROBATION SUBVENTION FOR THE COUNTIES SHALL BE IN
3 PROPORTION TO THEIR POPULATION AS ESTIMATED BY THE MOST RECENTLY
4 AVAILABLE CENSUS FIGURES, OR

5 2. A PERFORMANCE PROBATION SUBVENTION SHALL BE COMPUTED FOR
6 EACH COUNTY SEPARATELY, BASED UPON THE REDUCTION OF COMMITMENT OF
7 PERSONS TO STATE CORRECTIONAL INSTITUTIONS DURING THE PRECEDING
8 YEAR, BY THE FOLLOWING FORMULA:

9 (a) A BASE COMMITMENT RATE FOR EACH COUNTY SHALL BE CALCULATED
10 BY COMPUTING THE RATIO OF COMMITMENTS TO THE COUNTY POPULATION AND
11 A RATE PER TEN THOUSAND POPULATION FOR EACH OF THE CALENDAR YEARS
12 1969-1973 SHALL BE ESTABLISHED. THE AVERAGE OF THE LAST TWO YEARS OF
13 THAT COUNTY FOR THE FIVE-YEAR PERIOD OR THE AVERAGE OF THE FIVE-YEAR
14 PERIOD, WHICHEVER IS HIGHER, SHALL BE THE BASE COMMITMENT RATE, AS
15 CERTIFIED BY THE DEPARTMENT OF CORRECTIONS. IF THE RATE IS LOWER THAN
16 FOUR COMMITMENTS PER TEN THOUSAND POPULATION, THE RATE IS
17 ESTABLISHED AT FOUR. IF SUCH RATE IS HIGHER THAN TEN, THE RATE IS
18 ESTABLISHED AT TEN.

19 (b) AN ANNUAL COMMITMENT RATE FOR EACH COUNTY SHALL BE
20 CALCULATED BY COMPUTING THE RATIO OF COMMITMENTS TO THE COUNTY
21 POPULATION PER TEN THOUSAND POPULATION FOR THE PRECEDING YEAR, BY
22 THE SAME FORMULA AS USED FOR THE BASE COMMITMENT RATE.

23 (c) THE COMMITMENT REDUCTION NUMBER FOR EACH COUNTY SHALL BE
24 COMPUTED BY SUBTRACTING THE ANNUAL COMMITMENT RATE FROM THE BASE
25 COMMITMENT RATE.

26 (d) THE PERFORMANCE PROBATION SUBVENTION SHALL BE THE
27 COMMITMENT REDUCTION NUMBER MULTIPLIED BY THREE THOUSAND DOLLARS.

28 3. THE AMOUNT OF THE PERFORMANCE PROBATION SUBVENTION SHALL BE,
29 WHICHEVER IS HIGHER, EITHER:

30 (a) THAT COUNTY'S BASIC PROBATION SUBVENTION, OR

31 (b) THAT COUNTY'S PERFORMANCE PROBATION SUBVENTION.

32 4. WHENEVER A CLAIM BY A COUNTY MADE PURSUANT TO THIS ARTICLE
33 COVERING A PRIOR YEAR IS FOUND TO BE IN ERROR, AN ADJUSTMENT MAY BE
34 MADE IN A CURRENT CLAIM WITHOUT THE NECESSITY OF APPLYING THE
35 ADJUSTMENT TO THE ALLOCATION FOR THAT PRIOR YEAR.

36 5. PRIORITY FUNDING SHALL BE GIVEN TO THE BASIC PROBATION
37 SUBVENTION. PERFORMANCE PROBATION SUBVENTIONS SHALL BE APPORTIONED
38 AS APPROPRIATIONS PERMIT.

39 41-1667. Use of funds

40 IN THE INITIAL YEAR OF OPERATION OF THIS ARTICLE, NO MORE THAN TEN
41 PER CENT OF THE FUNDS APPROPRIATED MAY BE USED FOR THE
42 ADMINISTRATIVE COSTS OF ITS OPERATION BY THE DEPARTMENT OF
43 CORRECTIONS. IN ALL SUBSEQUENT YEARS THERE MAY BE USED FOR THE
44 ADMINISTRATIVE COSTS OF CARRYING OUT THE PROVISIONS OF THIS ARTICLE
45 EITHER OF THE FOLLOWING AMOUNTS, WHICHEVER IS HIGHER:

- 1 1. FIVE PER CENT OF FIVE HUNDRED THOUSAND DOLLARS, OR
- 2 2. FIVE PER CENT OF THE SUM OF PAYMENTS TO ALL COUNTIES, INCLUSIVE
- 3 OF BASE PROBATION SUBSIDIES AND PERFORMANCE PROBATION SUBVENTIONS.

4 Sec. 4. Appropriations; purpose

5 The sum of five hundred thousand dollars is appropriated to the department of
6 corrections for the initial year of the operation of this act for the purpose of carrying out its
7 provisions.

END