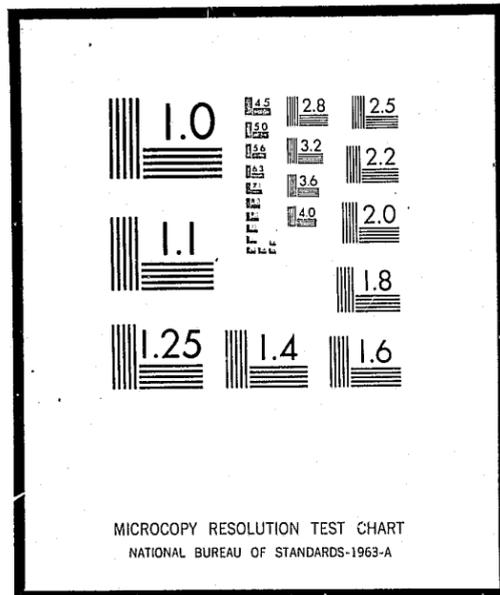


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REGION 5

Missouri

Field Review Report

Project: Home Detention Program Grant Award; \$184,000

Project Number: S-MP36-72-c2 Subgrant Period: 12/1/72/ to 12/1/73

Subgrantee: Juvenile Division - Project Director Mr. Earl R. Baldwin
22nd Judicial Circuit

Date of Report: October 16, 1973 Authorized Official: Judge Gary M. Gaertner

Prepared by: Bob Taylor, Program Analyst
Dan Joyner, Fiscal Officer
Kathryn Ratcliff, Evaluation Analyst

SCOPE OF REVIEW

This review consisted of surveys of fiscal and programmatic records, limited tests of project records, and interviews with key personnel. The overall objectives of the field review are:

1. To review program and fiscal operations for compliance with LEAA, MLEAC, Region 5 requirements and compliance with the provisions of the approved subgrant.
2. To determine that the project is conducted in an economical and efficient manner and that project objectives are met.
3. To determine if administrative and financial controls are adequate to provide accurate and reliable operating and financial reports required for project management and evaluation.

The field work for the review commenced September 19, 1973.

Project personnel contacted included Mr. Earl Baldwin and Mr. John Pullman.

15763

BACKGROUND INFORMATION

A. The Specific Objectives of the Home Detention project are:

1. To keep the youths assigned to the project as trouble free and as available to the court for further study as those in the Detention Center.

2. To provide an intensive type of supportive supervision to the youths assigned to the program.
3. To provide a liason with the youths, their parents, the schools, and other appropriate community services.

B. The selection criteria used in assigning youths to the Home Detention project are:

1. The child has a home, either real or surrogate to which he may return;
2. The parents will, at a minimum, not be restrictive to close supervision;
3. The offense is not of a notorious or heinous nature which would render the child unacceptable to the community;
4. There is a Community Youth Leader (CYL) available who can take another case;
5. The location of the youths will not offer a geographic impediment to close supervision.

C. Modification of Grant Activities

The subgrant application as written and approved contains the following statements as to the operation of the program.

1. The Home Detention proposal seeks to demonstrate that it is both practical from (1) an operational point of view and (2) economical from a financial point of view to place youths, who would otherwise be detained in a secure facility, under the supervision of a "Home Detention Worker," whose maximum assignment will be five detainees, would be free from all other duties and responsibilities to work with his wards.
2. Using 14 Community Youth Leaders with a caseload of five juveniles each, the total normal caseload of the project is 70.
3. The CYL's will keep in daily contact with the youth, his parents, teachers, the police, and any others who are significant in his life. In addition, the CYL will attempt to involve the youth in constructive activities which would be aimed at assisting the youth in making a more adequate adjustment.
4. The Community Youth Leaders (CYL's) will have an ordinary limit of five (5) youths per person. The CYL's will have no prescribed hours of work and have no office. He would only have his car and be reimbursed for his mileage.
5. The time the CYL will spend with each offender is determined by individual need; however, a minimum of twelve hours weekly is a requisite. Maximum contact is further accomplished through group-type activities.
6. "Intensive Supervision" includes a minimum of three daily "eyeball" contacts at home or school by the CYL. Activities supervised are both informal (daily, normal life situations) and formal (i.e., formal recreation activities, drum and bugle corps., group counseling sessions, and church activities where possible.

The concept of Home Detention was expanded in several directions. Below are listed some of the program modifications that were not included in the approved subgrant application. Source: Special Report - Realignment and Assignment of Home Detention Program Staff - 3/21/73.

1. The Court on a limited selective basis began placing children under post-trial supervision into the program. This modification of the program appeared less expensive than employment of additional "highly trained" Probation Officers and supportive staff persons, and could be carried out without increased funding. Additionally, caseloads can be increased to ten (10) cases per worker over the present maximum of five (5) cases per worker.
2. Certain designated staff of the Home Detention program were assigned to the Probation Department and will work specifically in the supervision units of the Court's three Branch Offices. The CYL's will be assisting in post-dispositional services to youth placed on official court supervision who are in need of the highest structure and control. Each branch office will have two (2) Community Youth Leaders assigned to provide additional intensive supervision of youth who have been placed on suspended commitment to the Missouri State Training School for Boys (Booneville).
3. The Community Youth Leaders will be administratively responsible to the Director of the Home Detention program but will be directly supervised and evaluated by the Branch Office Supervisor.
4. The Home Detention Worker will be quartered in the Branch Offices and will basically use the same general work hours as other Court Staff. However, flexibility of hours must be considered as often the Home Detention Worker may be called upon to maintain alert supervision at hours other than the normal 9 to 5 time period.
5. The Home Detention Program Worker will be assigned a maximum of 10 cases each. It can be assumed that they all also involve youth with serious charges or "stranger to stranger" type offenses that will require the most intensive type of supervision.
6. It will be the responsibility of the Home Detention Supervisor to provide performance evaluations of the CYL's in the branch offices, taking into account those observations of the Supervisor, Unit Supervisor, and the D.J.O.
7. Monthly mileage reports (for those workers assigned to the field units) will be submitted through the Unit Supervisor for initial and signed approval to the Home Detention Supervisor.
8. The Home Detention Worker shall be accepted as a regular member of the Branch Office Staff and is to participate in all meetings, activities, etc. as designated by the Unit Supervisor and/or administration.

In addition to assigning the CYL's to post trial supervision and assigning them to the Branch Offices, two additional program modifications have been implemented.

1. The Juvenile Court has instituted a work program for youths on probation, and the Community Youth Leader(s) attached to the unit are responsible for the supervision of from 6-10 probationers during each four (4) hour period of work.
2. The Home Detention Program sponsored in conjunction with the St. Louis Juvenile Court and Detention Center an activity and recreation program which included:
 - A) The formation of 4 softball teams,
 - B) had a picnic,
 - C) had three field trips to the Cardinal Baseball games at Busch Stadium, and
 - D) participated in a swim party at the Page Park YMCA.

FINDINGS

A. Significant Activities Implemented

1. For the period January 1, 1973, to August 31, 1973, the Community Youth Leaders supervised 514 pre-adjudication cases.
2. For the same period as noted in item one above, 158 post-adjudication cases were supervised by the Community Youth Leaders.
3. Termination of the pre-adjudication cases during the time period March-August numbered 400 cases and were for the following reasons:

	Number	%
Placed on Probation	31	7.6
Committed to State Institution	62	15.5
Committed to County Institution	0	0
Case Dismissed by Court	219	54.7
Returned to Detention by CYL	28	7.0
Released from Program by Probation Office	6	1.5
Committed New Offense while in the Program	3	.8
Warrant Refused	49	12.3
Group Home Placement	1	.3
Consent Decree	1	.3

4. Three (3) of these cases which were terminated in item 3 above were because a new offense was committed while the youth was in the Home Detention Program. This represents .8% of the total cases supervised.

B. Below are listed areas of deficiencies in the programmatic operation requiring clarification or corrective action.

1. Utilization of Manpower

Attachment A indicates the organizational structure before the implementation of the post-adjudication activities and attachment B indicates the implied organizational structure after the implementation of the post-adjudication supervision.

As a result of the programmatic adjustments which produced the supervision of post-adjudication cases, the number of youths supervised per community youth leader is more than the maximum of five as stipulated

in the approved subgrant application and in the case of those Community Youth Leaders who have been assigned with a Field Unit the maximum caseload of 10 as stipulated in the special report dated March 21, 1973, has been exceeded. Attachment C lists the caseloads for the Home Detention House staff and probation staff as of September 26, 1973.

The approved subgrant application stipulates that the Community Youth Leaders will provide "Intensive Supervision" that involves a minimum of three daily "eyeball" contacts at home or at school. The application also states that the time the CYL will spend with each offender is determined by individual need; however, a minimum of twelve hours weekly is a requisite. The addition of post-supervision cases to the Home Detention Program resulted in the following:

Contact Information (Eyeball contacts)

We examined information on entrants to the program March through June, 1973. We have contact info. on 231 of 259 entrants.

Findings:

1. In only one case did a program enrollee have at least one day in which the number of eyeball contacts with CYL's was three or greater.
2. The 231 participants represented 3301 child care days in the program, and they had had 2048 eyeball contacts with CYL's. Thus the average number of eyeball contacts per child care day is .620, considerably less than the expected three specified in the grant.

Another major problem which could result in confusion and conflicting lines of authority is the apparent direct line supervision of the Community Youth Leader by the Field Unit Supervisors (Probation Staff) and the Project Director (Detention Staff). The Special Report concerning the Realignment and Assignment of the Home Detention Program Staff dated March 21, 1973, states:

- a. The Community Youth Leaders will be administratively responsible to the Director of the Home Detention Program but will be directly supervised and evaluated by the Branch Office Supervisors.
- b. It will be the responsibility of the Home Detention Supervisor to provide performance evaluations of the Home Detention Workers in the Branch offices, taking into account those observations of the Supervisor, Unit Supervisor, and the Deputy Juvenile Officer.

Attachment B illustrates the organizational chart by interpretation of the above listed paragraphs. Community Youth Leaders assigned to the field units are technically responsible to the Project Director of the Home Detention Program, but they also are supervised on a direct line basis by the Field Unit Supervisors. This is a very unusual and a confusing situation in that one employee technically is supervised by two individuals and those individuals represent two separate disciplines, detention and probation.

Another possible problem with the new organization that will be discussed is the possible under-utilization of the supervisory staff. As illustrated in attachment A, each of the Home Detention Supervisors were responsible for the supervision of seven community youth leaders. Under the present organization, six of the fourteen community youth leaders are assigned to the field units and the majority of their supervision is provided by the field unit supervisors. Furthermore, one of the Home Detention Supervisors is working primarily in the area of special projects (i.e., recreation and work programs), and only a minimal amount of his time is expended supervising the Community Youth Leaders. Lastly, the grant provides for two secretaries and one of the secretaries major responsibility is the preparation of the daily detention population report. Approximately 50% of this report is related to the Home Detention Program.

2. Duplication of Programs

At present, the St. Louis City Juvenile Court is the subgrantee for two additional projects which are designed as follows:

a. Deputy Juvenile Officer Aide S-MP29-72-c2

There is a definite need to increase the intensity and effectiveness of the supervision or probation process by increasing contacts with youth and upgrading the surveillance and control aspects within the probation process.

Employ twelve (12) Deputy Juvenile Officer Aides to work fifteen (15) hours per week.

Function - To assist the Deputy Juvenile Officers in the following manner:

Primary

- (1) Monitor adherence to the general and specific rules of supervision including daily school and/or work attendance; compliance with restrictions relative to associates and places designated "off limits" and compliance with instructions as to restitution payments.
- (2) Provide brief written reports of weekly contacts and observations to the Deputy Juvenile Officer and Supervisor.

Secondary

- (3) Assist in acquiring information for background investigations.
- (4) Provide transportation of youths to appointments of various nature.
- (5) When situation warrants, provide close surveillance and control of youth as an alternative to detention prior to the Court hearing.

It is projected that each aide will be assigned 15 supervision cases, thereby providing services to 180 youths within a six month-period. Largely services of the aides would be utilized for the initial intensive three-

month period of supervision, with emphasis on those youths under suspended commitments.

b. Special Probation Services V-AC43-73-c2

This program was designed to focus on two problem areas: (a) lack of adequate mental health service - both diagnostic and treatment - for children coming to the attention of the court, and (b) the need for alternatives to institutional placement. Below are listed the specific objectives which focus on the alternatives to institutional placement.

- (1) Accept for intensive supervision 140 of the "highest risk" cases in the Court, diverting them from institutions without undue risk to the community. This means an average of 20 cases per Special Deputy Juvenile Officer (currently 15) averaging one year in treatment.
- (2) Maintain the Supervisor and 7 Special Officers of the Diagnostic-Treatment Unit to provide intensive supervision for high risk cases. Increase their average caseload from 15 to 20 through greater use of aides and students to assist in contacts.

The above-listed objectives for the Special Probation Services and the Deputy Juvenile Officer Aide grants are very similar to the present operations of the Home Detention Program. It must be pointed out that each of the grants are operated by a separate section in the juvenile court:

Home Detention Program - Detention
 Deputy Juvenile Officer Aide - Probation
 Special Probation Services - Diagnostic/Treatment Center

3. Cost Effectiveness of Home Detention Program

One of the major objectives of the Home Detention Program is to prove that it is both practical from an operational point of view and economical from a financial point of view to place youths in the Home Detention Program rather than secure detention. As stated earlier, the Home Detention Program was designed to provide supervision to pre-disposition youths. To compare the cost per child care day at present with the cost per child care day computed, January 31, 1973; December 1, 1972, and March 17, 1972, only the pre-disposition cases will be used.

a. Present Cost

Secure Detention
 72-73 Budget: \$688,440. For Jan.-April (4 mo.)=\$229,480
 73-74 Budget: \$946,175. For May-Aug. (4 mo.)=\$315,392

Months	Budget	Child Care Days	Cost per Day
Jan. thru April, 1973	\$229,480	10,929	\$20.99
May thru August, 1973	\$315,392	10,985	\$28.71

Home Detention
Phase II grant: \$245,659

During Jan.-August (8 months) two thirds of CYL time was spent on pre-disposition cases, one third on post-disposition. Thus, the pre-disposition HDP budget was estimated to be 2/3rds of the total of the 8 month amount of \$164,591, and hence to the \$110,276.

Months	Budget	Child Care Days	Cost per Day
Jan.-August	\$110,276	8,559	\$12.88
b. Dec. 1, 1972 to Jan. 31, 1973 ¹			
Home Detention Program		\$20.79 per child care day	
Secure Detention		\$20.76 per child care day	
c. July 1, 1972 to Dec. 1, 1972 ²			
Home Detention Program		\$ 9.48 per child care day	
Secure Detention		\$14.79 per child care day	
d. March 17, 1972 ³			
Home Detention Program		\$ 8.22 per child care day	
Secure Detention		\$17.54 per child care day	

¹St. Louis High Impact Unit - Preliminary Evaluation

²Ibid

³Research Analysis Corporation Evaluation

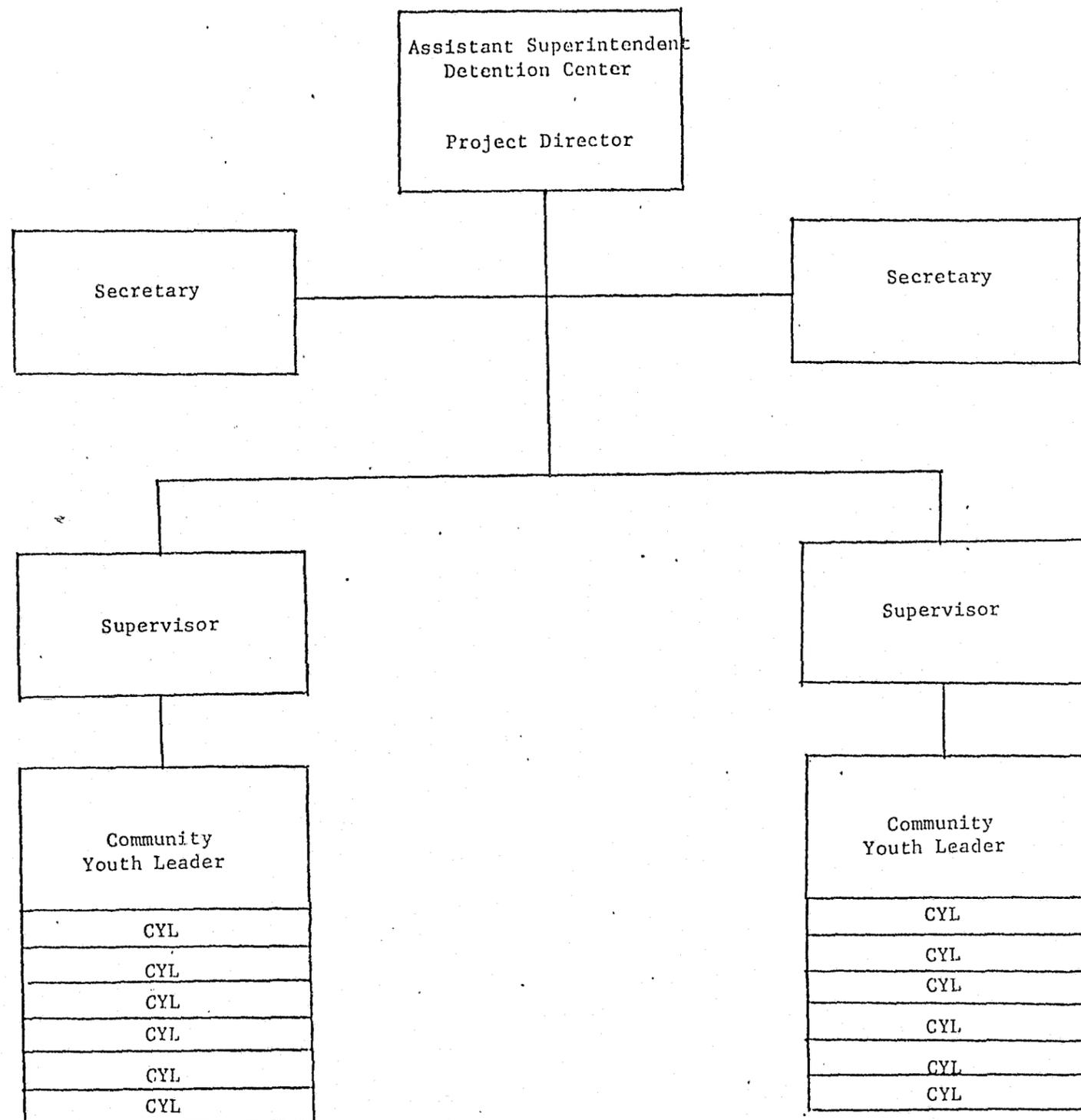
CONCLUSION

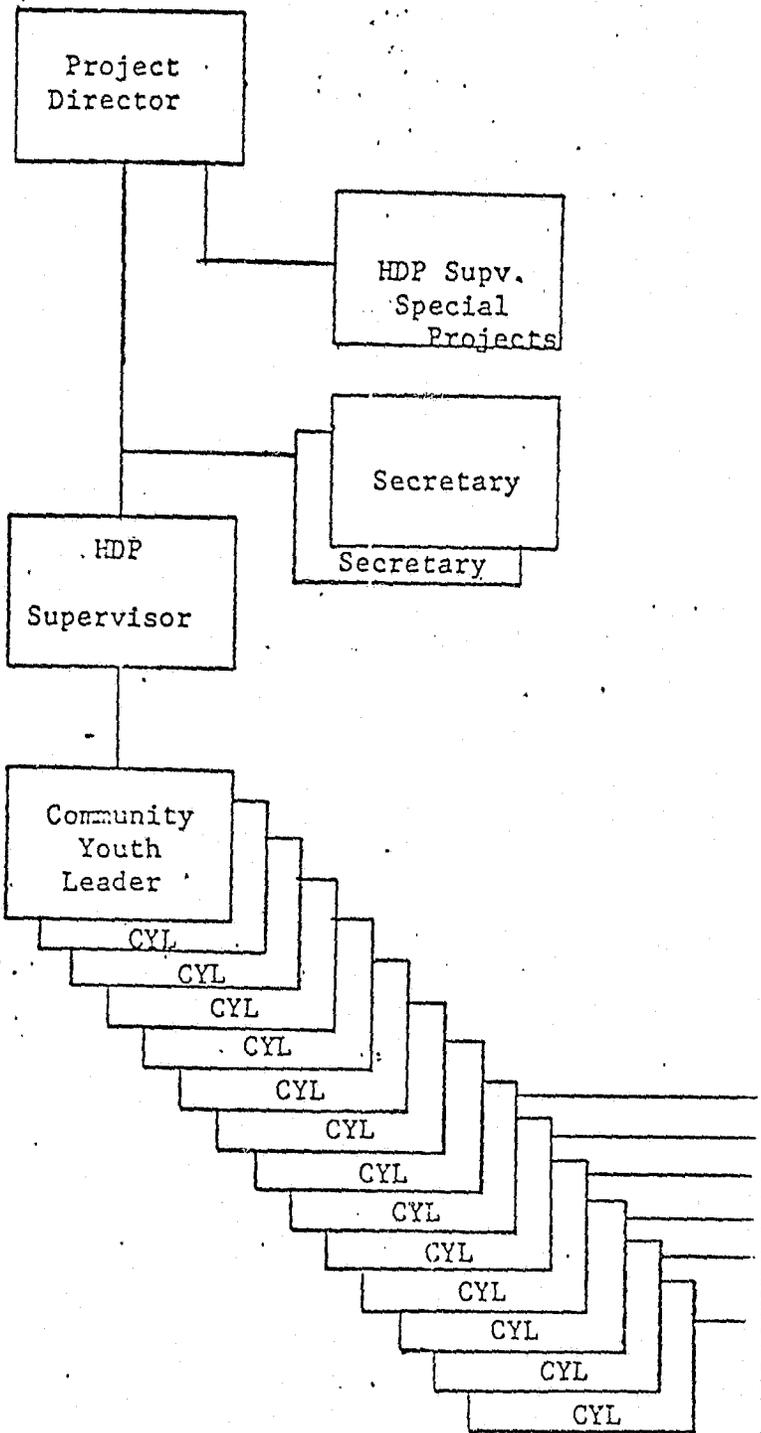
The Home Detention Program as presently operated represents a major deviation from the approved method of operation as presented in the application. A revised narrative submission requesting the programmatic changes must be submitted to justify those changes that have taken place in the program.

The operation of the Home Detention Program, if it is to remain as presently constituted, overlaps programmatically and administratively with both the Deputy Juvenile Aide Program and the Special Supervision Unit program. Consideration should be given to consolidating these programs under one administrative section rather than continuing the fragmented operations under which the programs are operated presently. This reorganization would possibly eliminate, without detrimental effect on the program, the number of supervisory personnel and lessen the cost of the programs.

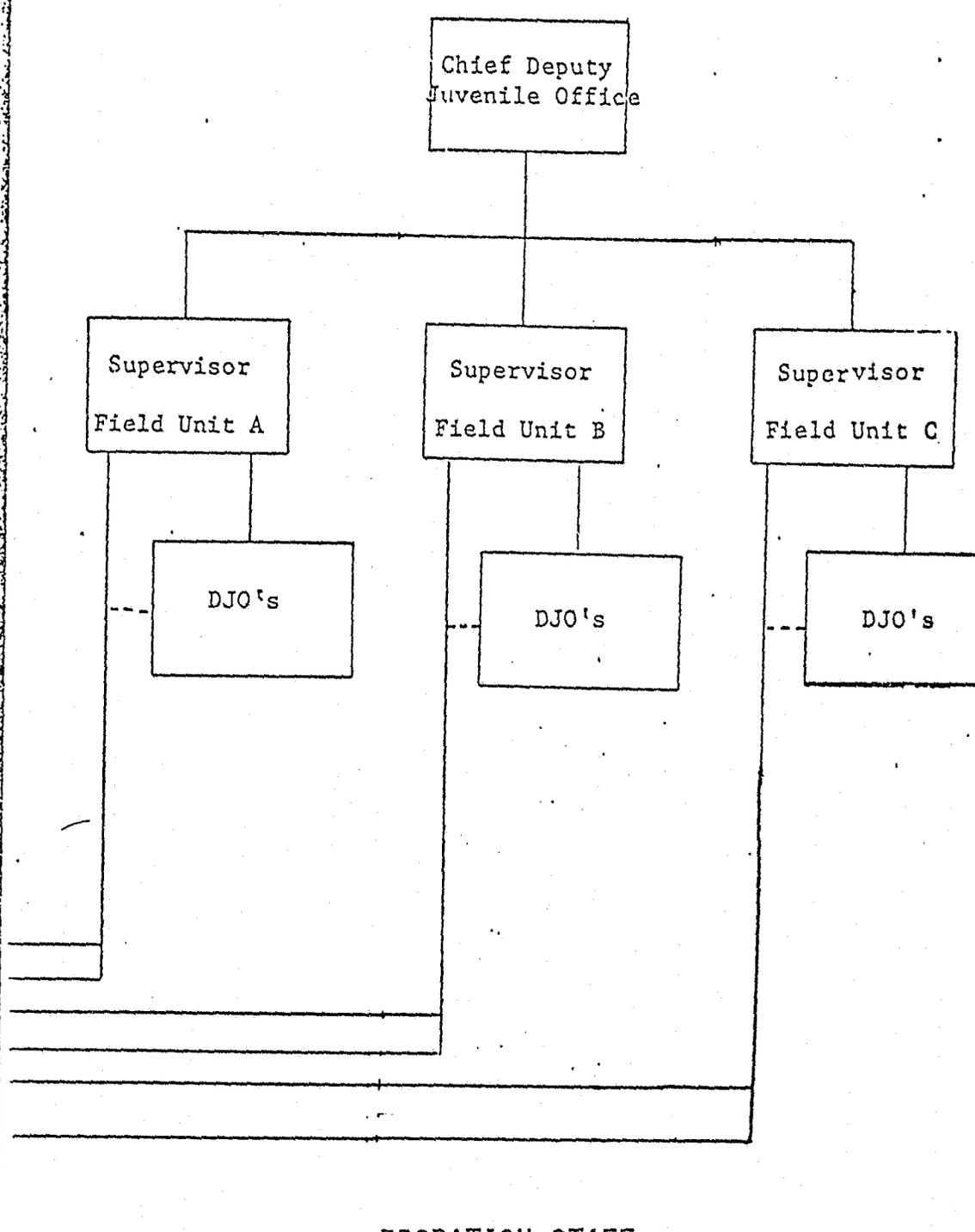
The present operations of the Home Detention Program contain both a work and recreation program. This is a major deviation from the approved application and this, along with increasing the caseload of the Community Youth Leaders, has resulted in less daily supervision and fewer "eyeball contacts" although the youths are supervised in group activities for greater periods of time. Consideration should be given to eliminating the recreation program and possibly the work program since the St. Louis Impact Program is funding the Police Youth Corps, Team Counseling-Hard Core Delinquents, and the Student Work Assistance Program which are primarily work/recreation related programs.

Further evaluation and possible recommendations will be forthcoming with the evaluation of the St. Louis High Impact Programs.





DETENTION STAFF



PROBATION STAFF

EVALUATION OF THE HOME DETENTION PROGRAM

Program House Staff

September 26, 1973

Community Youth Leader	Cases Assigned
James Barrett	9
Cornelius Pullman	0
Walter Rucker	11
Sherry Herring	2
Mark Boullion	3
Wesley Jackson	9
Joyce Johnson	8
Ferrell Petty	9
Unassigned	1

Post-Disposition Staff

Community Youth Leader	Cases Assigned
Unit A	
Robert Nicholson	13
Frank Howard	14
Sherry Herring*	1
Unit B	
Harold Lewis	19
Russell Newhouse	17
Unit C	
Barry Cannon	13
Lamar Howard	11
Ferrell Petty*	1

* Not assigned to a field unit.

The St. Louis City Juvenile Court's Home Detention Program began operation in 1971 but did not receive MLEAC funding until June 1972. This program was designed to work with youths in the predisposition stage of the judicial process. To be assigned to the program, a juvenile had to be both recommended by the Detention Hearing Officer and then approved by the Juvenile Court Judge. This assignment was in lieu of spending time in the Juvenile Detention Center awaiting court action on a referral. The program has since been expanded to provide supervision to juveniles after their court disposition. The bulk of this report, however, will be concerned with the pre-dispositional phase.

The objectives and potential benefits of the Home Detention Program (hereafter referred to as the HDP) examined by the evaluation study were:

1. To keep those youths assigned to the project as trouble free and as available to the Court as those in the Detention Center.
2. To provide an intensive type of supportive supervision to the youths assigned to the program, namely a minimum of three "eyeball" contacts (in-person visits) with each youth per day.
3. To provide a liaison between the youths, their parents, the schools, and other appropriate community services.
4. To provide an economical alternative to secure detention.
5. To reduce overcrowding in the Detention Center.

Because systematic records have been kept on the HDP since its inception, several comparisons can be made indicating trends in the project over time. In particular, profile information on age and most recent offense, average time spent in Secure Detention and the HDP, and reason for termination can be compared for several time periods.

I. PROFILE OF HOME DETENTION PROGRAM PARTICIPANTS

The population served by the HDP has remained just under 90 percent male (89.2, 88.5, and 88.4 respectively, for each evaluation period). The age distribution, however, has been shifting downward with each evaluation period. Analysis of Table 1 presented below indicates that the median age dropped from fifteen in the first two evaluation periods to fourteen for the current period (the current average age is 13.9). The cumulative percentages reflect this trend in yet another way: the percentage of the enrollees under fourteen years of age increased from 27.6 percent in the first evaluation period to 39.4 percent in the second and 55.0 percent in the third. This shift to a younger population may be due to a shift in the population referred to the Juvenile Court, or it may indicate that those assigned to the HDP have become an

increasingly young group compared to the entire detained group. The Evaluation Unit does not currently have sufficient information available to resolve this question.

TABLE I

AGE DISTRIBUTION OF HDP YOUTHS

Age	Entrants to HDP 9-30-71 to 7-1-72		Entrants to HDP 7-1-72 to 1-31-73		Entrants to HDP 1-1-73 to 8-31-73	
	Percent	Cumulative Percent	Percent	Cumulative Percent	Percent	Cumulative Percent
under 10			0.6		1.36	
10	1.6		1.5	2.1	3.31	4.67
11	.6	2.2	2.9	5.0	6.61	11.28
12	5.5	7.7	10.6	15.6	10.51	21.79
13	4.9	12.6	11.2	26.8	14.98	36.77
14	14.6	27.6	12.6	39.4	18.68	55.45
15	26.3	53.5	27.9	67.3	23.35	78.80
16	29.9	83.4	29.1	96.4	13.81	92.61
17	16.6	100.0	3.5	99.9	7.39	100.0
	N=308		N=340		N=514	

The evaluation periods referred to are : 9-30-71 to 7-1-72; 7-1-72 to 1-31-73 ; and 1-1-73 to 8-31-73 unless otherwise noted. The last two evaluation periods overlap by one month in which there were 44 entrants to the program.

The majority of youths in the program continue to have theft or assault as their most recent offense (see Table 2). There has been an increase in the fraction of youths with theft as their most recent offense, and a notable decrease in the fractions for runaways and auto theft. Again, it is unclear whether this represents a change in the general referral population or a change in the fraction of youths referred under each offense category who are assigned to the HDP.

TABLE 2

PERCENT OF YOUTHS ENTERING HDP BY MOST RECENT OFFENSE

	Entrants to HDP 9-30-71 to 7-1-72	Entrants to HDP 7-1-72 to 1-31-72	Entrants to HDP 1-1-73 to 8-31-73
Theft	29.5%	42.9%	49.9%
Assault	24.4%	22.1%	15.3%
Theft & Assault	-	1.8%	-
Runaway	21.4%	5.9%	5.9%
Auto Theft	12.0%	5.9%	2.7%
Arson	1.3%	3.2%	1.0%
Sex Crime	2.0%	2.1%	0.6%
Drugs	1.6%	1.2%	1.6%
Other	7.0%	15.0%	22.1%

The offense codes used by the HDP staff do not permit a separation of Impact and non-Impact crimes. To obtain a more detailed indication of the types of offenses committed and referral histories of juveniles assigned to the HDP, the complete referral history of a sample of 48 youths was examined. The results of this examination were interesting in light of the popularly held view that the juveniles assigned to the program are very unsophisticated kids in terms of the number of prior referrals each has. We currently have referral information on 44 of the 48. Of these, 24 had no referrals to the court prior to their current one. Twenty had had at least one prior referral; with the maximum number of prior referrals for a single juvenile being seven. For the group of 20 with prior referrals, the average number of prior referrals was 2.70. Six of the juveniles had had a prior Impact referral for a total of 8 Impact referrals and 19 had had non-Impact referrals for a total of 31 non-Impact referrals. These numbers indicate that the HDP has a fair number of juveniles with rather extensive referral histories. This high level of prior referrals is of note in later considerations regarding the small number of youths who committed an offense while on the Home Detention Program.

Examining the current referrals of these same 44 juveniles we found that 46 percent had Impact referrals, 43 percent had non-Impact referrals which would have been a felony or a misdemeanor had they been adults, and 11 percent had juvenile status referrals, neglect referrals, or traffic referrals. Again, the numbers indicate that the HDP participants are not exclusively juveniles who have committed only minor offenses.

The number of participants entering the HDP has increased considerably since early periods of grant operation, as shown in Table 3 below.

TABLE 3

MONTHLY ADMISSIONS TO THE HOME DETENTION PROGRAM

Time Period	Average Monthly Admissions to HDP
9-30-71 to 1-31-72	16
2-1-72 to 7-1-72	45
7-1-72 to 1-31-73	48.5
2-1-73 to 8-31-73	67

The number of days youths spend in Secure Detention prior to joining the HDP has been decreasing over time. This trend may reflect the decrease in the number of youths who are being referred to the Court and hence subject to detention, which could have an effect on the processing time for youths under detention. The average number of days in Secure Detention before joining the HDP for the period of 9-30-71 to 1-31-72 was 26; for the period 2-1-72 to 6-31-72 was 10; for the period 7-1-72 to 1-31-73 was 6.3; and for the period 2-1-73 to 8-31-73 was 5.8.

Figures on the average number of days in the HDP are available for two recent periods and indicate that the number of days in the HDP has also been decreasing. For the period July 1, 1972 to January 31, 1973 the average exceeded 36 days. For February 1, 1973 to August 31, 1973 the average is 18 days. This decrease in time spent in the program should be kept in mind when we reach the section indicating services the program has been able to provide, in that the short program participation time limits the feasibility of certain kinds of assistance the Community Youth Leader (CYL) might attempt.

II. PROGRAM SERVICES PROVIDED

The HDP seeks to 1) provide intensive supervision to youths in the program, 2) provide collateral contacts with parents, schools and other appropriate community agencies, 3) find jobs for enrollees, and 4) return them to school and to place them in special programs. We examined each of these areas of service.

A. Eyeball contacts. A rather idealistic goal of three daily contacts per juvenile was set by the project staff. The data for January to August 1973 indicates that this goal was hardly ever achieved. We found only 39 instances in which there were three or more contacts for a given juvenile in a single day, and only 34 instances in which two contacts were made. We examined the ratio of eyeball contacts to days in the HDP for each youth for whom we had contact data (N=414). Table 4 below indicates the percent of youths in each ratio range. For instance, almost one fourth (21.3 percent) of the youths were found to have from 0 to 0.40 eyeball contacts per day. The table shows that the large majority (84.1 percent) have 0.80 contacts per day or less, far short of the expected three a day.

TABLE 4

Percent of Youths with Given Ratio of Eyeball Contacts to Days in the Home Detention Program

Ratio of Eyeball contacts to Days in HDP	Percent of Youths
0 - 0.40	21.3%
0.41 - 0.80	62.8%
0.81 - 1.20	11.3%
1.21 - or more	4.6%
	<u>100.0%</u>

B. Collateral Contacts. In order to provide a liason with youths, parents, schools and other appropriate community agencies, CYLs were encouraged to make contacts with people other than the youths themselves. We found that the average number of such contacts per case was 35, or 2.04 per case day. The nature of the contacts was examined to determine if cases generally received collateral contacts across several categories of contact or if case contacts were generally limited to one or two categories of contact. The categories used were: parents, other relatives, school, neighbors, health service agencies, employers, job corps, and vocational training agencies. Table 5 indicates the number of different categories of contact which each juvenile received. The table shows that just over 60 percent of the cases received contacts in three or more categories.

TABLE 5

Number of Different Categories* of Contact For Each Juvenile

Number of Categories	Percent of Juveniles
0	1.0
1	14.1
2	24.2
3	40.5
4	17.7
5	2.2
6 or more	0.2

An examination of the percent of cases which had each different type of contact (see Table 6) demonstrated that the major types of contact were with parents and other relatives. Persons in several of the contact categories were rarely contacted.

TABLE 6

Percent of Juveniles with Each Different Kind of Contact

Type of Contact	Percent of Cases in Which At Least One Contact Occurred
Parents	90.0%
Other relatives	79.8%
Neighbors	28.5%
School	18.7%
Employer/potential employer	2.6%
Health Service Agency	1.7%
Vocational Training Agency	0.7%
Job Corps	0.2%

(N=417)

For instance, in 90.0 percent of the cases a parent was contacted whereas in only 2.6 percent of the cases was an employer or potential employer contacted.

Since parents and other relatives were contacted in such a high percent of the cases, we were interested in examining the fraction of collateral contacts which parent and other relative contacts represented for each youth. It could be that although in nearly all cases the parent and other relatives were contacted, they received a relatively small number of contacts.

TABLE 7

Parent and Other Relative Contacts as a Fraction of all Collateral Contacts

Fraction of Collateral Contacts which are with Parents or other Relatives	Percent of Youths
0 - .20	0.2
.21 - .40	6.3
.41 - .60	27.1
.61 - .80	27.1
.81 - 1.0	39.2

Table 7 indicates that in a large percent of the cases the majority of contacts were with parents and other relatives. It is possible that this concentration of contacts with parents and other relatives was an inadvertent outcome of attempts to contact the youth, that is, that the CYL went to the home in hopes of making a contact with the youth and instead was met by a parent or other relative. If this is the case, considerable energies of the CYL are apparently spent in trying to make contact with the youths.

The small percent of juveniles in Table 6 for whom contacts were made with an employer or potential employer, as shown, indicates very little job assistance has been provided by the program. In 23 cases, (out of 514), CYLs indicated they had helped the youth find a job. These numbers must be interpreted cautiously, however. The age distribution shown in Table 1 indicates that the program is dealing increasingly with youths who are not job candidates because they are too young.

C. Services Provided: Returning Youths to School, Enrollment in Special Programs. CYLs are instructed to attempt to enroll the HDP youths in appropriate programs and to help them return to school or stay in school. The evaluation examined CYL behavior in both of these areas, using activity reports routinely completed by CYLs. In 9.5 percent of the cases the CYL indicated that there was a referral made to another program. The offense history figures presented earlier for the sample of HDP youths, showed a wide variation in offense history--from virtually no offenses to very many. This would appear to qualify these youths for a wide range of programs (e.g. programs requiring first offenders, as well as those set up for "hard-core" delinquents).

The low percentage of youths referred to other programs might possibly be explained in several ways. For one, youths are in the program an average of 17.5 days, which gives the CYL very little time to determine the youth's needs and interests, and to find an appropriate program. Also, as shown later, most of the youths terminate from HDP either because a warrant is refused or the case is dismissed. The Court and the CYL at that time lose control over the youth and have no authority to require him to remain in the assigned program. Furthermore, the recreational program within the HDP was set up during the most recent phase of the program and it has, according to staff workers, cut down on referrals to other programs.

How effective were the CYLs in getting youths back into school or keeping them in school while they were in the HDP? Fifty-nine percent said they did so. The evaluation attempted to validate CYL claims that they helped a youth return to school, with attention to whether or not the youth was in school when he/she entered the HDP. It was found, as indicated in Table 8 below, that most of the attempts in this area were attempts to keep the youth in school, that is, they occurred among youths already in school, and not attempts to return youths to school.

TABLE 8

CYL Efforts to Improve School Attendance Behavior
Given by Youth's Original School Status

		<u>Did CYLs Help Youths Return To or Remain In School ?</u>		TOTAL
		NO	YES	
Was Youth in School When he Joined HDP?	YES	38	235	273
	NO	149	44	193
TOTAL		187	279	466

Thus, of those in school when they joined the HDP (273), 235, or 86.1 percent, were helped to remain in school while of those not in school when they joined the HDP (193) only 22.7 percent (44) were helped to return. It may be that it is extremely difficult to help a youth return to school and the limited time the youth is in the HDP largely precludes this, while facilitating behaviors to help a youth stay in school are more realistic within the time the CYL usually has to work with the youth.

Narrative CYL activity records were examined for a sample of youths to determine what kind of supportive documentation existed in cases in which the CYL had indicated that he had helped the youth return to or remain in school. There were 46 cases in the sample in which the CYL had indicated that he had so helped a youth. In 24 of these cases we could find no such narratives in the youth's file. In the remaining 22 cases, there were 10 instances in which there was no mention of school in any narrative, 8 mentioned school but did not indicate any facilitating behavior by the CYL, and in only 4 cases did the CYL indicate specifically how the youth had been helped. These figures may not indicate that the CYL did not help the youths but if such assistance is being given it certainly is not being recorded by the CYLs. Since liaison work with schools and help in improving school attendance were important aspects of the program, such efforts should be noted in the records as they occur.

III. PERFORMANCE OF HDP YOUTHS

The HDP set several goals for the youths involved in the program. The principal ones were: to keep youths as trouble free and as available to the Court as those in Secure Detention; to have a rate of absconding from the program of 5% or less; to have 5% or fewer complaints regarding the youths behavior from parents; and to have 5% or fewer complaints from schools. Reported below are current evaluation period results,

It was found that only 20 youths, or 4 percent, had absconded from the program. Of these, 3 were in group homes and ran from them. Complaints were received from parents in 32 cases and from schools in 35 cases, with an overlap of 19 cases in which both parents and school complained about the youth's behavior. The resulting percentages are 6.6% for complaints from parents, and 7.2 percent for complaints from school officials, both slightly high in comparison to project goals.

To examine whether or not the youths remained as trouble free as those in Secure Detention, records of incidents occurring in Secure Detention and records of new violations occurring while youths were on HDP were examined*. It was realized that the reporting rate for offenses occurring in Secure Detention is likely to be near 100 percent, while that for youths on the HDP would be much less. There were only 4 instances in which HDP youths committed a new offense. This represents 0.77 percent of the entrants to the program, or .0005 offenses per child care day. None of the offenses were Impact offenses. In the Secure Detention facility there were 96 incidents involving 152 different youths. Some youths were involved in more than one incident; the total number of youth incidents was 162. The offense rate relative to the number of admissions to Secure Detention was 6.96 percent, or .007 offenses per child care day. The incidents included 89 youths involved in fights, 34 involved in assaults, and 6 involved in attempted escapes, clearly not offenses of a purely minor nature. It is interesting to note that many of the youths involved in offenses while in the Secure Detention facility were later placed in the HDP. Namely, 30 of the 152 youths were placed in HDP, including 21 percent of those who had been involved in fights and 15 percent of those who have been troublesome before, an impressive finding given the relatively trouble free experience of the HDP.

* It was not possible to obtain comparative numbers on offenses during detention for control groups such as youths released to parents, or youths similar to HDP youths in age, sex and prior referral history, as outlined in the Evaluation Component. This was because it proved to be practically impossible to designate such populations using information in the Juvenile Court Computer Information System. At present, information indicating to whom a child is released is not available on the computer for the time period of interest and prior referral histories at the end of the 1960's and beginning of the 1970's are not sufficiently reliable to be valid for these purposes.

The rate at which HDP youths attended their court hearings and appointments was also examined. It was found that the percentage was 99 for both hearings and appointments. It was not possible to obtain similar data for Secure Detention youths, but it was generally felt by Detention staff that the attendance rate would be perfect, save for those who escaped from the facility. The rate attained by the HDP seems to indicate that they are quite successful in keeping their youths available to the Court for further study or adjudication.*

Data regarding reasons for termination from the HDP are available for the three evaluation periods. Termination reasons which can be considered program failures, namely, "Return to Detention" and "Committed a New Offense," have seen a relative decrease in each evaluation period. Table 9 below gives specifics.

TABLE 9

	Terminations from HDP		
	First Evaluation Period	Second Evaluation Period	Current Evaluation Period
Normal Court Disposition (warrant refused, case dismissed, committed or referred to an Institution)	73.8%	90.1%	93.0%
Returned to Detention	21.0%	7.2%	6.0%
Committed a New Offense	5.2%	2.7%	1.0%
	(N=252)	(N=334)	(N=509)

New offenses committed during this evaluation period were: tampering with an auto, riding in a stolen auto (2 youths), and driving an auto without the owner's consent. None are of a serious nature, in contrast to Impact offenses committed during the previous evaluation period.

A large majority of youths terminated during the current evaluation period because warrants were refused or their cases were ultimately dismissed. (This occurred in 359 cases, which represents 70 percent of all terminations, and 76 percent of the cases terminated by a normal court disposition.) This is an interesting figure in that the program is providing an alternative to Secure Detention for a large percent of youths who ultimately have their cases dismissed by the Court. This appears to be an appropriate diversion from the security and restrictions of the Detention Center. It should be noted, however, that it is possible that the youth's selection for and involvement in the HDP may affect the Court's ultimate decision in the case. For example, HDP-supplied information regarding the youth's adjustment and behavior in the community during the pre-adjudication period may have disposed the Court to use less severe methods of handling some cases.

* It should be noted that a considerable number of youths never had court appointments or court hearings. In particular, 376 youths had no appointments and 78 had no hearings. Of those with appointments, 98% made all appointments, and of those with hearings 98% made all hearings.

IV. HOME DETENTION AS AN ECONOMICAL ALTERNATIVE TO SECURE DETENTION, AND ONE WHICH REDUCES THE OVERLOAD IN SECURE DETENTION.

The HDP seeks to provide services to youths as an economical alternative to Secure Detention. In previous evaluations of the HDP, most notably that completed by the Research Analysis Corporation, a comparison of average daily costs was made using the Secure Detention Budget divided by the child care days provided in Secure Detention, and the HDP Budget divided by the child care days provided by the HDP. Such comparative figures are presented in the November 1973 Field Audit report and indicate that the Secure Detention Costs have varied from \$14.79 to \$28.71 per child care day, while HDP costs have varied from \$8.22 to \$20.79 per child care day. With the exception of one brief evaluation period (December 31, 1972 to January 31, 1973) the HDP has been more economical by these estimates.

In addition to these estimates, an alternative set of figures was considered because of the assumptions used in deriving the first set. The additional figures are based on estimates of the child care cost if all the youths had remained in detention (i.e., if the HDP had not existed, Secure Detention would have had to handle all child care days of the HDP). Furthermore there are items in the Secure Detention Budget which are listed as in-kind contributions on the HDP grant and these should be excluded from the Secure Detention budget before calculations are made. The resulting figures for the most recent evaluation period would thereby be:

TABLE 10

Cost Comparison Figures

	Effective Budget	Child Care Days	Cost Per Child Care Day
Secure Detention			
Jan. - April	\$212,690	14,566	\$14.60
May thru August	\$298,618	15,905	\$18.77
Home Detention Program	\$110,276*	8,959	\$12.88

Using this more rigorous comparison, the HDP still appears to be an economical alternative to Secure Detention.

* The Home Detention Budget used in calculations here is less than the actual grant. After examining the percent of time the CYLs were spending on predispositional cases it was decided to take only that percent of the budget as representative of the amount of grant money spent on predispositional phase. It was thus assumed that the percent of clerical and supervisory time, and use of supplies is proportional to the fraction of total time spent by CYLs on predispositional activities.

During the current evaluation period, the combined population of the Secure Detention Facility and the HDP exceeded each day the Detention Facility capacity of 80 youths. The percent of this overload handled by the Home Detention program was 71. There were three months during this evaluation period, March, April, and July, when the HDP handled a high percent of the overload each day in addition to providing care to juveniles who would not have caused an overload had they been in Secure Detention. Thus, for instance, in March, there were 323 child care days (out of a total of 1014) provided by the Home Detention Program which would not have been days of overload for Secure Detention. The attached (Graph 1) depicts this by indicating months in which the average daily capacity of the Secure Detention Facility fell below the capacity figure of 80. During these periods there was thus room in the Secure Detention facility for youths released on the HDP. Were the low Secure Detention figures a continuing trend, part of the rationale for the Home Detention program would be threatened. However, current figures indicate that the Detention Center population has turned upward again in recent months. The new addition to the Secure Detention Facility scheduled to open this fall, however, could resolve the overload problem at the Secure Detention Facility, thus eliminating one of the benefits of the HDP.

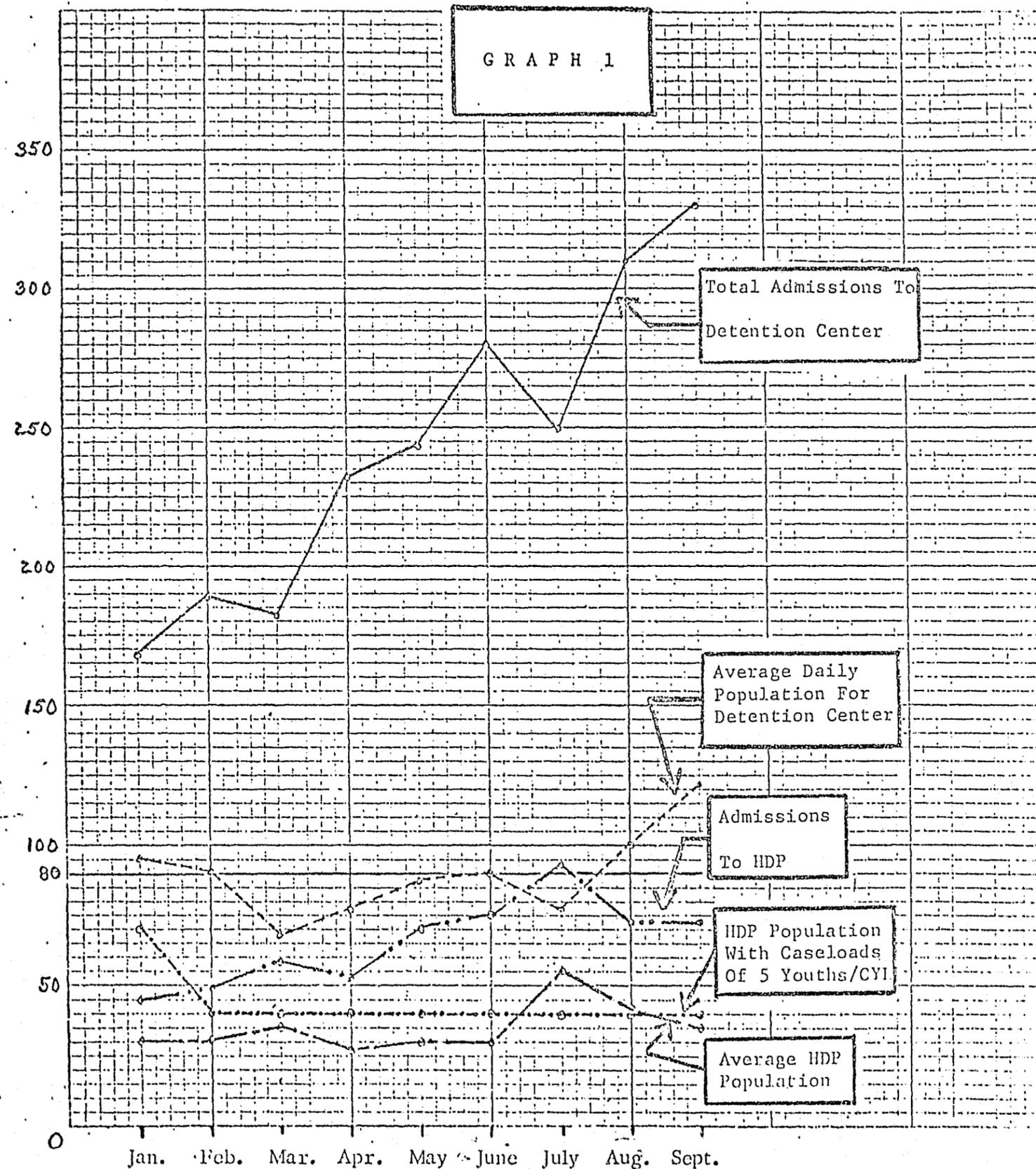
Two additional lines on Graph 1 should be noted. One is labeled "HDP population with caseloads of 5 youths per CYL" and indicates the average daily population of the HDP expected if each CYL had his/her prescribed caseload. With the current assignment of eight CYLs to predisposition work this line is constant from February on at 40 youths. The second line is the actual daily HDP population, labeled "average HDP population." Of note is that the expected line is generally above the actual line. This indicates that although here could have been days in which one or several CYLs had caseloads of more than five, there has not been a general problem of case-overload for the program. Clearly the shift of CYLs from pre- to postdisposition work (shown by the drop in the expected line -- "HDP population with caseloads of 5 youths per CYL" -- from January to February) was warranted in terms of the project's average daily caseload. Had all CYLs stayed with the predisposition work the project would certainly have been overstaffed.

V. CONCLUSION

Figures developed for this evaluation period suggest several conclusions regarding the Home Detention Program. First, the program has shown general improvement in the most recent period as compared to the previous two periods studied. Improvements have occurred in several areas -- most importantly in keeping the youths trouble free (a smaller percent of HDP participants committed offenses in this evaluation period than in any previous one). It could, of course, be that the population of youths with which the HDP works was, in the most recent period, "less risky" than those previously in the HDP. However, there is no evidence to support such a possibility. It was found that the age distribution of the HDP population is changing to younger participants but whether or not this shift is to a less risky population is not clear. HDP, it should be noted, has no control over the people assigned to the project; all are placed in the HDP by the Judge, and the HDP accepts all so ordered.

Statistics on youth attendance at court hearings and appointments, available for the first time in this evaluation period, indicate that almost all HDP participants have attended all their hearings and appointments.

Less impressive from the point of view of program goals, are the findings regarding the frequency of CYL contacts with the youths, and the small variety of types of contacts made with collateral individuals. It was found that the number of eyeball contacts CYLs made with youths was far less than the goal of three a day, and that collateral contacts were heavily concentrated among parents and other relatives.



The reasons for the observed level of performance are not known. Possible explanations might include:

- (1) responsibilities in bringing the youth to Court or coordinating with the regular DJO on the case perhaps cause unanticipated burdens on the CYLs;
- (2) difficulties in locating the child may be accentuated by inefficient geographical assignment of youths to CYLs;
- (3) resistance by the youths to a less official Court worker could frustrate attempts to contact the youths;
- (4) failure to set up an efficient meeting schedule with assigned youths might create for the CYL a considerable transportation problem.

Other findings in the area of program services provided include a seemingly low percent of cases (9.5%) in which the CYL referred the youth to a special program and a low percent of cases (22.7%) in which a youth was helped to return to school. The main area of youth performance in which program goals were not met was behavior causing complaints from both school officials and parents.

In general, it appears that the HDP has reached important performance goals for the youths in the program even though it has not provided the intensity of service that had been planned. This level of success is an important finding particularly for any other Secure Detention Facility considering a program such as the one in St. Louis. Moreover the St. Louis experience would indicate that it is probably not necessary to provide the intensity of services originally projected. Less ambitious supervision schedules are probably realistic.

Important to note, however, is that we have no evidence that the particular schedule of supervision was the contributing factor to the youth's relatively good performance. That is, we have no evidence of a casual link between the services provided and the outcome achieved. Were these same youths released without CYL supervision, it is possible that their performance would have been equally good. What we do know is that the Court has indicated that it would not have permitted their release without the assurance of supervision by a CYL.

RECOMMENDATIONS

- 1) Eyeball contacts. The possible reasons for the observed level of contacts mentioned in the conclusion section, as well as any reasons the HDP staff consider important, should be examined and resolutions to difficulties attempted. The staff might of course decide that the original goal (three eyeball contacts daily) was unrealistically high, and that a lesser number (perhaps one a day) is both more reasonable in terms of staff resources and adequate to achieve program goals. Information from this evaluation period would largely indicate that to be true. If such a judgement were made, the staff would want to revise their goals in the area of contacts as stated in the project grant.
- 2) Collateral contacts. In the area of collateral contacts, CYLs should be encouraged to make more facilitating contacts with individuals and agencies other than parents and other relatives. In particular, there should be much greater efforts made to contact school personnel, especially in those cases in which the youth is not in school. A major contribution of the CYLs could be in the area of returning youths to a school situation, including possibly recommending them for enrollment in an alternative school (such as SWAP or Providence) if a regular school setting seems inappropriate.
- 3) Referrals to other programs. It would surely appear, as noted in the our analysis of the sample of youths whose complete records were studied, that there are many types of programs for which the HDP youths would be eligible. Since many criminal justice programs for juveniles are underenrolled, CYLs should be made aware of them and be strongly encouraged to enroll youths in appropriate programs.
- 4) Postdispositional work of the HDP. All the statistics presented thus far deal only with the predisposition program. In February of 1973 six CYLs were assigned to postdispositional work and began working in the regular Field Units of the Probation Department. The shift was a wise one in that the program did have an oversupply of CYLs in relation to both the number of youths assigned to the program and the length of stay of these youths in the program. However, since the postdispositional work done by the CYLs is identical in form to the work done by the D.J.O. Aides and since the work of the pre and post dispositional worker has different specific goals and is in a different work environment, recommendations suggesting the merger of the postdispositional phase of the HDP with the D.J.O. Aide project seem worthy of serious consideration.

END