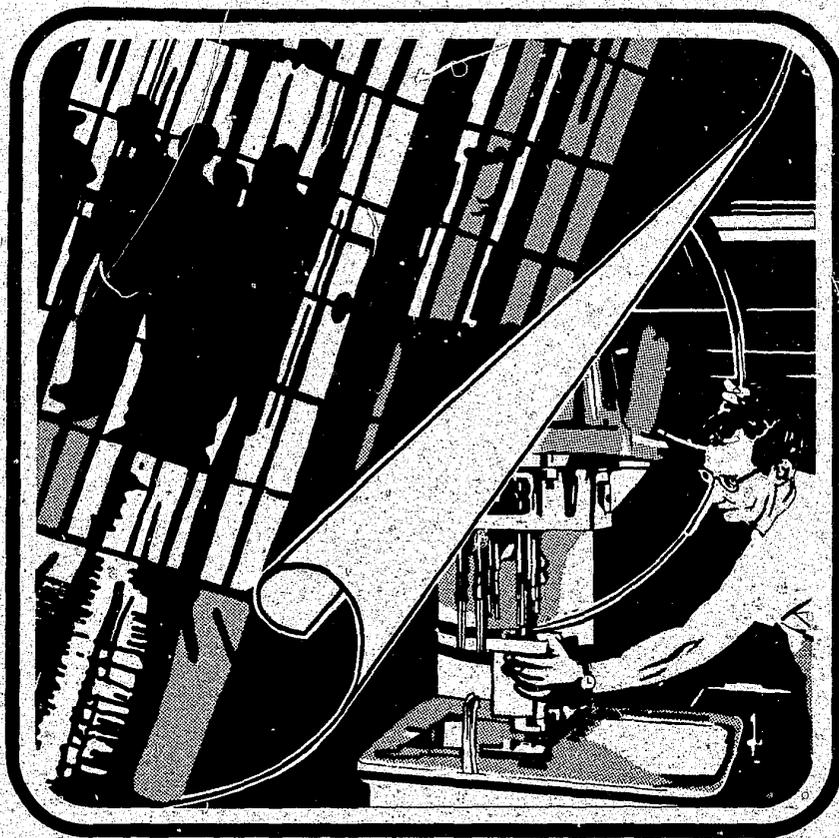


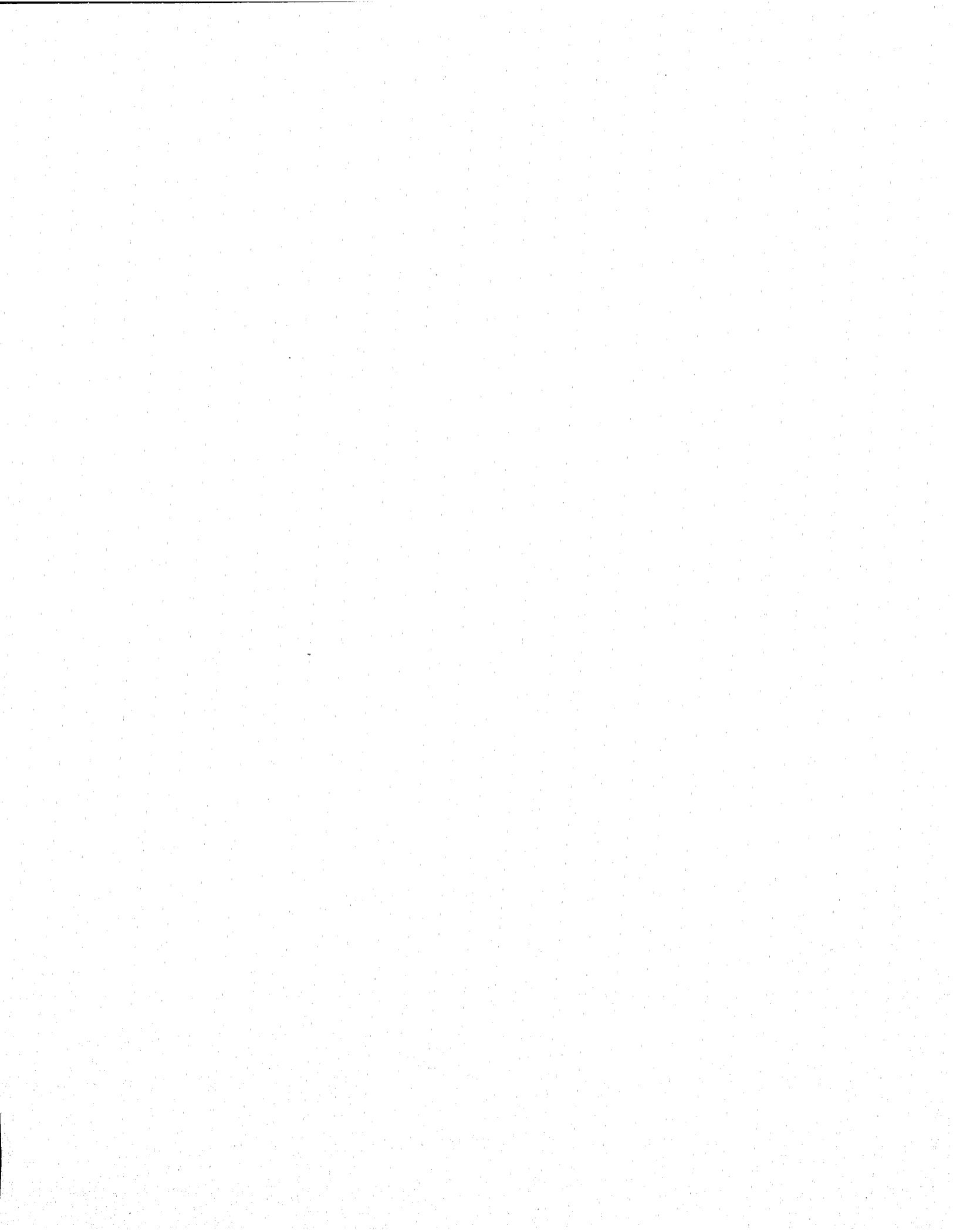
CORRECTIONS IN ALABAMA

A MASTER PLAN



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VOL.
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Master Plan Summary

State Supervisory Board of the Alabama Law Enforcement Planning Agency

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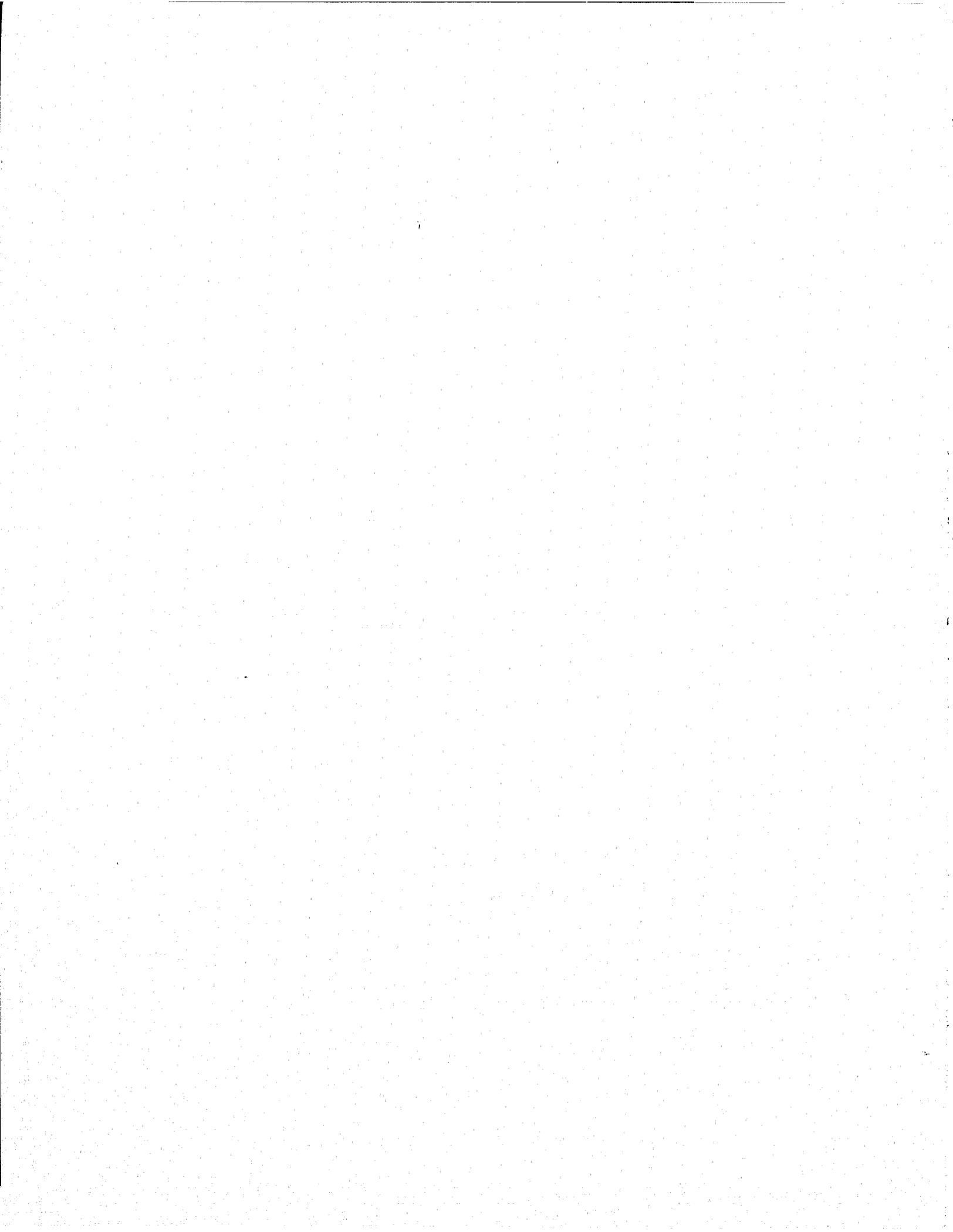
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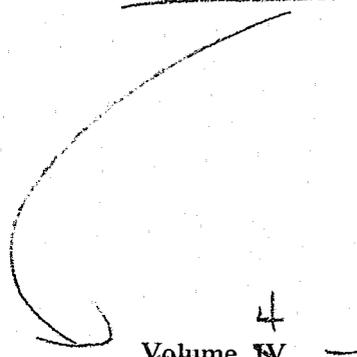
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X

Corrections in Alabama

A Master Plan



Volume IV

Summary

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October 10, 1973



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Introduction

Corrections in Alabama have been uncoordinated, fragmented, and nonsystematic. The delivery of existing services by stratified and isolated individual agencies results in a costly duplication of effort and services. The recognition of these and other problems brought into focus the need to develop a plan or to set guidelines for the future growth of the corrections system. As a result, steps were taken by the Alabama Law Enforcement Planning Agency to develop a Master Plan.

On August 30, 1972, the University of Alabama Psychology Department entered into a contract with the Alabama Law Enforcement Planning Agency to assist in developing a Comprehensive Master Plan for Corrections. The Master Plan was to include all phases of the criminal justice system as it related to juvenile and adult corrections, both at the local and state level. It was anticipated that the Master Plan would be updated periodically to incorporate additional data as it became available. This volume presents a summary of the plan that was developed.



Organization of the Master Plan

The plan is organized into four volumes as indicated in the overall table of contents (Appendix A). In the interest of convenience, a brief description of each volume is presented here.

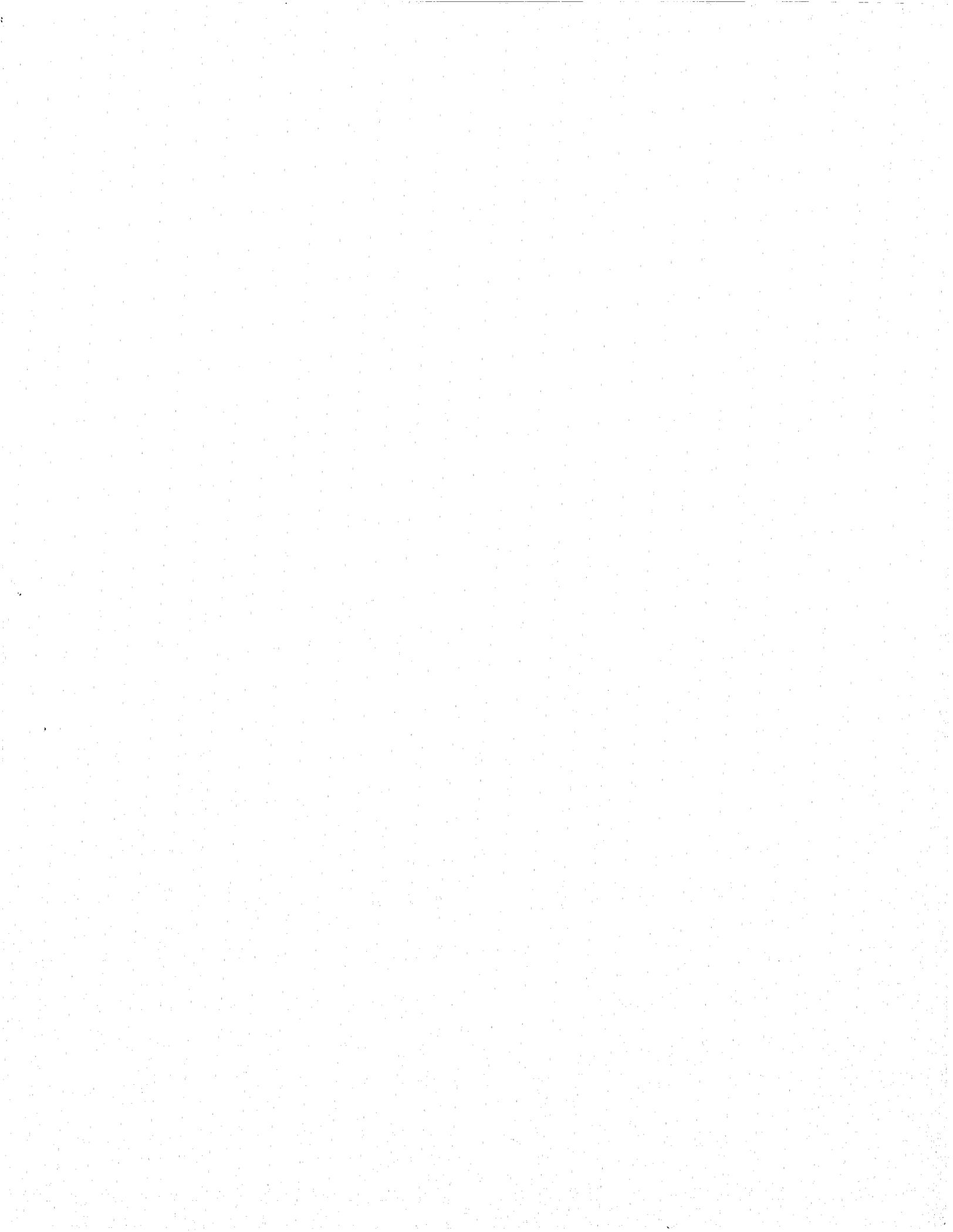
Volume One provides the general frame of reference from which this plan was developed. A brief overview of the existing system in Alabama and a summary of all recommendations are also presented in Volume One.

Volume Two contains a detailed description of each component of the corrections system and the recommendations pertinent to each. Recommendations in this section include a rationale, cost and implementation information, and the anticipated impact of each recommendation. A system-wide budget may also be found in Volume Two.

Volume Three, the Community Resources Directory, lists agencies and organizations by county which are considered potential referral sources for use by probation and parole officers, judges, and law enforcement personnel.

This volume, Volume Four, summarizes the material presented in Volumes One and Two and provides an overview of the entire plan.





Chapter One

Overview of the Existing System



Crime in Alabama

Over two million persons in the United States are incarcerated each year (Glaser, 1964). In 1967, the American correctional system handled nearly 1.3 million offenders on an average day. By 1975, the average daily population is projected to be over 1.8 million offenders (The President's Commission on Law Enforcement and Administration of Justice, 1967). In terms of measurable monetary costs, the nation's annual crime bill has passed the 20 billion dollar mark (Advisory Commission on Inter-governmental Relations, 1971). Of the reported crimes committed in 1969, there were 14,500 murders, 306,000 aggravated assaults, 36,000 forcible rapes, and at least 300,000 robberies. Although these figures are staggering, it is estimated that twice as many unreported crimes were committed.

Based on information contained in the 1971 Uniform Crime Reports, a comparison of the Crime Index can be made between Alabama, the southern region, and the nation as a whole. The Crime Index is composed of seven crime problems. The seven crime classifications that reflect the most common local crime problems are divided into two types: (1) violent crimes, which include murder, forcible rape, aggravated assault, and robbery; and (2) property crimes, which include burglary, auto theft, and larceny of \$50 and over in value.

In order to indicate the trend of crime, a comparison is made between the 1971 figures and those of 1970. The rate of crime, which is expressed as the number of crimes per 100,000 people, can be interpreted as the probability of becoming a victim of one of the crimes.

From Table 1 a comparison of the total Crime Index indicates that Alabama, with 1,892.6 crimes per 100,000 people, is below the national level of 2,906.7/100,000 and below the South as a whole with 2,500.6/100,000. A comparison of the percent change in the total Crime Index from 1970 indicates that crime in Alabama has increased 2.5%. However, crime is not increasing as rapidly in Alabama as it is either in the southern region or in the nation. Since Alabama is primarily a rural state, the lower total incidence and rate of crime may be misleading. The four metropolitan areas of Alabama account for approximately 45% of the population in the state, but they account for 72% of the total crime. A comparison of the crime rate in these four cities with that of the nation would give a more representative picture of the rate of crime in Alabama. Mobile has a total Crime Index of 2,971.0/100,000, which exceeds the national level of

TABLE 1

1971 Crime Index for the Nation, the South, and Alabama*

(Expressed in total number and rate per 100,000 people; percent change over 1970)

Area	Population	Total Index		Violent Crime		Property Crime		Murder and Non Negligent Manslaughter		Forcible Rape	
		Number	Rate	Number	Rate	Number	Rate	Number	Rate	Number	Rate
Nation	206,256,000	5,995,211	2,906.7	810,018	392.7	5,185,193	2,514.0	17,627	8.5	41,888	20.3
Change from 1970		7.4	5.8	10.5	8.9	6.9	5.4	11.1	9.0	11.3	9.7
South	63,915,000	1,598,290	2,500.6	247,279	386.9	1,351,011	2,113.8	7,810	12.2	13,187	20.6
Percent change		5.9	4.1	8.5	6.6	5.5	3.6	10.6	8.9	16.3	13.8
Alabama	3,479,000	65,845	1,892.6	10,835	311.4	55,008	1,581.1	524	15.1	661	19.0
Percent change		2.5	1.5	6.4	5.3	1.7	0.7	29.7	29.1	3.8	2.7
		Robbery		Aggravated Assault		Burglary		Larceny (\$50 and Over)		Auto Theft	
Nation	206,256,000	385,908	187.1	364,595	176.8	2,368,423	1,148.3	1,875,194	909.2	941,576	456.5
Percent change		10.8	9.2	10.1	8.5	8.8	7.2	7.2	5.6	2.1	0.6
South	63,915,000	83,503	130.6	142,779	223.4	646,936	1,012.2	500,783	783.5	203,292	318.1
Percent change		2.1	0.2	11.9	9.9	7.2	5.3	6.2	4.3	-1.1	-2.8
Alabama	3,479,000	2,005	57.6	7,645	219.7	27,078	778.3	20,234	581.6	7,696	221.2
Percent change		15.7	14.5	3.1	2.1	3.0	1.9	-0.7	-0.3	0.0	-0.1

*Source: Data compiled from *Uniform Crime Reports*, 1971.

TABLE 2
1971 Crime Index for Birmingham, Huntsville, Mobile, and Montgomery*
 (Expressed in rate per 100,000 inhabitants)

City	Population	Total Index	Violent Crime	Property Crime	Murder	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny Over \$50	Auto Theft
Birmingham	746,000	2,774.8	390.1	2,384.7	14.2	21.6	87.2	267.1	1,007.8	906.0	470.9
Huntsville	234,000	2,390.2	190.4	2,199.8	9.4	12.0	45.8	123.2	1,006.4	925.5	267.9
Mobile	381,000	2,971.0	339.0	2,632.0	14.4	27.8	136.7	160.1	1,641.4	669.9	320.7
Montgomery	201,000	2,486.8	227.7	2,259.1	18.9	23.9	111.4	73.6	991.6	987.6	280.0
Average		2,655.7	286.8	2,368.9	14.2	21.3	95.3	156.0	1,161.8	872.3	334.9

*Source: Data compiled from *Uniform Crime Reports, 1971*.

TABLE 3
1971 Rate of Index Offenses by Region and in Alabama*

Area	Murder and Non Negligent Manslaughter	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny Over \$50	Auto Theft
North East	6.8	14.4	285.0	148.8	1,159.4	857.0	600.2
North Central	6.9	18.7	172.4	132.1	977.8	813.2	409.6
South	12.2	20.6	130.6	223.4	1,012.2	783.5	318.1
West	7.0	30.7	175.7	204.0	1,653.1	1,363.1	580.8
Alabama	15.1	19.0	57.6	219.7	778.3	581.6	221.2

*Source: Data compiled from *Uniform Crime Reports, 1971*.

2,906.7/100,000. Montgomery, Huntsville, and Birmingham are below the national level (see Table 2), but all three are well above the level of crime for the state as a whole.

Although a comparison indicates that the South, Alabama in particular, is below the total Crime Index of the nation, a regional comparison from Table 3 of the seven crime classifications indicates that the South leads the nation in rate of murder and aggravated assault, and is second in the rate of rape. Alabama's most serious crime problems appear to be violent in nature and of the types that are most difficult to curb. The rate of murder in Alabama exceeds the national level and continues to rise rapidly, as evidenced by the 29.1% increase over 1970. Although Alabama is below the national level in the rate of robbery, the 1971 figures reflect a 14.5% increase in the rate of robbery over 1970. The rate of aggravated assault in Alabama exceeds the national level, and it has increased 4.5% since 1970. Rape is a serious problem in Alabama, occurring at a rate of 19.0/100,000, which is slightly below the national level. Alabama follows the national trend of decreasing levels of property crimes. In the categories of larceny and auto theft, Alabama experienced actual decreases of 0.3% and 0.1%, respectively, in the rate since 1970. However, these small decreases seem less significant when compared to the fact that property crimes comprise 83% of the total Crime Index in Alabama.

Crime and the effectiveness of the correctional system are pressing concerns to Alabama citizens. In developing a plan to address this concern and improve the effectiveness of the correctional process, the first step was to survey the present system. An abbreviated description of the existing correctional system (courts, jails, probation and parole, juvenile justice, adult male corrections, and female corrections) and the two high crime areas are presented here. For a more detailed description of the existing Alabama system, the reader is referred to Volume Two of this plan.

Courts

The functions of the criminal court are of key importance within the criminal justice system, for the court system is the center around which the rest of the criminal justice system has evolved. Its actions determine those of the correctional system, and its rules and procedures regulate the activities of the police.

Statutory law in Alabama provides that courts below the Alabama Supreme Court, the highest court, and the Court of Criminal Appeals, the intermediate appellate court, have original jurisdiction over criminal offenses. The extent of the jurisdiction of any

particular court depends upon the classification of the crime as a felony or a misdemeanor. A felony, within the meaning of the Alabama Code, is a public offense that *may* be punished by death or by imprisonment. (Sentenced felons, however, may be held in Alabama jails.) All public offenses, except felonies, are called misdemeanors.

The thirty-seven circuit courts are the basic trial courts in the state. The jurisdiction of these courts over criminal offenses includes original jurisdiction of all felonies and misdemeanors and appellate jurisdiction of all cases cognizable before lower courts. Their original jurisdiction can only be invoked by an indictment returned by a grand jury. The appellate jurisdiction is invoked by appeal and the procedure is to give a *de nova* trial. The lower courts, which are usually county or municipal courts, have original jurisdiction, concurrent with the circuit courts, over all misdemeanors committed in their respective jurisdictions. The circuit courts have exclusive jurisdiction over felonies.

Alabama provides two methods of inquiry for determining whether a citizen who has been criminally accused should be tried or discharged. The first is the preliminary hearing and the other is indictment by the grand jury. If probable cause exists to believe a crime has been committed, then a preliminary hearing may be held. This is a proceeding before a proper committing magistrate who makes the same determination as the grand jury on probable cause/commission of a crime. He then "binds over" the accused to the grand jury or releases him from custody. The other important aspect of the preliminary hearing is that this is the point at which bail is set. There is no established right to have such a hearing, and failure to grant one is not a violation of due process. An indictment may be obtained through the presentation of information to the grand jury by the district attorney or attorney general before or after arrest. The inquiry by the grand jury is directed toward determining whether there is probable cause to believe a crime was committed and whether the accused probably committed it. The grand jury may return a "true" bill or a "no" bill after its deliberations. The accused is then placed under arrest or, if already detained and a "no bill" is returned, he is released at arraignment.

Alabama law provides that prisoners may be released on bail, with the exception of those accused of what were formerly capital crimes. The decisions of the United States Supreme Court and the Alabama Supreme Court concerning the death penalty give rise to the presumption that all persons who are criminally accused are now bailable. A misdemeanant may be released on his own recognizance, but there is no such provision for those accused of felonies. The Alabama Court of Criminal Appeals has promulgated

a general rule that bail should be set at \$1,000 for every year that the accused could be imprisoned. If bail cannot be raised or bond obtained, then the accused must remain in detention until trial.

There is almost no pretrial diversion of adult offenders from the court system to specialized programs or institutions in Alabama. The only involuntary program is for so-called "sexual psychopaths." This statute has come under attack recently in a federal court suit, and continued confinement under it has been ordered curtailed.

Arraignment is the next step in the judicial process of determining the guilt or innocence of one who is criminally accused. At this point, which may be the initial appearance before the judge, the defendant must enter a plea of guilty or not guilty. A plea of not guilty by reason of insanity must be made at this point or this right is waived. If there is a plea of guilty with full understanding by the defendant, representation by counsel, and procedural due process, then there is no trial or appeal. The judge then sets the sentence without a jury, unless there is a demand for jury sentencing. The sentence is then imposed and the punishment process begun. If there is a plea of not guilty, a trial date is set, bail may be continued, and, if no continuance is sought by either side, the trial is held on that date. After a trial is held, the jury determines and weighs the facts while deciding the guilt or innocence of the accused. An acquittal results in release and bars further prosecution for that offense. If found guilty, sentence is set.

Jails

A survey questionnaire was mailed to all jails in the state. Those that were returned constitute the basis of the sample from which the description of Alabama jails is drawn.

Over two-fifths of our sample of Alabama jails may be categorized as very small (Type A), with capacities of ten or less, and holding about 5.2% of the jail occupants on any given day. Another 42.3% of the jails have a capacity of 11-50 persons (Type B); these 66 jails have 665 persons or 31.7% confined on an average day. The 14 jails with 51-100 beds (Type C) have total average daily populations of 368, or 17.6% of the sample's total. The 11 largest jails (Type D) hold 955 people, or 45.5% of the sample jail population on the average day. (See Table 4)

Staffing

The ratio of the number of daily occupants to the total number of 24-hour staff members and jailers is low in the smallest jails, with an average of less than one prisoner

per staff person. The ratio rises rapidly in the larger jails until it exceeds the seven-to-one national ratio (National Council on Crime and Delinquency, 1966).

Space Utilization

The median occupancy of the two groups of jails with capacities of 50 and under is 25% and 17%. On the other hand, the median occupancy rates are 35% and 42% for the larger jails. In virtually all of the jails, there is no space allocated other than for custodial use. This indicates that there is more than sufficient space to incarcerate those needing confinement. The extra space could be utilized for program areas.

Length of Stay

The information from the survey pertaining to the length of stay indicates the following principle: *the larger the facility, the longer the time its occupants are confined.* The smaller facilities primarily hold offenders charged with public drunkenness, while the larger jails also hold felons for post-trial confinement. Thus, in terms of median scores, 90% of the occupants of the small jails are held less than 24 hours, and only 21.5% of the occupants of the large jails are so held. This same trend appears in the analysis of both pretrial and post-trial lengths of stays.

The jails with capacities of ten and under have a low frequency of use for pretrial and post-trial confinement.

Table 4
Occupant Capacities of Responding Jails
(Sample represents approximately half of average daily jail population)

Jail Type	Number of Jails	Percent of Total Number	Average Daily Population (ADP)	Percent of ADP
Type A: Capacity of 10 or less	65	41.7	108.6	5.2
Type B: Capacity of 11-50	66	42.3	665.3	31.7
Type C: Capacity of 51-100	14	9.0	368.2	17.6
Type D: Capacity of over 100	11	7.0	955.0	45.5
Totals	156	100.0	2,097.1	100.0

The statewide jail system has an average daily population of 3,930. Approximately 108,800 persons are confined per year. The average length of stay is 13.8 days per inmate. A cost analysis indicates that it costs \$4.08/person/day or \$5,852,556 per year to operate the statewide jail system. A further calculation indicates that it costs \$53.77 per prisoner/stay. Thus, for every person diverted or removed from the system, \$53.77 will be saved.

Alcohol-Related Offenses

Drunkenness and alcohol-related offenses remain the primary cause of incarceration in jails. Over half of the jail occupants in Type C and Type D jails were there for alcohol-related offenses. The median percentages rose to 90% and 71% for Type A and Type B jails, respectively.

These percentages represent large amounts of money and manpower deployed for holding actions with alcoholics and inebriates. Alcohol-use offenses are as much a medico-social problem as they are a legal one. Alternative treatment programs will eliminate most of the business of one-third of the jails in Alabama.

The present survey of Alabama jails indicates that for very small jails, with capacities of under ten occupants, the primary residents are petty offenders, or misdemeanants. Within the smaller jails in Alabama, typically half of the confined persons are misdemeanants; it is only in the jails with capacities of over 100 occupants that the number of pretrial felons rises higher than the number of misdemeanants. Except for the largest metropolitan areas, there are virtually no misdemeanor services available in Alabama.

In 45 of the 59 counties responding to a mailed questionnaire, jail use increased from 1968 to 1972. In 51 of the 59 counties, jail use was projected to rise from 1973 through 1980. The present report agrees that this rise is likely to occur, and that the existing difficulties will be compounded, unless the recommended changes are adopted.

Probation and Parole

The fundamental purpose of probation and parole is to motivate the offender to achieve personal goals without being in serious conflict with other persons or society as a whole. Probation is a combined function of the judicial and correctional systems. The judge conditionally releases the convicted offender into the community under the supervision of a correctional agency. Parole involves release from a correctional institution,

and it is controlled by a correctional agency rather than the courts. Parole is administered under the supervision of an agent of the parole board. Slightly more than half the offenders convicted in the United States are placed on probation, and approximately 60% of all adult felons in the nation are paroled from prison.

Alabama has a joint administration of probation and parole, dating back to 1939. These services are not administratively connected with any other agency. Probation and parole in Alabama are administered by a three-member Board of Pardons and Paroles.

The board has final and exclusive jurisdiction of all matters relating to parole, pardon, restoration of civil and political rights, and remission of fines and forfeitures. The board also provides staff for the judges having probation powers. This staff operates in a given geographical area, making all of the investigations for the courts in probation matters and all of the investigations for the board in parole matters. The staff also supervises all parolees and probationers in their geographical area. Services in all cases relating to pardon, restoration of civil and political rights, and remission of fines and forfeitures are also provided by this staff.

There are two institutional parole officers. One serves the Atmore complex, including Atmore State Prison Farm and the Holman Unit. He also serves the road camps in south Alabama. The other institutional parole officer serves the area around Montgomery, including the Medical and Diagnostic Center, Draper, Tutwiler, Frank Lee Youth Center, and No. 4 Honor Camp, as well as road camps in north Alabama. The institutional parole officer interviews inmates approximately two months prior to their scheduled parole hearing. Then, the institutional parole officer evaluates the inmate, records a parole plan, and submits the report to the board. Upon request by the board, a special investigation may be made to supply further information. The institutional parole officer also acts as liaison between the Board of Corrections and the Board of Pardons and Paroles, counseling and holding consultation with inmates and prison staff regarding parole policies, procedures, and decisions. He makes special reports on inmates when called to do so by the board. The board has established a policy of granting a parole progress hearing to all inmates after they have served one-third of their sentence.

Caseloads for probation and parole supervisors are determined by geographical area. Every parolee or probationer who lives within the particular geographical area to which the supervisor has been assigned is considered part of that particular supervisor's caseload. The average caseload per supervisor in Alabama is 131 cases. The average length of time

a person stays on parole in Alabama is approximately five years, and the average for probation is three and one-half years.

"Caseload" in Alabama refers to the number of probationers and parolees under the supervision of a staff member. In addition, the probation and parole supervisor is required to make all presentence investigations (social and criminal histories) requested in his area by the courts, as well as all preliminary social histories requested by the board. The supervisor is also required to develop and report on probation and parole plans (home and employment), make investigations in restoration of civil and political rights, pardons, and the remission of fines and forfeitures, and serve as a public relations officer in the area. The average percentage of time used in making investigations has increased to approximately 60%, leaving only 40% for counseling with clients. (See Table 5 for summary of parole data between 1966 and 1971.

Table 5
Number and Percentage of Paroles Granted, Denied,
Revoked, and Reinstated from 1966 Through 1971

Year	Number Considered	Number Granted	Percentage Granted	Number Denied	Percentage Denied	Number Declared Delinquent	Number Revoked	Percentage of Delinquent Cases Revoked	Number Reinstated or Delinquency Voided
1966-67	2,396	957	39.9	1,439	60.1	502	407	81.1	45
1967-68	2,467	848	34.4	1,619	65.6	496	330	66.5	121
1968-69	2,369	795	33.6	1,574	66.4	439	345	78.6	131
1969-70	2,249	990	44.0	1,259	56.0	414	299	72.2	246
1970-71	1,987	833	41.9	1,154	58.1	375	301	80.3	73
1971-72	2,237	1,193	53.3	1,044	46.7	410	279	68.0	81

The percentage of probations granted was computed in Table 6, using the number of presentence investigations as the number of possible probations. In the past six years, the percentage of probations granted has ranged from a low of 41.8% in 1970 to a high of 57.2% in 1966. The total number of probations granted has increased from 2,035 granted in 1966 to 3,217 granted in 1971, despite the fluctuations in the percentage granted.

Table 6
Number of Probations Granted and Revoked
from 1966 Through 1971

Year	Number of Presentence Investigations	Number Granted	Percentage Granted	Number Revoked
1966-67	3,548	2,035	57.4	306
1967-68	4,001	2,287	57.2	320
1968-69	4,615	2,116	45.9	408
1969-70	5,012	2,155	43.0	318
1970-71	5,857	2,453	41.9	321
1971-72	6,127	3,217	52.5	386

Based only on figures from 1972, of those males released from state prisons, 50.5% were white and 49.5% were black. Of those inmates released, 51.4% of the white males were paroled, while 45.8% of the black males were paroled. In 1972, the rate of parole violation was approximately 25% for both white and black males.

The use of probation for misdemeanants varies over the state. In some jurisdictions it is used quite heavily. In Marshall County and Walker County, approximately half of the probation caseloads are misdemeanants. Over the state at large, the percentage of misdemeanants is very low. Of the 5,912 probationers supervised by the Board of Pardons and Paroles, only approximately five hundred are misdemeanants.

The treatment of the offender in community-based programs such as probation and parole is not only much cheaper to the taxpayer, but it is more effective in successfully returning offenders to the community. The cost of incarcerating an offender for one year is approximately \$1,600, with a success (non-return) rate of 33%. It costs approximately

\$125 per year to supervise a parolee or probationer, with a success rate of 73% for parolees and 86% for probationers. The records of the Board of Pardons and Paroles indicate that in 1972 probationers and parolees earned \$20,000,000, much of which they used to support their families--families that were previously receiving aid from the Department of Pensions and Security.

All personnel of the department, except the administrative assistant, are employed through the State Merit System. The minimum entrance requirement for a Probation and Parole Supervisor I is a bachelor's degree and, whenever possible, a major in the helping arts. Persons in this classification are recruited as they finish college--without experience. After a training course at the Criminal Justice Academy, they are, for a period of time, given a small caseload and placed in the field under intensive supervision.

Juvenile Justice

In 1971, there were 830,336 school-age children in Alabama. The number of children's cases disposed of by the various juvenile courts was 12,698. Of these, 3,796 were dependent/neglected children, and 8,902 were alleged delinquent.

The distinction between *juvenile delinquents* and *dependent/neglected children* is a matter of who is acting and who is being acted upon, child or society. Juvenile delinquents are considered to have acted upon society in some overt way that is deemed unacceptable. Dependent/neglected children, on the other hand, have been affected, acted upon, by the behavior of others, by society. The only common denominator is that both sets of minors are usually dealt with by the juvenile court.

In 1971, almost 72% of the 8,902 young people who were brought before the courts on delinquency charges were handled officially. Of these, 38.3% had charges dismissed; 50.4% were placed on probation or under supervision; and, 11.3% were committed to institutions. The median age of children in the delinquency group was approximately 15 years. Around 30% of all juveniles required shelter care pending disposition of their cases.

The breakdown of offenses for which these juveniles were referred is as follows: (1) 42.6% for crimes against property, (2) 31.4% for offenses that were applicable only because of juvenile age (what are termed "status" offenses, i.e., truancy, runaways, etc.), (3) 7.4% for crimes against person, (4) 4.8% for traffic-related offenses, and (5) 13.8% for other offenses, such as disorderly conduct, drunkenness, etc.

Figure 1 is a projection of increases in juvenile cases if nothing in the juvenile system changes. It indicates that there will be 15,800 cases dealt with in 1983. This includes 4,756 dependent/neglected children and 11,044 allegedly delinquent juveniles.

Prevention programs per se are almost totally lacking in Alabama. However, there are some limited efforts by some probation departments. There is a model program sponsored by the Montgomery Police Department, which is partially funded by LEAA. There are prevention programs in Mobile and Birmingham, and the City of Tuscaloosa has recently formed a juvenile unit within its police force. The general rule in Alabama, however, is that most areas deal with juvenile problems through the use of uniformed officers with no special training in youth work.

Probation, where deemed desirable, is provided by two methods. In the larger metropolitan areas, juvenile courts administer separate juvenile probation, with financial help from the state. Sixteen of Alabama's 67 counties have these court-employed probation staffs. The remaining 51 counties have designated the county director of the Department of Pensions and Security as the probation officer, as provided by Alabama's Public Welfare Act. The state currently subsidizes 57 juvenile probation officers, with the 16 counties providing the matching salaries. The appropriation for the last biennium was \$184,000, or \$92,000 per year.

All probation officers who are employed by juvenile courts must be certified by the State Department of Pensions and Security as defined in Title 13, Section 360 of the Alabama Code (1958). The present certification requirements are that an officer must have a bachelor of science degree from an accredited college and six months experience in a social welfare agency or a related field.

Detention Facilities

The provision of detention facilities in the state is limited to the larger urban areas. The state provides three training schools for post-adjudicated juvenile delinquents. Each is administered by a board of trustees appointed by the governor. Each school must request funds individually from the legislature. The appropriation for the last biennium for the three state training schools was \$1,526,955.

The State Training School for Girls is located at Chalkville in Jefferson County and has a capacity of 98. This school, presently with 89 juveniles in residence, has a budget of \$316,996. Approximately 60% of the girls are committed for "status offenses." Up to twenty-six girls live in each of four cottages. The basic program is educational with

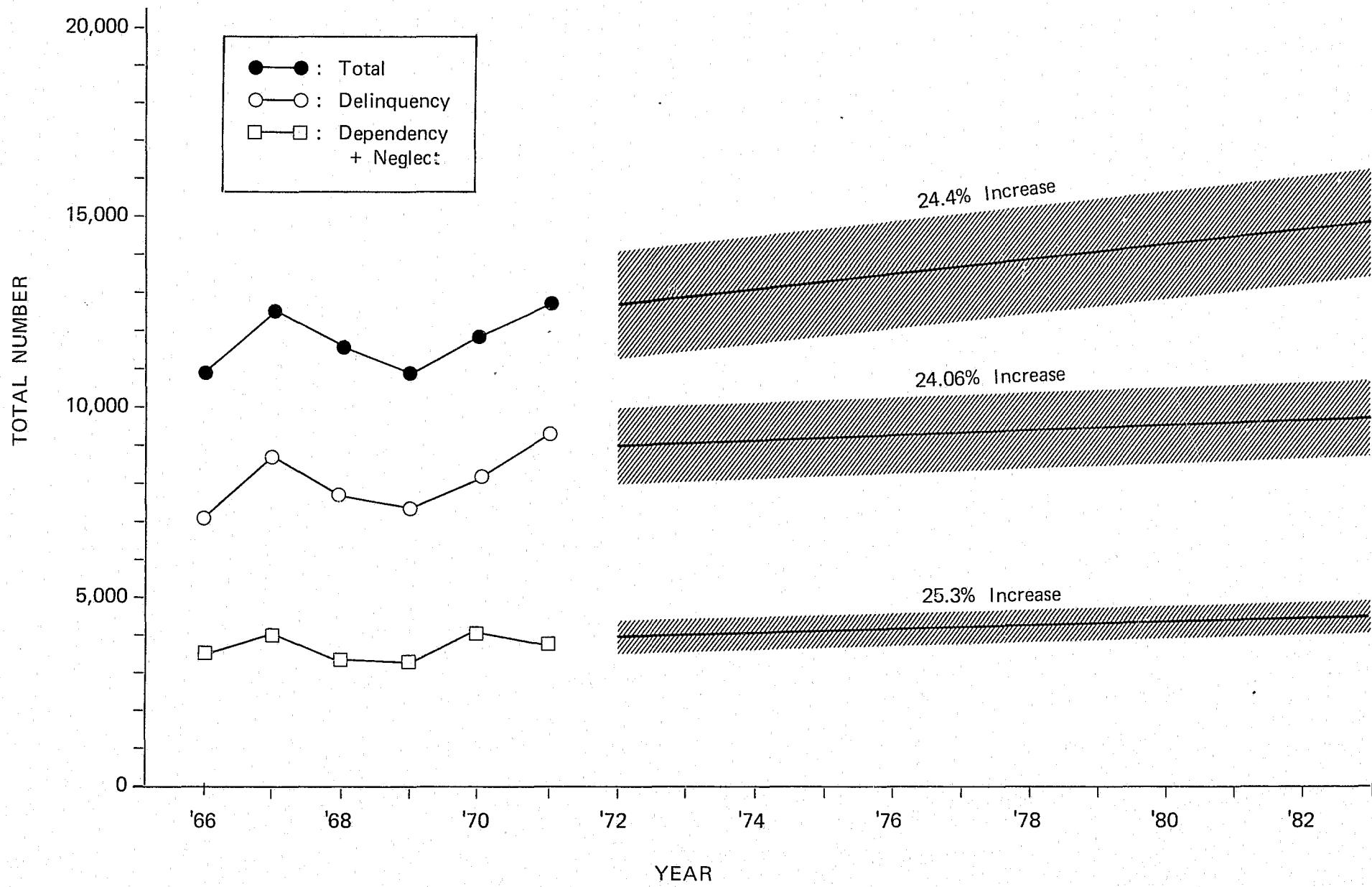


Fig. 1. Projected number of cases 1973-83.

instruction to the twelfth grade and GED available. Title I funds help supplement the school curriculum, which includes special programs in reading. Vocational training in cosmetology, home economics, office occupations, and child care is available in conjunction with the Vocational Education Division of the Department of Education. Social services are provided through a supervisor and one caseworker for each cottage, while psychological services are available from the community. The physical facilities are adequate, but extensive remodeling would be necessary if services were expanded. While the present staff has struggled to do their best under the circumstances, underfunding has made it impossible to do much more than provide a "holding" facility. The present program is geared to adjusting behavior to the institution's needs, rather than developing behavior that will help the young women to be successful participants in society. There is no significant aftercare when these young people leave the institution.

The Alabama Boys Industrial School, located in Birmingham, is the state detention center for young men who are 12 to 14 years of age. The school, presently with 164 boys in residence, has a budget of \$517,321. Located in the city, it is small and needs either to be replaced or extensively remodeled. There are approximately 178 boys committed at any one time. The program consists of school and work on alternating days. The school program runs from first grade to junior high school, including general vocational education programs. Since there are so few staff members, it is difficult to maintain supervision. The school is not guarded, and there are excessive runaways. Recreation is available, but space is limited. Social services are provided by a director and four staff members, with one staff member assigned to each cottage. Again, there is the necessity of "making do" on a subsistence budget. The school administration has voiced a need for an aftercare program. None exists at the present, although a pilot program at the school from 1961-1965 demonstrated a marked decrease in recidivism when such assistance was provided.

The Alabama Industrial School, situated on 1,600 acres of land and located at Mt. Meigs, Alabama, near Montgomery, was formerly a coeducational facility housing black children committed to state schools. Operating upon an annual budget of \$535,832, the school currently houses 161 male students between the ages of 15 and 18 years. The school has a concerned staff that is struggling with the problem of underfunding, as evidenced by the generally deteriorating condition of the physical plant of the school.

The main programs at the school consist of vocational/academic work. Social services are provided to the school, and a guided group interaction program has recently been initiated. A prerelease program, which is currently operating, is meeting with some success. The staff of the school has articulated the need for an aftercare program.

The Alabama Sheriff's Boys Ranch is a privately owned youth facility. It receives young men who are referred by juvenile courts, social agencies such as the Department of Pensions and Security, or church-supported children's homes. There are presently 82 boys in residence. The construction of a Sheriff's Girls Ranch is currently under way, and it is projected to open by fall, 1973.

Five counties in Alabama have short-term detention facilities that are licensed by the state. The other 62 counties in the state rely on jails where adults are held, or special juvenile quarters in jails, to hold juveniles who are awaiting court action. A project was recently started in Dallas County and eight surrounding counties to help alleviate problems caused by a lack of resources. The Central Alabama Youth Service incorporates prevention of delinquency and provision of court services. The development of community resources is encouraged. There is also a Division of Prevention Services that provides educational enrichment, volunteers, and in-service training of those who come into contact with juveniles.

A youth services bureau concept is being developed that aims at (1) intercepting the juvenile before he becomes delinquent and (2) assisting in finding solutions to problems of juveniles. This project is seen as a promising prototype for delinquency prevention and services to youth. Due to the limited time this project has been under way, statistical and professional evaluation is not available.

The Alabama Comprehensive Plan for 1973 provides funding for the construction and operation of two additional regional juvenile detention facilities.

Adult Male Corrections

Administration

In 1953 the Alabama Department of Corrections and Institutions was abolished and the present Alabama Board of Corrections was established under Title 45, Sections 10(1) to 10(8), Alabama Code (1958). The functions and duties of this board are found in Title 45, Section 3, Alabama Code (1958).

The board is composed of five members appointed by the governor (with the advice and consent of the state senate) for terms of ten years. The only requirements for appointment are that they be residents, qualified electors, and hold no other political office while serving on the board. Board members are prohibited from having any financial interest in any transaction with the board.

The board appoints a commissioner of corrections who acts as chief administrative officer of the board. The commissioner, in turn, is allowed to appoint two deputy commissioners. The commissioner is required to be a man of good character and to have experience in business and in the administration of the correctional system. The commissioner is responsible for the administration of the adult correctional system of the state.

This system consists of an administrative staff, Atmore State Prison Farm, Cattle Ranch, No. 4 Honor Camp and Farm, seven to ten road gangs or road camps, Draper Correctional Center, Holman Unit, Frank Lee Youth Center, the Medical and Diagnostic Center, and Julia Tutwiler Prison for Women. The fixed facilities represent over 16,600 acres of state land.

For the operation and administration of these facilities the Board of Corrections has a personnel allotment of 648 employees, including the administrative staff. There are 415 correctional officers, of whom 15 are wardens or of warden status. The remaining 190 personnel are described as "specialist personnel" working in various prison and related facilities in any capacity other than that of an administrator or correctional officer.

Prison Population

Of the 3,722 adult males on hand in the combined institutions (1971-72), 39.9% (1,484) were white and 60.1% (2,238) were black. This ratio may be compared to the state population distribution of 73.7% white and 26.3% black. Blacks are incarcerated at a rate 4.2 times greater than that for whites. The ratio of numbers of whites to blacks varied among the institutions. There were three times as many black inmates as white inmates in the road camps. The Frank Lee Youth Center had about three times as many whites as blacks. The other institutions approximated the 60% black/40% white racial composition of the total adult male correctional system, with the exception of Draper, which had equal proportions of blacks and whites, and the Cattle Ranch, where there were twice as many whites as blacks.

The age of inmates ranged from 15 to 84 years. Black prisoners tended to be younger than white prisoners; the mean age was 27.3 years for blacks and 28.8 years for whites. While 49.2% of the white inmates were 25 years old or less, 57.9% of the black inmates fell into that age group.

Of the white males, 37.1% were single, 34.6% were married, and 24.7% were divorced or separated. Of the black males, 56.1% were single, 29.5% were married, and 10.8% were divorced or separated.

A comprehensive demographic study of a random sample of the Draper population was conducted in 1969 by the Rehabilitation Research Foundation. This study found the mean tested education level to be 6.7 years (range of 3.4 to 12.9). Another group of inmates were given IQ tests, and the mean IQ scale was found to be 80.2. This score is probably confounded by reading level, yet it represents a reasonably accurate estimate of functioning level. Two points deserve attention here: IQ scores falling below 85 are considered indicative of borderline mental retardation (APA Diagnostic and Statistical Manual II), and persons of an educational level below eighth grade are considered functionally illiterate. Based on self-report, 40.2% of the white male inmates and 38.0% of the black male inmates may be considered functionally illiterate.

Of the white male inmates, 40.8% received a sentence of less than five years, with 10.4% receiving one- to two-year sentences. This was compared to 28.0% of black males receiving sentences of less than five years, with 7.6% receiving one- to two-year sentences. There were 7.7% of the white males and 11.0% of the black males serving life sentences. Clearly, black males received longer sentences than white males. Blacks received an average sentence of 12.92 years, while whites received an average sentence of 8.86 years, excluding life sentences.

Table 7 gives the breakdown of crimes committed for inmates on hand during 1971-72. Of all male inmates, 43.4% were convicted of either burglary, larceny, theft, or forgery, while 47.4% were convicted of either murder, assault, manslaughter, robbery, or rape. All other types of crime constituted 9.2%.

Table 7
 Summary of Crime Categories of Male Inmates
 on Hand During 1971-72
 (Combined Population of All Institutions)

General Crime Categories	Percent of Total
Burglary	23.3
Larceny, theft, forgery	20.1
Robbery	18.4
Murder	16.5
Assault	6.7
Other	4.4
Manslaughter	2.9
Rape	2.9
Narcotics (use and possession)	2.2
LSD and marijuana	1.7
Victimless sex offenses	.8
Juvenile status	.1
	100.0

In terms of the most frequently occurring categories, the "typical" person remanded to the custody of the Board of Corrections and its attendant system is:

- Male
- Between ages of 20 and 25
- Black (ratio: 60.1% black to 39.9% white)
- Reported to have 9 to 12 years of education
- Functioning at approximately seventh-grade level
- From urban area
- Not married
- Without a formal occupation
- Found guilty of burglary, larceny, theft, or forgery
- Sentenced to one to five years

(This "typical" offender represents the mode of the distribution rather than the mean.)

In Alabama a person is held in jail following conviction, usually in the county jail, until he is picked up by personnel of the Board of Corrections. His length of stay in jail is not counted against his sentence.

Facilities

Once in the custody of an agent of the board, the prisoner is driven by state vehicle to the Mt. Meigs Medical and Diagnostic Center (15 miles east of Montgomery), which is the receiving facility for all male prisoners. All prisoners coming into the system are considered maximum security risks.

Built in 1969 as a maximum security facility, it has a rated capacity of 450, including 80 hospital beds. During 1971-72 there were 312 prisoners assigned here. It usually houses 475 to 550 prisoners. The population is made up of approximately 135 prisoners permanently assigned to the facility, between 250 and 300 men awaiting assignment to another prison, and those occupying hospital beds or temporarily assigned for protective custody. From 40 to 50 prisoners arrive weekly for examination and classification.

Housing facilities consist of open bays, secure cellblocks, isolation cells, and punitive isolation cells. Young prisoners and dangerous prisoners are assigned to the cellblocks.

Upon arrival, a prisoner is signed in and fingerprinted. In groups of two to four, they are stripped, searched, and sprayed with an insecticide and disinfectant. They are given a number, issued prison uniforms, photographed, and their personal effects are examined. During the next few days, they are given a physical examination, take a 16-item test to measure comprehension and ability to follow directions, and give their personal and family history to a classification officer who uses a four-page guide to insure coverage of history considered pertinent. This procedure is highly impersonal and, in general, a poor basis for classification.

Mt. Meigs is the record center for the state, initiating and maintaining a file on each prisoner, which includes name, age at entry, county of conviction, type of offense, marital status, reported educational status, physical description, test score, history, pretrial investigation report, and any information from the FBI. Extracts from these records are sent to the central office of the Board of Corrections. During this time, an average of three to six weeks, prisoners in transit are not allowed visitors.

After this file is completed, prisoners are interviewed by a classification board that consists of three of the following five persons: warden, deputy warden, classification officer, chief records officer, or the administrative assistant to the commissioner. This interview

is to determine the prison to which a prisoner will be sent. Assignment is based upon security risk, usable skills, past record, and type of offense. (Prisoners are subject to reclassifications.) After assignment, prisoners are transferred to one of the other state facilities.

In addition to a reception center, Mt. Meigs, as its full name of Medical and Diagnostic Center implies, was designed to serve the medical needs of the system. The medical unit is charged with three responsibilities. The unit performs physical examinations on prisoners received into the system, conducts sick call for the center and nearby prison facilities, and provides hospital care for prisoners whose conditions are too serious to be treated at the sick wards of various prisons but who do not require intensive care or specialized treatment or equipment. The Mt. Meigs center has 126 authorized personnel positions, 20 of which are assigned to the hospital. Unfortunately, this medical unit is suffering a severe shortage of qualified staff, and there are frequent changes in the personnel situation.

After being reassigned, most prisoners are transferred to one of two areas, Draper Correctional Center or Holman-Atmore Complex. Later they may be reassigned to the Cattle Ranch or to a road camp.

The Draper Complex is located on a 2,200-acre farm, 30 miles northeast of Montgomery, and it includes the Frank Lee Youth Center, the Prerelease Center, and Draper Correctional Center. The population of the complex is distributed as follows: Frank Lee Youth Center, 99; Prerelease Center, 21; and Draper Correctional Center, 850 to 900.

The principal structure, Draper Correctional Center, is a large two-story building built in 1939 and, though it was designed to house 600 prisoners in maximum security, its present population varies from 850 to 900. This building consists of four cellblocks housing 180 men each, one cellblock housing from 60 to 70 men, and one housing 35 aged and infirm. The building also contains a kitchen, dining room, gym, sick bay, and administrative offices. The general environment within the walls is similar to those of prisons of its age across the country. The most noticeable features are the dimness of most areas, foul odor, peeling paint from massive walls, and the barrenness of halls and cells.

The ages of prisoners in Draper range from 15 to 80 years, with the modal age falling between 21 and 25 years. About 500 are considered medium or minimum security status, although housed in this maximum security facility. Of the 850 to 900 prisoners housed at Draper, approximately 80 are taking vocational training courses in brickmasonry and

automobile front-end alignment at the nearby J. F. Ingram State Vocational Trade School. Twenty-two take these courses at Draper; 34 are enrolled in Adult Basic Education; and 30 attend college credit courses offered by the Alexander City State Junior College at Draper. This total of 166 would appear to represent between 18% and 21% of the Draper population. However, as Draper is located on a large farm, these assignments will vary considerably with the crop season. At peak harvest time, all available men are given farm duty, including prisoner clerical workers.

Draper Correctional Center has 130 authorized staff positions, 23 of which are currently vacant. This is the rule rather than the exception. At its full complement, the staff would still be too small for a facility the size of Draper. In view of the high turnover rate, this facility is extremely understaffed.

The Alabama State Vocational Rehabilitation Service provides a counselor, housed at Draper, to service the various institutions. This counselor serves a total of 1,255 to 1,305 potential clients as follows: the Medical and Diagnostic Center, 165 (permanent inmates); the Julia Tutwiler Prison for Women, 120; the Frank Lee Youth Center, 99; the Prerelease Center, 21; and the Draper Correctional Center, 850 to 900.

Discipline problems are handled at Draper by a disciplinary court that operates on policy established by the Board of Corrections. Penalties include probation, restrictions, loss of privileges, loss of "good time," and isolation. Isolation cells at Draper do not meet adequate health standards and, therefore, prisoners sentenced to periods of isolation are transported to Mt. Meigs.

The Prerelease Center is a cement block building located beside a lake on the Draper farm. It houses 19 work releasees (in four-man rooms) and two inmate cooks who are not on work release. All 21 are on minimum custody status and live under supervisory surveillance rather than custodial treatment. There is little restriction on the movement of inmates, except that they must remain, during their off-work hours, within sight of supervisory personnel. The staff of the Prerelease Center consists of a director, an assistant director, three correctional officers, and a secretary. Services other than food are provided by nearby Draper Correctional Center.

Located on the same 2,200-acre farm with Draper Correctional Center and the Prerelease Center is the Frank Lee Youth Center, which is considered to be the model facility of the system. This minimum security facility is located on a dirt road, approximately one and one-half miles from the highway. It is a fenceless, one-story brick

building designed for a maximum capacity of 102. It is staffed by 14 full-time employees and one part-time employee.

Assignment to the Frank Lee Youth Center is contingent upon age (under 23), record, nature of offense, and recommendation of the warden. Prisoners are told that failure to adapt will result in transfer to a more secure facility.

Frank Lee is primarily an educational institution. To this end, men accepted into the center are encouraged to enroll in one or more education/training programs. Everyone who is not a high school graduate is required to attend academic classes for half of each weekday throughout his residence at the center. Two instructors conduct these classes. Inmates can gain high school equivalency by GED tests through participation in this program.

Academic instruction and vocational training are conducted at the J. F. Ingram State Vocational Trade School. The entire population of J. F. Ingram is provided by the adjacent Frank Lee Youth Center and by Draper Correctional Center, which is about three miles away.

Four vocational programs are operated at the trade school. Radio-TV Repair and Small Motor Repair are full-day, 12-month courses. Men attending these courses do supervised academic work at night. Welding and Brickmasonry are half-day, six-month courses. Men attending these courses devote the other half of this day to academic work. Men who have completed high school and who do not wish to take vocational training are given full-time work assignments in the kitchen or on other work details.

Since its opening in 1964, 743 men have been admitted to the Frank Lee Youth Center, including the approximately 100 now in residence. At the end of 1972, only 7.3% of that number had been identified as recidivists. Through February, 1973, there have been 39 escapees, all of whom have been apprehended or have voluntarily surrendered.

Atmore State Prison Farm is located approximately 69 miles northeast of Mobile, just above the Florida state line. It consists of about 8,000 acres of land and a large, sprawling, one-story building surrounded by a high chain-link fence with guard towers in each corner. Built in 1950 to house 800 prisoners, it currently holds approximately 1,100 people. The physical conditions at this facility are highly unsatisfactory; they are unsanitary and unsafe for inmates and guards alike.

Approximately 700 inmates of the Atmore population are on maximum security status, 135 are on medium security status, and the remainder are on minimum security status. Three hundred of the Atmore inmates are classified as aged and infirm.

One hundred and fifty employees are authorized, but only 135 to 140 are presently employed. The medical staff consists of a physician who visits one day a week, a nurse who divides her time between Atmore and Holman prisons, and two medical technical assistants. With over 300 aged and infirm, this is clearly inadequate. A dentist and a psychologist also come one day per week. Counseling services are provided by one vocational rehabilitation counselor and one employment counselor who are stationed at Atmore.

Atmore has the largest farm in the Alabama correctional system and, consequently, most of the activity of the prisoners is related to farm work. During harvest season, since most of the farm work is done without mechanized farm equipment, every able-bodied man is assigned to the field to work under the supervision of an armed and mounted guard. When it is not harvest season, approximately 10% of the prisoners are engaged in training of some type, either adult basic education or vocational training. Available to this 10% are courses in tractor maintenance and repair, heavy equipment operation, welding, shoe repair, automobile front-end alignment, and brickmasonry.

As in other state prisons, Atmore has an inmate council, a welfare council, a chapel, television, and a limited athletic program. There are also chapters of Alcoholics Anonymous and Narcotics Anonymous. Visiting is restricted to two Sundays per month for any one prisoner.

The Holman Unit is located two miles from Atmore Prison Farm on the same 8,000 acres. Completed in 1969, this prison was designed to be the most secure in the system and to house the prisoners considered most dangerous.

Holman is a two-story brick building surrounded by an 18-foot chain-link fence and guard towers. It is a maze of compartments, with electrically controlled gates designed for maximum control of movement. Enclosed within the stockade are an athletic field, the tag plant, and an empty warehouse.

Though it has a rated capacity of 550, Holman usually houses an average of 700 inmates, the majority of whom are considered maximum security risks. There are no educational or vocational training programs for these prisoners.

The prison staff consists of a warden, deputy warden, captain of the guards, correctional officers, two secretaries, a classification officer, chief clerk, clerk, mail officer and assistant, tag plant supervisor, storekeeper, laundry foreman, three stewards, a chaplain, and two medical-technical assistants.

Rehabilitation and employment services at Atmore are provided by a psychologist who visits one day per week and by a nurse, a rehabilitation counselor, and an employment service counselor who split their duties between Atmore and Holman. Overall, the nurse, the rehabilitation counselor, and the employment service counselor serve a total of 1,800 inmates.

A disciplinary board operates at Holman in accordance with policies set forth by the Board of Corrections. There are about 100 men characteristically in close confinement or punitive isolation at any given time. Of the men in confinement, typically, about 20 will be on death row (which, by Alabama law, requires close confinement) and about 40 will be in administrative segregation, which includes some 10 to 15 who have displayed evidence of mental disorders, homosexual practices, etc., and others who are unable to function satisfactorily in the prison population.

In addition to the major correctional complexes outlined above, the Board of Corrections operates a number of smaller facilities scattered around the state. These include the No. 4 Honor Camp, the Cattle Ranch, and a varying number of road camps.

The No. 4 Honor Camp was originally conceived as a farm operation. It is located on a 2,000-acre farm on the northern outskirts of Montgomery. No. 4 Honor Camp, whose wooden barracks, barns, and sheds are in extreme disrepair, had been abandoned for years, but it was reactivated about a year ago to afford lodging for work-release participants in the Montgomery area. However, of the 91 prisoners housed there, only 34 are work releasees. Forty-seven men are assigned to work on the farm, and the remaining 10 are assigned to kitchen or general barracks duty. Only prisoners considered "no risk" are assigned there.

There are nine employees: the warden, steward, farm supervisor, and six correctional officers. There are no rehabilitation programs. Any discipline problems are handled by transferring the inmates in question to Mt. Meigs for reclassification.

The Cattle Ranch is located near Greensboro, approximately 130 miles west of Montgomery, on 4,400 acres of land. Twenty-eight minimum security offenders are housed in a barracks located on the property. There are numerous outbuildings and a house where the ranch superintendent and his family live. The staff consists of the superintendent, farm foreman, and a clerk-typist. There are no programs or activities here. The Cattle Ranch is operated solely for its productivity.

Road Camps in Alabama house approximately 500 prisoners who are provided to the State Highway Department by the Board of Corrections. The Highway Department pays the Board of Corrections \$3 per day/per prisoner. The prisoners live in any one of ten (number varies) camps that are scattered through the state.

Typically, a road camp is a one-story building that contains cellblocks, is surrounded by a chain-link fence, and has two guard towers. Supervisory and custodial personnel for the road camps are provided by the Highway Department. Prisoners are selected for the road camps on the basis of physical fitness and minimal security status. The camps offer no programs or activities to the prisoners. Any discipline problems that might occur are handled by transferring prisoners to another facility.

Female Corrections

Alabama, as other states in the nation, currently has no overall plan or system designed to deal with female offenders. Also similar to other states, basic data on which to make relevant management and planning decisions are either fragmented between various state and local agencies or nonexistent.

Female offenders come into contact with the criminal justice system at the local or community level, upon arrest. There are indications that at this level a selection process for female offenders begins. Particularly in rural areas of Alabama, there seems to be some reluctance on the part of law enforcement officials to arrest females unless the crime is of a particularly serious nature or the individual involved has a history of minor brushes with local officials. This reluctance to arrest and charge women is changing elsewhere, and, probably, it will change in Alabama as well.

The National Jail Census indicated that Alabama in March, 1970, had some 138 women in city and county jails in the following status categories:

Category	Number	Percent
Females held for other authorities or not yet arraigned	50	36.2
Females awaiting trial	31	22.5
Females convicted awaiting further legal action	8	5.8
Females serving sentence of one year or less	46	33.3
Females serving sentence of more than one year	3	2.2
Total	138	100.0

The same survey reported that of 80 facilities in Alabama (i.e., the county jails and those facilities in cities with populations of 25,000 and over) 95% did not have recreational facilities; 97.5% did not have medical facilities; and 21.3% were without visiting facilities. This information was further validated by several sheriffs, who indicated that they did not have adequate facilities or programs to handle female offenders. This resulted in the release of probably guilty female offenders who would not be provided supervision or intervention to prevent further and perhaps more serious criminal involvement.

In addition to lack of facilities and programs, local officials are faced with inadequate staff to insure the safety of staff or inmates. In March 1970, Alabama jails had the equivalent of one full-time employee for every 9.43 inmates incarcerated. Staff problems include limited training opportunities for jail personnel. The sheriffs also indicated that it was their feeling that the Alabama state law requiring twenty-four-hour supervision of females by matrons was not generally complied with.

The Board of Corrections operates one institution for female felons committed to the state, Julia Tutwiler Prison at Wetumpka, Alabama, some twenty miles north of Montgomery. In addition to female felons, Tutwiler usually has on hand one or two women committed by county systems for "safe keeping."

The main building of Tutwiler Prison was built in 1942 for a capacity of approximately 250. The current population averages around 120 females. By modern standards the facility leaves much to be desired. All inmates are housed in dormitories. While there are honor bays for minimum security inmates, there is no way to segregate the population by age, seriousness of offense, treatment, needs, etc. There is a total lack of privacy; isolation units provide the only solitude. There have been cases reported of women intentionally going into the vacant isolation cells to be by themselves.

The female inmate population in Alabama has risen from 2.9% of the state's total inmate population in 1967-68 to 3.3% of the total in 1970-71. The number of females incarcerated from 1968-1972 has ranged from a high of 130 in 1969-70 to a low of 120 in 1971-72. In February of 1973, the population was reported to be 120. The ratio of white females to black females was 25% to 75% in 1971-72.

The characteristics of the female prison population indicate that a female offender in Alabama is most likely to be:

- Black
- Under 30 years of age

- Either divorced, separated, or widowed
- Serving a sentence of one to five years
- Committed for a "crime against person," with second-degree murder and manslaughter most prevalent
- Committed for forgery in the category of "crimes against property"
- Between the ninth- and twelfth-grade level of education according to self-report
- From Jefferson or Montgomery County
- A housewife prior to incarceration

Upon commitment to the women's institution, the inmate is confined to the hospital area until checked by the physician. Reportedly, this is usually no longer than three days. During this time, she is interviewed by the superintendent or deputy superintendent, who decides dormitory and work placement, primarily based on space available and needs of the institution. No psychological, educational, vocational, or other formal diagnosis is made, other than a routine medical examination. The women's institution had at the time of this study one full-time academic instructor and one part-time instructor. Adult Basic Education classes were being held twice a day by an LEAA-funded instructor. Inmates who achieve eleventh-grade rank are allowed to take the State General Education Development Test and, if successful, to obtain their high school equivalency certificate. Since 38% of the population has a stated eighth-grade achievement level or below, much more emphasis on individual and small group tutoring is needed. As noted earlier, classroom space is limited. Also, incentives to motivate offenders who typically have a long history of failure in public school should be incorporated into the academic program.

Only four vocational training programs are offered at Tutwiler: commercial sewing, cosmetology, floral design, and food service. Continued funding of these is in doubt. Each program had approximately twenty women enrolled.

The institution performs and operates the canning and clothing manufacturing for the prison system. During June, July, and August, almost all other programs come to a halt while produce raised at other institutions is canned for system-wide use. All clothing issued to inmates in the system is manufactured at the women's prison. Both of these programs, due to the age of equipment, production standards, and other difficulties, are of limited value not only to inmates but also to the state. Some of the programs may, in fact, be losing money for the state.

Other work programs at the institution, for example, the laundry, are simply institutional maintenance tasks that are not designed to teach marketable skills. The Board of Corrections, however, has recently expanded its relatively new work-release program to include eight women from Tutwiler.

High Crime Areas

The South has a lower crime rate than the nation, and Alabama's crime rate is lower than the rate for the South. Nevertheless, two metropolitan areas of Alabama are designated "high crime areas"—Jefferson County, the City of Birmingham, and Mobile County, the City of Mobile. The rate of both violent crime and property crime in Birmingham approaches the rate for the nation, and Mobile has the highest crime rate in the state, with a frequency of property crimes surpassing the national rate.

1971 Crime Index for Birmingham and Mobile, Alabama, the South, and the Nation Expressed in Rate Per 100,000 Inhabitants

	Total Index	Violent Crime	Property Crime
Birmingham	2,774.8	390.1	2,384.7
Mobile	2,971.0	339.0	2,632.0
Alabama	1,892.6	311.4	1,581.1
South	2,500.6	386.9	2,113.8
Nation	2,906.7	392.7	2,514.0

The crime problem in these two areas was not confined to adult offenders. During 1970, Mobile County ranked second in the state in rate of juvenile cases, with 62.9 cases per 10,000 population, and third in the rate of delinquency, with 40.88 delinquents per 10,000 population. During 1971, over 11% of the state's total delinquency cases and over 18% of the juveniles committed to state institutions were from Mobile County.

In the same year, Jefferson County ranked fifth in rate of juvenile cases, with 59.26 juveniles per 10,000 population, and fourth in rate of delinquency, with 39.29 delinquents per 10,000 population. Approximately 31% of the state's total delinquency cases and over 16% of the juveniles committed to state institutions were from Jefferson County. According to the last school census (1970), 17.5% of the state's school age children resided in Jefferson County, and 10.8% resided in Mobile County. It is apparent from these data that Jefferson and Mobile counties, with about 28% of the state's juvenile population, account for 42% of the total juvenile delinquency cases.

The existing facilities for dealing with offenders in these two areas--Jefferson and Mobile counties--are examined briefly here. The reader should consult Volume II of the plan for a more extensive survey of jails, probation and parole services, and juvenile justice system facilities.

Jefferson County

There are 33 municipalities surrounding the city of Birmingham, 30 of which have detention facilities, ranging in design capacity from 3 to 88 prisoners. The combined capacity of all jails, excluding the Birmingham City Jail, is estimated to be five hundred. These jails function primarily as a holding area for intoxicated persons and other misdemeanants. Suspected felons are transferred to the county jail to await trial or release on bond. It has been estimated that the combined operating budgets of these jails is \$500,000 annually, for a total average daily population of 250 detainees. No demographic information was available for persons incarcerated in these facilities.

Birmingham City Jail

The Birmingham City Jail, which is administered by the Birmingham Police Department, has a designed capacity of 670 and an average daily population of 200. The annual operating cost is \$488,000, with an average cost of \$6.69 per prisoner per day. There is complete separation of men and women prisoners, and no juveniles are received. There are two drunk tanks, each with a capacity of 60 prisoners. Drug offenders are housed with the felons. Drunk and traffic cases are housed with the regular offenders, but sentenced offenders are kept separate from prisoners awaiting trial. Although it is impossible to determine the exact status of prisoners, due to insufficient information, it is thought that the daily population is typically composed of 95% misdemeanants and 5% felons, both pretrial and post-trial. Medical services are provided by five full-time nurses in conjunction with a part-time doctor, and the jail maintains an infirmary with beds for overnight stays.

The jail population, at the time of this survey, consisted of 51% white males, 43% black males, 2% white females, and 4% black females. Sixty-eight percent of the prisoners there were either charged with, or convicted of, intoxication, and 14% were there for burglary, larceny, forgery, or theft.

Jefferson County Jail

The Jefferson County Jail consists of two facilities: one in Birmingham with a capacity of 504 and one in Bessemer with a capacity of 180. For descriptive purposes, the data concerning the two facilities are combined, except where noted.

At the time of the survey, the combined facilities had an average daily population of 460, with an annual operating cost of \$420,100, yielding an average cost of \$2.50 per prisoner per day.

In April, 1970, the Jefferson County Jail initiated a Diagnostic/Vocational Rehabilitation Program for selected prisoners. The goal of the program is to achieve resocialization of selected offenders through a highly specialized and professional process of vocational and psychiatric evaluation.

In addition to vocational rehabilitation services, a non-staff psychiatrist visits the jail daily and makes psychiatric evaluations of alleged mental incompetents. In the first two months of operation, 57 offenders were referred for psychiatric evaluation by Jefferson County Criminal Court judges and wardens of the city and county jails. Eighteen of these offenders were found to be psychotic and were committed to either Bryce Hospital or the Veterans Administration neuropsychiatric hospitals. The other 39 offenders, though not psychotic, had mental health problems, such as alcoholism, drug abuse, mental deficiency, or organic brain damage. The services of the visiting (non-staff) psychiatrist at the Jefferson County Jail have resulted in a reduction of the length of stay of mental incompetents from 90 to 10 days. Thus, the jail population has been reduced.

Birmingham City Probation and Parole Office

The city differs from the other high crime areas in that it has the Birmingham City Probation and Parole Office to handle misdemeanants from the municipal area. This office receives its cases from the Birmingham Recorder's Court, which has jurisdiction over state, city, and county misdemeanor and traffic law violations.

The City of Birmingham also has a three-member parole board that meets every four weeks to consider cases. Persons confined in Birmingham City Jail who are serving time for traffic or misdemeanor offenses are considered eligible clients for this board. Clients or their friends and relatives may make a request to this board for the hearing of any particular case.

In 1971, the City Probation and Parole Office supervised 225 parolees and 554 people on probation. The office works only with adults; juveniles are referred to the Family

Court. It operates on an annual budget of approximately \$70,000, and it employs five professional parole and probation officers or counselors. Each officer has an average monthly caseload of 30 parolees and 100 probationers. The office also hires, on an hourly basis, college work-study students who attempt to obtain employment for persons placed on parole or probation. In 1971, 144 clients were assisted by this program. In 1972, the City Probation and Parole Office received \$43,875 in LEPA funds to set up an officer exchange program, to hire a projects and programs coordinator, and to hire aides for the probation and parole officers.

The total number of persons released by the parole board, the total number of persons released on parole and/or partial payment, and the total number of persons released on active parole showed a gradual increase from 1968 to 1971, followed by a marked decrease in 1972. This significant decrease, however, is accounted for by the increased emphasis placed on probation after 1971, when the Recorder's Court was granted probation powers. The total money collected as fines more than doubled from 1971 to 1972, indicating an increase in the use of fines as a form of disposition.

Jefferson County Probation and Parole Office

In addition to the city probation and parole system, there is also the Jefferson County Probation and Parole Office, which is part of the statewide system of probation and parole. In Jefferson County, the office investigates felonies and writes case reports. Operations are essentially like the City Probation and Parole Office, with the exception that the city handles only traffic violations and misdemeanors that occur in the city. The county office handles felony cases that occur anywhere in Jefferson County and, in some instances, anywhere in the state. The staff of the state probation and parole operation supervises all parolees in their geographical area. The staff makes all investigations for the board in parole matters. Services relating to pardon, restoration of civil and political rights, and remission of fines and forfeitures are also provided by this staff.

Jefferson County, District IV, has a district supervisor, and it has field offices in Birmingham and Bessemer. The county has, at the time of the survey, fourteen probation and parole officers supervising a total of 546 persons. According to the *State Board of Pardons and Paroles Annual Report (1971-72)*, Jefferson County had 873 probations granted and 80 revoked. There were 352 paroles considered, 195 granted, and 58 revoked.

The following section focuses on the process of handling juvenile delinquents in Jefferson County. About 75% of the delinquents are referred by the police departments within Jefferson County. Most of the other referrals come from schools and parents.

Jefferson County Juvenile Court

Upon initial contact with the court, the intake officer determines if the child needs immediate detention. If so, the child is detained for not more than forty-eight hours, until a "detention hearing" is held. The purpose of this hearing is to decide if the child should be detained until the "preliminary hearing," which is held five to ten days after the detention hearing. At the preliminary hearing, a referee advises the child and his parents of their constitutional rights. At this time, if the child pleads guilty to the charges, his case can be disposed of. If the child does not plead guilty, the case goes to a "trial referee" (who is an attorney) for an advisory proceeding prior to a trial before the Juvenile Court judge.

The preliminary hearing referee and the trial referee serve to skim off cases that can be handled without appearance before a judge. The child's parents may appeal any decision made by the preliminary hearing referee or the trial referee, in which case the matter is resolved by the Juvenile Court judge.

Birmingham Youth Aide Bureau

Since crimes of violence committed by persons between the ages of 10 and 17 years increased 148% from 1960 to 1969 in the Birmingham area, and, since recidivism of youthful offenders was almost 75%, the Birmingham Police Department recognized that prevention and control of juvenile delinquency was a primary source of concern. Therefore, the department organized a group of trained police officers to work with juveniles. The basic assignments of these officers were: to seek areas where juveniles congregate and to establish rapport with young people in the community; to assist the other members of the police department in situations involving juvenile offenders; and to maintain close liaison with other agencies involved in the prevention and treatment of delinquent behavior. In addition to crimes committed by juveniles, Youth Aid also investigates other crimes or incidents involving juveniles, such as child molestations, bicycle thefts, child abuse cases, and other cases where police are involved and the Family Court has exclusive jurisdiction.

Birmingham Youthful Offenders Development Center

In 1972, the City of Birmingham initiated a program designed to provide housing and daily supervision for 35 young male offenders in the local YMCA. In addition to shelter care, individual and group counseling was available to each person. Youthful offenders were assisted in finding employment, or in enrolling in educational and vocational programs, or both. All offenders were permitted to utilize the full physical and recreational facilities of the YMCA, and periodic progress reports were made to the referral source, i.e., courts or the probation officer.

Jefferson County Family Court

At the time of the survey, 416 persons were being served by this nonresidential institution. Of these, 41% were adults and 59% were juveniles. Most of the adults were males charged with nonsupport of their families, desertion, etc. Of this population, 26% were white males, 48% were black males, 17% were white females, and 9% were black females. The average age of males was 24.9 years; the average age of females was 15.4 years. The judicial status of the population was 47% probation, 4% parole, 1% pretrial release, and 48% other. The average sentence was 11 months, with an average of two contacts per person per month with the agency. It should be noted that about 58% of all persons had been previously incarcerated, and 49% had previously been on probation. Sixty-four percent were either employed or attending school during the six-month period prior to entering the correctional system.

Jefferson County Juvenile Detention Center

At the time of the survey, 30 juveniles were on hand at the Jefferson County Juvenile Detention Center. Of these 13% were white males, 33% were black males, 17% were white females, and 37% were black females. The average age of males was 13.5 years; the average age of females was 14.9 years. Of all inmates, 48% were either in school or employed at the time of incarceration. Most of those incarcerated (64%) were there for juvenile status offenses. Information regarding length of detainment was available for 33% of the inmates; the average length of sentence was 7 months and 7 days. Of all juveniles detained, 66% had previously been incarcerated, 43% had been previously placed on probation, and 26% had been placed in disciplinary segregation.

Mobile County

Mobile County Jail

The Mobile County Jail has a designed capacity of 300 and an average daily population of 205. The annual cost of operation is about \$277,000, which yields a cost of \$3.70 per prisoner per day. At the time of the survey, there were 155 adult prisoners on hand. Of these, 33% were white males, 60% were black males, 5% were white females, and 2% were black females. The average age was 27.6 years for males and 25.6 years for females.

Information was unavailable on the division between pretrial and post-trial detainees. However, it was determined that the average period of pretrial detention was 100 days, while the average sentence was 74 days. There was insufficient information to determine the percentage of prisoners charged with intoxication and/or traffic offenses. The most common reported offenses were robbery, burglary, and larceny (41%).

Mobile City Jail

The Mobile City Jail has a designed capacity of 296. At the time of the survey, 83 adult prisoners were on hand. Records of sex and race were not available. Of those on hand, 27% were awaiting trial, while 73% were serving sentences averaging 27 days. The average length of pretrial detention was about 2 days. About 83% of the prisoners were misdemeanants and 17% were felons. By far the most common offense was intoxication (64%), followed by traffic violations (14%). Information regarding annual operating cost was not available.

Mobile County Probation and Parole Office

The Mobile County Probation and Parole Office is part of the state system, and it functions in the same manner as the one already described in Jefferson County. Mobile, District VI, has a district supervisor who is responsible for not only Mobile County but also the eleven other counties in District VI. According to the *State Board of Pardons and Paroles Annual Report (1971-72)*, Mobile County had 326 probations granted and 30 revoked. There were 242 paroles considered, 124 granted, and 21 revoked.

State Board of Pardons and Paroles in Mobile

At the time of the survey, 226 persons were served by the State Board of Pardons and Paroles in Mobile. Ninety-two percent were adults, and 8% were youthful offenders.

Of these, 47% were white males, 47% were black males, 3% were white females, and 3% were black females. The average age of males was 25 years; the average age of females was 31 years. All 226 persons were on probation, with an average sentence of 3 years, 4 months. There was an average of one contact per person per month with the agency. Eighteen percent had previously been incarcerated, and 13% had been on probation. Sixty percent were either employed or attending school during the six-month period prior to coming into contact with the correctional system.

Mobile County Juvenile Court

There were 150 juveniles served by the Mobile County Juvenile Court at the time of the survey. Seventy-six percent were on probation, 22% were on parole, and 2% were on pretrial release. The average sentence was about 12 months, with an average of two contacts per person per month with the agency. Sixty-four percent had previously been incarcerated, and 54% had previously been on probation.

Mobile County Girls Detention Home

At the time of the survey, there were six juvenile girls residing in the Mobile County Girls Detention Home. Of these, five were black and one was white. The average age was 13.3 years. All of these girls were awaiting trial. Four of these girls were either employed or in school during the six-month period prior to incarceration. They typically are detained eighteen days before trial. Four of the girls had previously been incarcerated, and four had previously been on probation. Four of the girls were charged with juvenile status offenses.

Mobile County Boys Detention Home

At the time of the survey, there were three juveniles and eight youthful offenders being detained in the Mobile County Boys Detention Home. Of these, seven were white and four were black, with an average age of 14 years. Ten of these persons were awaiting trial, and one was serving a sentence of 30 days. Seven of these persons were either employed or attending school in the six-month period prior to coming in contact with the agency. Eight of these boys had previously been incarcerated, and six had previously been on probation. Five were charged with juvenile status offenses.

Mobile County, Region VI, will open a new \$2,000,000 juvenile detention center in the summer of 1973. This facility is designed to house 75 detainees, as well as to provide shelter care for 12 abandoned or otherwise neglected children. This center will

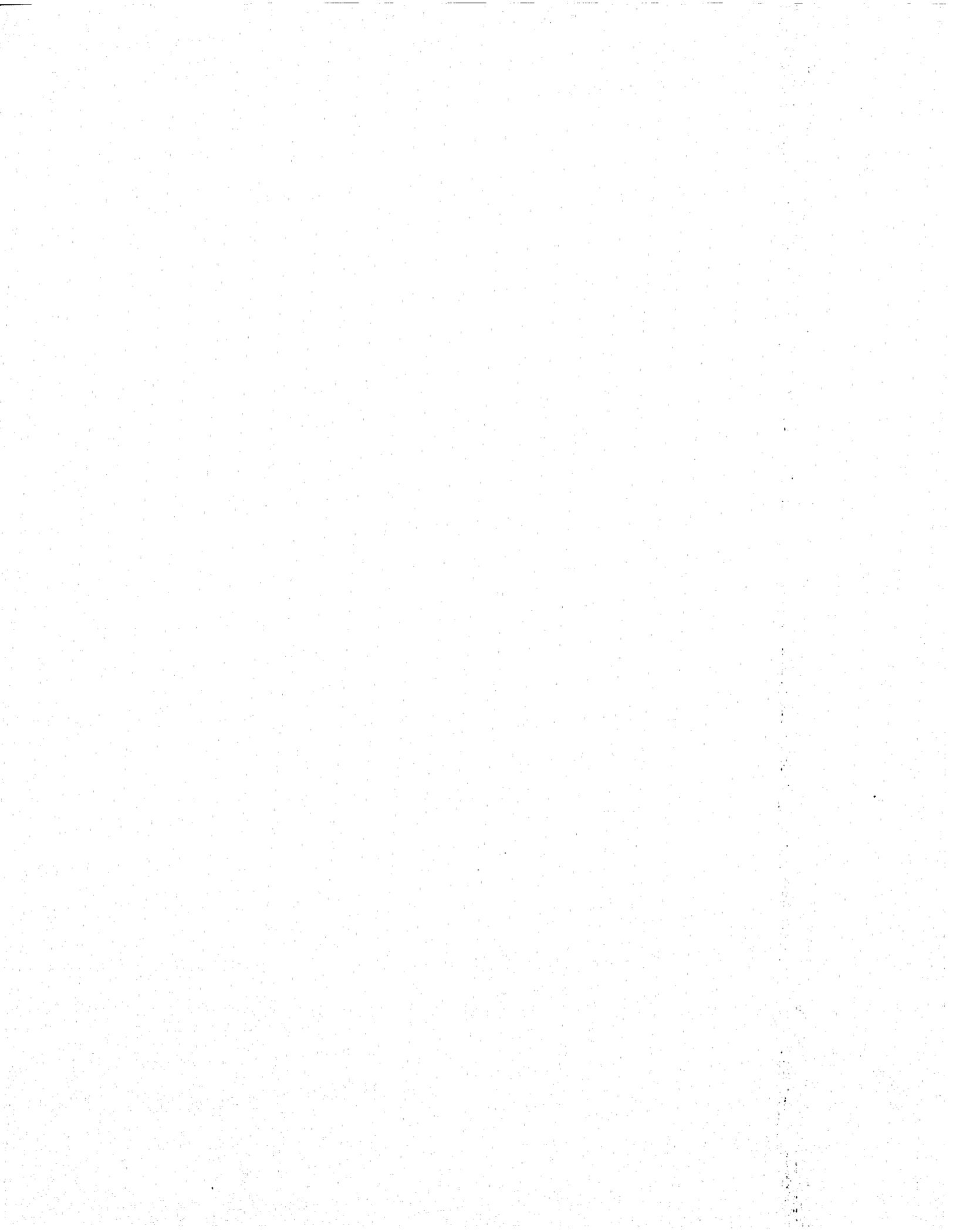
replace the two detention homes presently in use. It will not only receive cases from Mobile and Mobile County but from the rest of Region VI as well, including Baldwin, Escambia, Conecuh, Monroe, Clarke, Choctaw, and Washington counties.





Chapter Two

Proposed Ideal Correctional System for Alabama



Introduction

Philosophical or idealistic motivations often become lost in the attempt to provide a plan with political reality—one that will be acceptable to the existing criminal justice system. To avoid such obscuring of the conceptual underpinnings of this Master Plan, the following section attempts to express some of the philosophy supporting the plan and its hopes for realizing meaningful changes in the corrections system of Alabama.

Regardless of the anticipated impact of the Master Plan for Corrections, it will have only surface effect until current public attitudes undergo some changes. Although the exact determinants of criminal behavior are unknown, it is known that crime does not occur in a social, psychological, or economic vacuum. The profile of a typical offender tends also to be a profile of the poor, the inadequately educated, the unemployed, the racial or lingual minority, or, in general, a profile of those individuals on the bottom rung of our social ladder. The Master Plan is directed exclusively toward alleviating the problems of the corrections system. However, successful reform of the corrections system is dependent to a large degree upon amelioration of the social and economic concomitants of crime and criminal behavior.

Incarceration has been the traditional method of dealing with persons who have deviated from the prevailing social mores or who have violated society's laws. Too often, the motivation has been one of punishment or retribution. More recently, however, the rationale for incarceration has changed to that of rehabilitating the offender to prevent further criminal behavior. The ideal of rehabilitation is a worthy one, but it is one unlikely to be realized within the system as it now exists. Prisons today serve primarily to warehouse offenders while they "pay their debt to society." The debt is paid in inhumane, degrading physical facilities by endless hours of ennui, frustration, fear, and anger. Little is done to provide meaningful technical or social skills; even less is done to provide an atmosphere conducive to rehabilitation.

The Master Plan is aimed at providing a better corrections system. The recommendations of this plan are based upon a philosophical orientation of advocacy and community-based corrections that hopefully will pervade the entire system. Currently, from the offender's initial contact with the system, he is labeled a deviant and often treated without due consideration for his humanity or his rights. At all points within the system there must be an advocate for the rights and the welfare of the offender. The purpose

of prisons must be changed from one of isolating and punishing the offender to one of providing him with the means and the desire to refrain from criminal behavior. An advocacy role requires that the system be *for* the offender and *for* his rights as a human being and as a citizen, which ultimately will benefit society as well as the offender.

Correctional change must occur within the community as well as the institutions. Institutionalization, no matter how humane or enlightened, still isolates the offender from the issues he must face in the community. Often the offender is isolated and stigmatized when he returns to the community. Through fear, misunderstanding, or apathy, the community rejects the returning offender. This rejection often frustrates and further alienates him, ultimately leading to his committing further crimes.

Available resources in the community must be mobilized to prevent crime. Increasing the numbers of people arrested and convicted will not solve the problem of crime. The community must concern itself with cause and prevention. The financial, educational, and social resources of the community should be utilized to reduce the economic and social inequities that are often the cause of crime. The reintegration into the community of an offender who has "paid his debt" in prison may be facilitated by an aware and involved community. The community can provide the means of education and employment for offenders, but even more, it can give the offender a sense of being part of the community with legitimate access to its resources.

Undoubtedly, there are men and women who have become a threat to the safety of society or themselves. Until another means of dealing with these people becomes available, institutionalization remains the only feasible treatment alternative. However, the denial of a man's freedom should be undertaken with extreme caution and with consideration of the ultimate benefit to the individual and to society.

It is painfully clear that the traditional system of corrections has yielded few long-term benefits for society. Over half of the crimes committed are perpetrated by people who have been in previous contact with our criminal justice system. Something is obviously wrong with our methods and practices in the field of corrections. Any solution which offers an improvement in the current effectiveness of our methods cannot be a simple or easy one, nor can a solution be found in the magnification of the current system. In other human and social endeavors methods and tactics that fail to yield results are abandoned in favor of more productive approaches. This has not been the case in the field of corrections. Changes in corrections have been those that simply modify the quality

or quantity of a method, not those which change the method itself. As illogical as it seems in view of the data accumulated today, long-term gains in corrections, in the past, have been hoped for as a result of constructing bigger and more severe prisons, jails, and detention facilities.

For the overwhelming majority of individuals confined within our prison walls, crime is a pattern of behavior, a life style. The crucial question is, How do we change this pattern? For years, we have listened to armchair theorists, and to almost no avail. What we have not done is to become completely committed to the application of research methodology to the questions of crime prevention and offender correction. It is true that in certain isolated and restricted efforts we have turned to science for some answers, but even then we have all but ignored the responses.

Professionals in the field of corrections have come to general agreement that it is in the best interest of society to reform, correct, or rehabilitate offenders, and most people agree with the courts of the land that the conditions of forced confinement should be as humane as possible. Yet, the directions indicated by such significant agreement in policy cannot be effectively pursued unless *we place the highest priority on gathering and analyzing information, producing and following experimental designs, and applying the findings to alter our current methods.* Only by building into our system a strong and vital research input can we hope to make meaningful progress toward the reduction of crime and the rehabilitation of the offender.

Goals and Tenets of the Ideal System

The following twenty goals and tenets have guided the conceptualization and development of the Master Plan for an ideal corrections system in the state of Alabama:

1. To maximize the effectiveness of corrections, a systematic approach should be instituted.
2. De-institutionalization for the maximum number of offenders should be undertaken. However, in spite of our best efforts to provide alternatives to incarceration, it will be necessary, for the welfare of society, to provide secure confinement for some offenders.
3. No offender should be allowed to penetrate the criminal justice system any further than is absolutely necessary for the protection and ultimate benefit of society and for the rehabilitation of the individual.

4. Rehabilitation of the offender, through effective treatment programs, should be a primary emphasis of the correctional system.
5. Before trial, all prisoners are assumed innocent until proven guilty, and they should be treated accordingly. Pretrial prisoners should be treated as humanely as possible, given maximum opportunity to assist in their defense, and allowed to remain on their jobs and with their families whenever there is not undue risk to society.
6. The alcoholic, the incompetent, the juvenile status offender, selected sex offenders, and selected drug abusers can be treated more appropriately in the community than in the jail. Additionally, victimless crimes need to be de-criminalized. The practice of incarcerating indigents as a result of their inability to pay fines should be halted.
7. Alternatives to incarceration, including probation and parole, release on individual recognizance, and various diversions, should be provided and used to the fullest extent possible.
8. Maximum use of community resources should be made in the correctional process.
9. The criminal justice system can reduce significantly the number of prisoners who require secure confinement by providing our judges, parole authorities, and correctional officials with professional diagnostic studies to aid them in making decisions on each individual offender.
10. Rehabilitation efforts are greatly diminished in an atmosphere charged with hostility, where there are harsh rules, inhumane facilities, unreasonable regimentation, and little opportunity to improve one's skills, knowledge, and attitudes. New equipment and facilities should be designed for rehabilitation and correction.
11. All offenders, juvenile and adult, male and female, should be provided equal opportunities for rehabilitation.
12. Training provided for the sentenced prisoner, if it is to be meaningful, must address itself to the job demands and skill market of the community.
13. A community whose members understand a correctional philosophy is more likely to accept it and actively participate in the correctional process.

14. A primary emphasis of the criminal justice system should be the *prevention* of crime and delinquency.
15. A state-local relationship should be developed by coordinating the efforts of both for efficiency and maximum results in the correction of the offender. By so doing, the costly duplication of services will be avoided.
16. Adequate medical and mental health services should be provided to all offenders in the correctional system.
17. Staff recruitment should be upgraded and ongoing training programs should be developed for existing correctional staff. Furthermore, standards relating to work loads and inmate staff should be adopted and implemented.
18. All jails, correctional facilities, and programs should be required to maintain thorough offender records.
19. Corrections in a changing society has no place for archaic approaches and monolithic structures. Systems, programs, and facilities should be continuously evaluated and altered where necessary to insure that the needs of society are being met.
20. Ongoing research and evaluation of the criminal law and the criminal justice system should be conducted to insure that man's individual freedom is not abridged, except in those cases where society is endangered.

Outline of the Ideal System

The recommendations presented in this plan were developed as steps toward the realization of an ideal corrections system. A primary tenet of this ideal system is that the task of the corrections machinery is to resocialize persons who have demonstrated a particular type of asocial behavior. In short, the task of the system is to bring about a positive change in the behavior of offenders. Many would argue that the primary responsibility of the corrections system is to protect the public. Yet, changing the behavior of the offender would fulfill this responsibility more effectively than any other approach, since a majority of crimes are committed by recidivists. Thus, the protection of society is best served by constructive intervention in the "criminal" behavior of the offender.

Inasmuch as the best method of producing lasting behavior change in the offender remains undefined, an ideal corrections system must be guided by intensive research and evaluation. The creation of a research division, such as that recommended in the body

of this plan, is of high priority. The primary responsibility and anticipated contribution of the research division will be to provide the necessary direction and methodology for introducing and implementing newly developed and proven treatment concepts and programs in the correctional system.

An ideal system must be based upon the recognition that isolation, punishment, and deprivation of social stimulation have failed to produce any desirable behavioral change in the vast majority of offenders who have passed through the traditional system. In fact, many feel that the prison experience has produced the opposite effect. The danger in rejecting the current system, however, lies in embracing another approach in an equally dogmatic and rigid manner. In view of this possibility, recommendations contained herein are geared to transition phases and open-ended programming. In general, movement away from mass incarceration in large isolated prisons and work farms would be complemented by development of local community resources marshalled to the support of local programs of social reintegration. The administration and staff of the criminal justice system would be altered to this end. A unified system of correctional agencies, combined with increased staff training and additional staff members working with local resources, has been recommended. A shift in roles for persons working with offenders has been proposed, from taskmaster and sentry to teacher and advocate. Vocational, social, and/or psychological reeducation would be the aim of the staff and field worker.

The development and expansion of regional and local programs will precede the phasing out of three large, antiquated institutions. By 1983, over 45% of the projected prison population will be involved in community programs outside major institution walls. Recognizing the current lack of knowledge and methodology for effectively treating all offenders, it must be reluctantly conceded that incarceration will remain a last resort for persons for whom the system has no other immediate alternative. To this end, Holman Unit and the Medical and Diagnostic Center will be retained, and three community correctional centers, located in major metropolitan areas, will be created. The goal of these secure, artificial environments will be the vocational and social reeducation of those offenders considered "hard-core" and dangerous. Farm programs will be replaced by training in industrial job skills. Though the inadequacies of current treatment programs will force a certain population of offenders to continue being incarcerated, when new knowledge and methods are developed and refined, they should be applied to the reduction of this incarcerated population.

A goal of the ideal system is to develop uniform standards and services throughout the jail system in Alabama. In order to facilitate this development, the regionalization of correctional agencies, including a regional jail inspector, is recommended. The Master Plan offers a jail inspection statute that will provide the machinery to establish minimum standards. In an effort to reduce jail populations and provide more adequate treatment and services to those confined, alternatives to local incarceration are proposed. Such alternatives include bail reform, release on recognizance, increased use of probation, misdemeanor parole, work release, a program of citations, and a screening process whereby alcoholics and selected drug offenders would be diverted from our jails to mental health facilities for treatment. The separation of pretrial from post-trial persons is also recommended.

The ideal corrections system incorporates the current unstructured juvenile justice system in Alabama and creates a Department of Youth Services. Regionally shared resources will be brought to bear on the problem of juvenile delinquency and its reduction. By unifying the fragmented services available and supplementing them via a state administered agency, a greater variety of options will be available to the juvenile judge and probation officer. The philosophical stance of this new unified agency is *youth advocacy*. In an ideal system, no juvenile will be confined in an adult jail, and those actions considered legal offenses because of age status will be reduced to a socio-familial problem and taken out of the courts.

In summary, the ideal corrections system in Alabama is focused on the community and based on the premise of resocialization and retraining under supervision and *in situ*. As a result, increases in manpower are concentrated in the areas of probation and parole, vocational and educational training, community resource management, and youth services. Salaries are increased in an effort to attract and retain persons able to meet higher minimum standards, and considerable emphasis is placed upon initial and ongoing training of personnel. On the other hand, savings are realized by the closing of three large prisons and the removal of many persons from the incarcerated population. Three smaller community corrections facilities are called for over the next ten years to accommodate the incarcerated population projected for 1983.

The employment of bail reforms, speedy trial law, and other diversions are sought for the removal from jails of those persons for whom confinement is inappropriate or

unnecessary. Jail inspectors, backed by a jail inspection statute, will insure statewide minimum standards of services and facilities.

Summary of Anticipated Impact of Recommendations in Master Plan*

The entire Alabama correctional system will be unified by 1983. Each component of the unified system will be organized on the basis of the seven ALEPA regions, each region maintaining its own offices and personnel. The cost of these recommendations is projected to be \$8,928,006 over the next ten years.

In 1983, all jails will be supervised by jail inspectors under the statutory authority proposed in this plan. Following the establishment of a model jails program, Alabama jails can be expected to have met minimum physical, social, and psychological standards. As these models are developed, the increasing use of diversions and alternatives to incarceration will result in a decrease in the projected jail population by 1983. The net additional cost of development of these programs is projected to be \$6,090,000 over a ten-year period.

The Board of Pardons and Paroles will hire 163 additional staff members by 1983, and the current functions of probation and parole supervisors will be partitioned into the three areas of community resource management, field services, and court services. These will be coordinated from seven regional offices. It is projected that, by 1983, the number of persons under supervision in these offices will be 11,398. This will represent a caseload of approximately 50 parolees and/or probationers per supervisor.

It is recommended that the budget for the Board of Pardons and Paroles be doubled over the ten-year period, representing a total of \$14,450,030 in net additional monies. This increase in funds will support expanded training for personnel and increased numbers of personnel, parolees, and probationers.

By 1983, juvenile delinquents in Alabama will be defined as all youths who have not reached their eighteenth birthday and who have committed some act that would be criminal if they were adults. No juveniles will be confined in any adult jail or institution.

The Department of Youth Services, by 1983, will have been established for ten years. It will operate the state training schools for long-term detention, license and inspect local facilities, provide in-service training to juvenile personnel, and channel state, federal, and

*For detailed presentation of the Master Plan's recommendations and their anticipated impacts, see Volume Two.

private subsidies to the local areas. Similarly, it will certify probation personnel, compile statistics, direct research, and coordinate volunteer services and interregional information.

There will be seven regional groupings of counties to cooperate and fund programs of detention, probation, aftercare, prevention, and court services. Personnel, such as those in probation and aftercare, working closely with juveniles in the field, will assume the role of youth advocate.

Projections indicate that there will be 3,174 adjudicated juvenile delinquents and 7,870 youths in need of supervision or treatment. These children will be handled by juvenile courts, the regional projects, and the State Department of Youth Services. There will be 4,756 dependent and neglected children who will be handled by juvenile courts and the State Department of Pensions and Security. The net additional cost of development of this juvenile justice system will be \$15,805,000 during the next ten years.

The recommendations outlined in Adult Male Corrections result in the reduction of 1,630 persons from the incarcerated population, leaving 1,792 inmates. Persons diverted from the system will include 200 aged and infirm, 430 who will be on parole, 200 who will be on probation, 500 who will be in residential facilities, and 300 who will be in various community projects as the result of program impact. Farm operations will be phased out and replaced by industrial job training programs.

Construction will be necessary during the next decade. The planning and building of three community correctional centers to be located in major metropolitan areas will require a capital outlay of approximately \$19,500,000. Over the next ten years, \$28,810,243 net additional monies will be required for housing and programming for male and female offenders in Alabama.





Chapter Three

Recommendations for Individual Components of Existent Alabama Correctional System



Introduction

The comprehensive goal for corrections as outlined in this Master Plan is to intervene in the criminal career in such a way that successful social integration for the offender is achieved. Research projects and experimental programs committed to this goal are gradually developing across the nation. However, most corrections systems still lag decades behind in the application of available knowledge.

It is in light of this disparity between what should be done and what is being done that this Master Plan for corrections has been developed. Similarly, the recommendations presented in this chapter are intended as guides for realizing an ideal corrections system in the state of Alabama. In broad terms, the recommendations represent a movement away from the indiscriminate use of incarceration, from the attempt to legislate private morals, and from the adversary model in corrections. Instead, they propose a wider range of community-based alternatives, a reduction of status and victimless crimes, and the adoption of the role of *advocate* for corrections. (As the recommendations in this chapter are in summary form, the reader should refer to Volume Two of this plan for a more detailed presentation of each recommendation.)

General Recommendations

General Recommendation No. 1: *All correctional components of the state, including probation and parole, adult corrections, and juvenile services, should be consolidated into a new Department of Offender Rehabilitation, to be administered by a state director accountable to the governor and the Board of Offender Rehabilitation. (The Board of Pardons and Paroles will continue to function as an independent body but will be related to the system.)*

Total ten-year cost: \$5,407,006

General Recommendation No. 2: *The services of the Alabama corrections system should be organized on a regional basis.*

Total ten-year cost: \$3,521,000

Recommendations Pertaining to Courts

Recommendation No. 1: *Latest revision of the Alabama Criminal Code, insofar as it is consistent with the recommendations of the Master Plan, should be supported and adopted. (There is currently under way a revision of the Criminal Code of Alabama by the Criminal Code Committee appointed by the Alabama Legislature. This is being done in cooperation with the Alabama Law Institute at the University of Alabama in Tuscaloosa.)*

Recommendation No. 2: A statewide Public Defender Program should be enacted.

Recommendation No. 3: A bail reform bill should be adopted and parole for misdemeanants should be instituted.

Recommendation No. 4: All time spent in confinement should be credited toward the ultimate sentence.

Recommendation No. 5: Only those civil rights of convicted felons that would interfere with their successful rehabilitation or endanger the public should be removed.

Recommendation No. 6: Police authorities, the correctional system, and the judicial system should work together to develop diversionary alternatives to present sentencing practices that will aid in offender rehabilitation.

Recommendation No. 7: The correctional, judicial, and legislative systems in Alabama should be cognizant of the developing rights of persons confined in penal institutions and act to implement these rights before litigation forces them to do so. These systems should also be aware of the rights of victims of criminals and seek appropriate avenues of compensation for such victims.

Recommendations Pertaining to Jails

Recommendation No. 1: The state should have the authority and responsibility to perform the following services and functions for all jails:

- *Establish minimum standards and guidelines.*
- *Provide an inspection service.*
- *Provide technical assistance.*
- *Provide training programs for jail personnel.*
- *Establish and maintain a centralized state record system.*
- *Administer a state-funded subsidy program.*
- *Plan and conduct research and evaluation.*
- *Disseminate correctional information.*
- *Set minimum standards and specific building codes for design and construction of correctional facilities.*
- *Have authority to close jails when standards are not met.*

Total ten-year cost: \$6,090,000

Recommendation No. 2: Local government should continue to retain responsibility for operation of jails at the local level and perform the following functions and services:

- *Recruit, assign, and terminate jail personnel (all personnel functions).*
- *Meet state standards and guidelines.*
- *Provide basic services such as food, clothing, sanitation, and health care.*

- *Develop appropriate treatment programs and procedures.*
- *Utilize community resources and volunteer services to the fullest extent.*
- *Maintain accurate records.*
- *Provide detailed job descriptions and work assignment schedules.*
- *Develop security and emergency procedures.*
- *Classify and separate prisoners on the basis of such factors as age, aggressiveness, degree of custody required, health, etc., to the degree that physical design allows.*
- *Assume responsibility for budget and fiscal matters.*

Total ten-year cost: No cost to state.

Recommendation No. 3: *All segments of the criminal justice system should participate and assist in the planning and implementation of the following programs to divert everyone from jail who is not a threat to society or himself:*

- *Passage of a speedy trial law*
- *Removal of juveniles from jails to appropriate juvenile programs or facilities*
- *Expansion of release on recognizance and bail-bond programs*
- *Transferral of alcoholics, drug abusers, other victimless offenders, and mental incompetents from jail to a medical environment*
- *Enactment of legislation that will expedite the use of parole and probation for the misdemeanant*

Total ten-year cost: A reduction in cost proportionate to the number of persons diverted.

Recommendation No. 4: *The counties of Jefferson, Madison, Mobile, and Montgomery, with partial financial assistance from the state, should develop model adult correctional systems. A director of corrections in each of these counties would be employed to implement the programmatic recommendations of this section.*

Total ten-year cost: Included in Recommendation No. 1.

Recommendation No. 5: *All jails in Alabama should undertake the development of meaningful treatment programs. These programs should include:*

- *Medical advisement on minimum standards*
- *Separation of pretrial offenders from sentenced offenders*
- *Crisis intervention*
- *Work or study release*
- *Development of community resources*

Total ten-year cost: No cost to state.

Recommendation No. 6: *The proposed State Department of Offender Rehabilitation should employ a jail specialist for each of the proposed seven correctional regions.*

Total ten-year cost: Included in cost of Recommendation No. 1.

Recommendation No. 7: *An on-site, in-depth survey of all jails in Alabama should be made.*

Total ten-year cost: Included in cost figure for Recommendation No. 1.

Recommendation No. 8: *A plan to train all jail personnel in Alabama should be developed.*

Total ten-year cost: No cost to state.

Recommendation No. 9: *Selected felons should be allowed to participate in the county correctional systems proposed in Recommendation No. 4.*

Total ten-year cost: No additional cost.

Recommendations Pertaining to Probation and Parole

Recommendation No. 1: *The six present probation and parole districts should be redefined to conform to the seven LEPA regions.*

Total ten-year cost: Included in Recommendations 2 and 4.

Recommendation No. 2: *The Board of Pardons and Paroles should hire sufficient additional personnel to provide adequate services and should separate these services into court services, field services, and community resource managers.*

Total ten-year cost: Included in Recommendation No. 4.

Recommendation No. 3: *The Board of Pardons and Paroles should furnish monies to contract for medical and social services and to make short-term loans.*

Total ten-year cost: \$485,000.

Recommendation No. 4: *The Board of Pardons and Paroles should upgrade the salaries of all offender-contact personnel.*

Total ten-year cost: \$13,712,804.

Recommendations No. 5: *The Board of Pardons and Paroles should employ four hearing examiners who will help the board to make decisions in granting paroles and in revocation hearings.*

Total ten-year cost: Included in Recommendation No. 4.

Recommendation No. 6: *A means of setting bail or other means of avoiding incarceration should be available for those parolees accused of violating their parole while they await revocation hearing.*

Total ten-year cost: No additional cost.

Recommendation No. 7: *The Board of Pardons and Paroles should continue to professionalize their personnel by expanding and upgrading their present training programs.*

Total ten-year cost: \$201,764 (for 2 years, then included in the total cost for General Recommendation No. 1).

Recommendation No. 8: *The Board of Pardons and Paroles should undertake an extensive research and evaluation of their personnel programs and services to determine benefits to offenders and society.*

Total ten-year cost: \$50,462 (for 2 years, then additional money is included in the total cost for General Recommendation No. 1).

Recommendation No. 9: *The Board of Pardons and Paroles personnel should develop an active involvement with the community at all levels through communication and public relations efforts to increase public awareness and understanding of probation and parole services.*

Total ten-year cost: No additional cost.

Recommendation No. 10: *The Board of Pardons and Paroles and the court, upon recommendation of the probation and parole supervisor, should have the responsibility to terminate all authority and supervision over those parolees and probationers who have successfully completed a sufficient portion of their parole/probation.*

Total ten-year cost: No additional cost.

Recommendations Pertaining to Juvenile Justice System

Recommendation No. 1: *The State of Alabama should establish a State Department of Youth Services that will provide assistance to local areas in the juvenile justice system.*

Total ten-year cost: \$17,555,000.

Recommendation No. 2: *The urban and rural areas of Alabama should join together in regional groupings to improve their individual juvenile justice systems through the implementation of treatment and prevention programs.*

Total ten-year cost: \$17,005,000.

Recommendation No. 3: *The definition of delinquent behavior should be changed so that only those juveniles who commit an act which would be punishable at law if they were adults are termed delinquent.*

Total ten-year cost: Savings anticipated no additional cost.

Recommendation No. 4: *The age limit of juvenile delinquents should be raised so as to include sixteen- and seventeen-year-olds in this category.*

Total ten-year cost: No additional cost.

Recommendation No. 5: *There should be a statutory prohibition against confining juveniles at any time in any adult jail or penal institution.*

Total ten-year cost: No additional cost.

Recommendations Pertaining to Adult Male Corrections

Recommendation No. 1: *The total budget for the State of Alabama correctional system should be provided by the legislature out of the general fund.*

Total ten-year cost: \$18,400,000

Recommendation No. 2: *Every effort should be made to fully professionalize the Board of Corrections.*

Total ten-year cost: \$4,808,000

Recommendation No. 3: *The Board of Corrections should employ a legal staff which will advise the board on legal matters.*

Total ten-year cost: \$431,000

Recommendation No. 4: *Every effort should be made to develop and improve communications between the public and the Board of Corrections.*

Total ten-year cost: No additional cost.

Recommendation No. 5: *Maximum emphasis should be placed on research and development to facilitate management decisions.*

Total ten-year cost: \$220,400 (2 years only, as additional money is budgeted under General Recommendation No. 1).

Recommendation No. 6: *Community placements and special contingency plans should be developed for the aged and chronically infirm inmates.*

Total ten-year cost: No additional cost (Recommendation No. 6 represents a \$3,679,200 savings over a ten-year period).

Recommendation No. 7: *A program of passes and leaves based upon the current furlough statute should be developed.*

Total ten-year cost: \$500,000

Recommendation No. 8: *A steadily decreasing emphasis should be focused on farm operations and an increasing emphasis should be placed on developing programs designed to provide inmates with marketable job skills.*

Total ten-year cost: \$1,000,000 (ten-year savings: \$17,047,807; net ten-year savings: \$16,047,807).

Recommendation No. 9: The operation of the cattle ranch should be expanded to meet the meat requirements of those incarcerated in the correctional system, and the feasibility of vocational agriculture programs should be explored.

Total ten-year cost: \$210,000

Recommendation No. 10: Adequate medical, social, and psychological services should be provided throughout the correctional system.

Total ten-year cost: Currently budgeted for by Board of Corrections.

Recommendation No. 11: Legal counsel should be made available to incarcerated offenders.

Total ten-year cost: \$232,000

Recommendation No. 12: The Board of Corrections, in cooperation with the Board of Pardons and Paroles, should design and develop community-based programs to accommodate persons for whom incarceration is inappropriate or unnecessary.

Total ten-year cost: \$11,824,200 (ten-year income: \$7,588,350; net ten-year cost: \$4,235,850).

Recommendation No. 13: Community corrections centers should be established in major metropolitan areas.

Total ten-year cost: \$19,500,000

Recommendations Pertaining to Female Corrections

Recommendation No. 1: The population of female offenders incarcerated should be reduced to include only those women considered dangerous to persons.

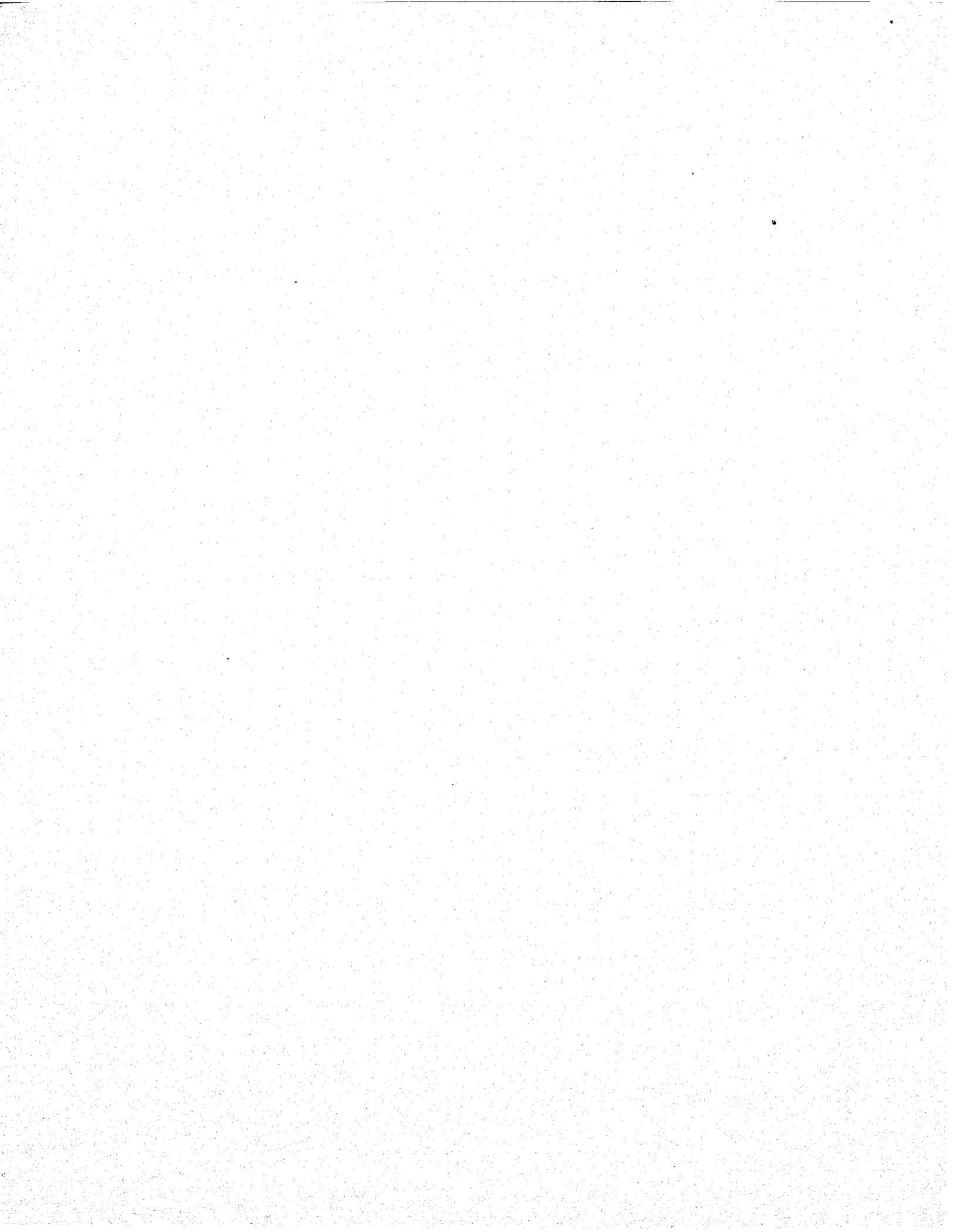
Total ten-year cost: Previously budgeted.

Recommendation No. 2: The Julia Tutwiler Prison for Women should be phased out, and alternatives for minimum security confinement of female offenders should be developed.

Total ten-year cost: Budgeted in Adult Male Recommendations; represents a net cost of operations savings of \$387,251.

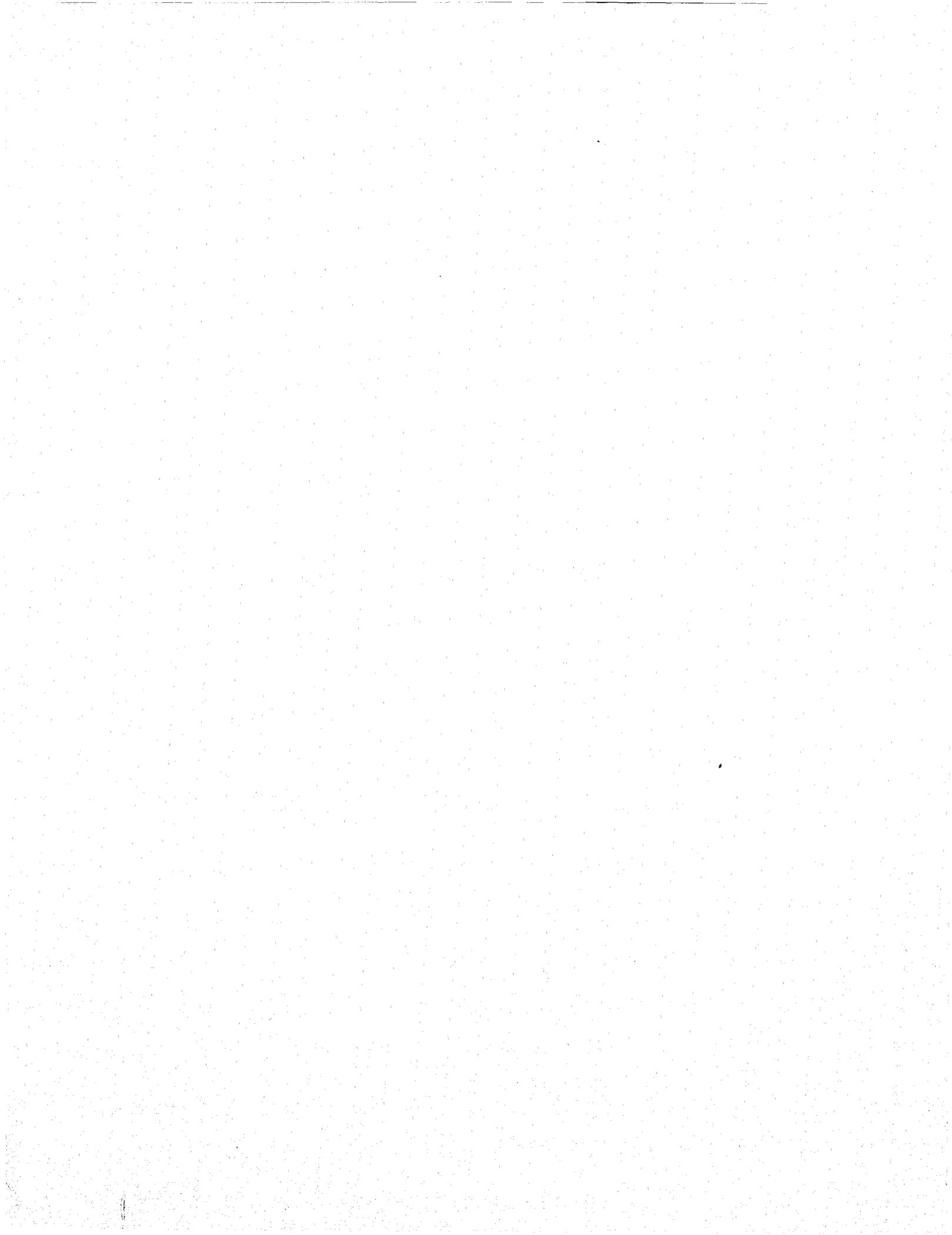
Recommendation No. 3: Female offenders in Alabama should be given equal consideration in planning, programming, and services by the various correctional agencies.

Total ten-year cost: Previously budgeted in each section.



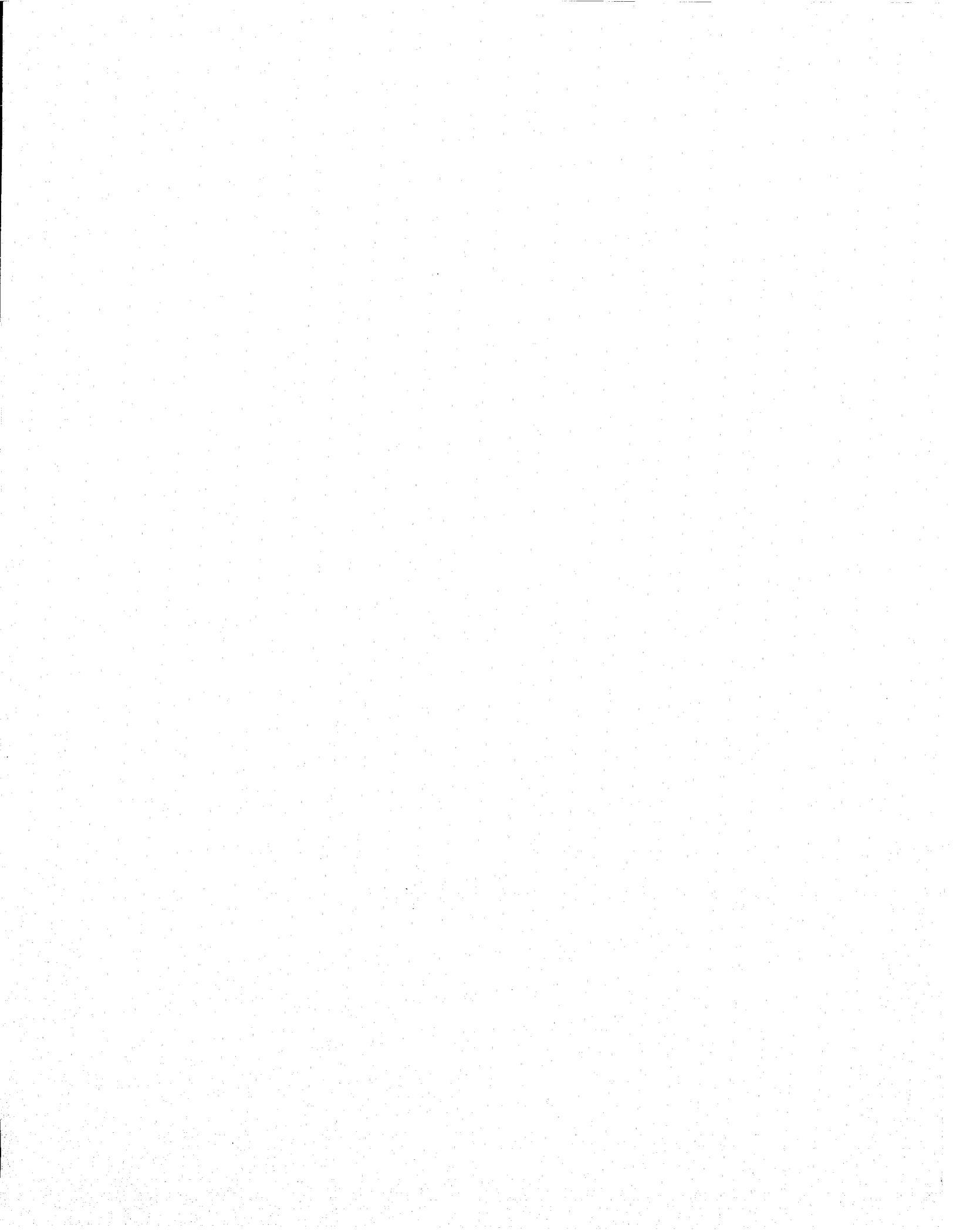
Chapter Four

Recommended Legislation



CONTINUED

1 OF 2



COURTS

Recommendations

1. *Revision of Alabama Criminal Code.* Being prepared by the Alabama Law Institute at the University of Alabama in Tuscaloosa.
2. *Provision of Public Defender Programs statewide.* Senate Bill No. 9 filed by Mr. Richard C. Shelby. Submitted to Judiciary Committee.
3. *Reform of bail bonding.* Senate Bill No. 353 filed by Mr. Richard C. Shelby and submitted to Judiciary. House Bill No. 361 filed by Mr. Robert M. Hill and submitted to Judiciary.
4. *Time spent in confinement credited toward ultimate sentence.* House Bill No. 1282 filed by Mr. George McMillan.
5. *Civil rights of felons not to be removed.* Legislation to be prepared.

Appropriations

None

A sum to each county equal to \$300 for each 1,000 persons residing in the county at the last census, plus \$50,000 for private retainers/defense fund.

None

None

None

JAILS

Recommendations

1. *Diversion from jails of alcoholics, drug abusers, and mental incompetents.* House Bill No. 362 filed by Mr. Robert M. Hill and submitted to the Judiciary Committee. Bill provides for medical treatment for alcoholism and public intoxication. Companion Senate Bill No. 120 filed by Mr. Richard C. Shelby and submitted to Health Committee. Bill provides for the medical care and treatment of drug abusers.
2. *Employment of a director of corrections in each of the four urban counties.*
3. *Jail Inspection/Service Program.* Bill to be submitted by Mr. Maston Mims. This is a revision of Title 45, Alabama Code (1940) as amended.
4. *Selected felons to be allowed to participate in developed jail programs.* Legislation to be prepared upon successful development of Recommendation No. 4 above.

Appropriations

\$500,000

\$600,000

\$225,000

None

PROBATION AND PAROLE

No legislation is required to implement the recommendations of the Master Plan. But, note the legislation that has been or is in process of being filed:

Legislation	Appropriations
1. <i>Senate Bill No. 88</i> filed by Mr. Joe Fine abolishes the Board of Pardons and Paroles. It then creates a Prisoner Rehabilitation Commission that will have the identical rights, powers, and duties of the board. This bill is inconsistent with the Master Plan.	None
2. <i>Senate Bill No. 129</i> filed by Mr. W. Tom Jones provides for holding interstate parole and probation hearings.	None
3. <i>House Bill No. 5</i> filed by Mr. Maston Mims allows a parolee to credit good conduct toward discharge from parole.	None
4. <i>Senate Bill No. 63</i> filed by Mr. Joe Fine and submitted to Judiciary Committee. It distinguishes between drug pushers and drug users. <i>House Bill No. 10</i> and <i>Senate Bill No. 83</i> provide for misdemeanor parole. <i>Senate Resolution No. 5</i> filed by Mr. Fine establishes a State Alcohol and Drug Abuse Coordinating Commission.	None
5. <i>Speedy trial law</i> . To be prepared.	None

JUVENILE JUSTICE SYSTEM

Recommendations	Appropriations
1. <i>Establishment of a Department of Youth Services</i> . House Bill No. 756 filed by Mr. Robert M. Hill. Passed by House and Senate.	\$200,000
2. <i>Establishment of Regional Juvenile Delinquency Projects</i> . Appropriation in matching funds (previously Act 880 funds) under House Bill No. 756.	None
3. <i>Redefinition of 'juvenile delinquent' to abolish 'status' offenses</i> . To be defined as a youth who commits an act that would be criminal if he/she were an adult. Requires revision of Title 13, Alabama Code (1940), as amended.	None

Juvenile Justice System continued:

Recommendations

Appropriations

4. *Change in age limits of juveniles to include 16- and 17-year-olds.* Requires revision of Title 13, Alabama Code (1940), as amended. House Bill No. 1405 filed by Mr. Hugh D. Merrill, to amend the Alabama Constitution to make 18-year-old youths adults, is consistent with the Master Plan. See House Bill No. 14 filed by the late Mr. Ben Cherner and submitted to Constitution and Elections Committee. This provides for lowering the age of majority to 18 with restrictions. This bill is inconsistent with the Master Plan.

ADULT MALE CORRECTIONS

Recommendations

Appropriations

1. *Total budget for Alabama correctional system to be provided out of general fund.* Legislation to be prepared. Unknown
2. *Miscellaneous bills affecting adult corrections.* House Bill No. 711 filed by Mr. Maston Mims further provides for time off for good behavior of convicts. House Bill No. 950 submitted by Mr. Thomas Reed provides for incarceration of any law enforcement officer convicted of crime in another state. House Bill No. 1304 submitted by Mr. Edward D. Robertson attempts to reinstate the death penalty, which would be mandatory for certain crimes. None
3. *House Bill No. 710* filed by Mr. Maston Mims and *Senate Bill No. 309* filed by Mr. L. D. Owen provide for giving a convict clothing and money upon discharge. Unknown

ADULT FEMALE CORRECTIONS

No legislation is required to implement the recommendations of the female corrections section of the Master Plan. There are two bills in the legislature that concern the pregnant, confined, female offender, requiring that she be removed to a hospital. See House Bills No. 423 and No. 420 filed by Mr. Thomas Reed.

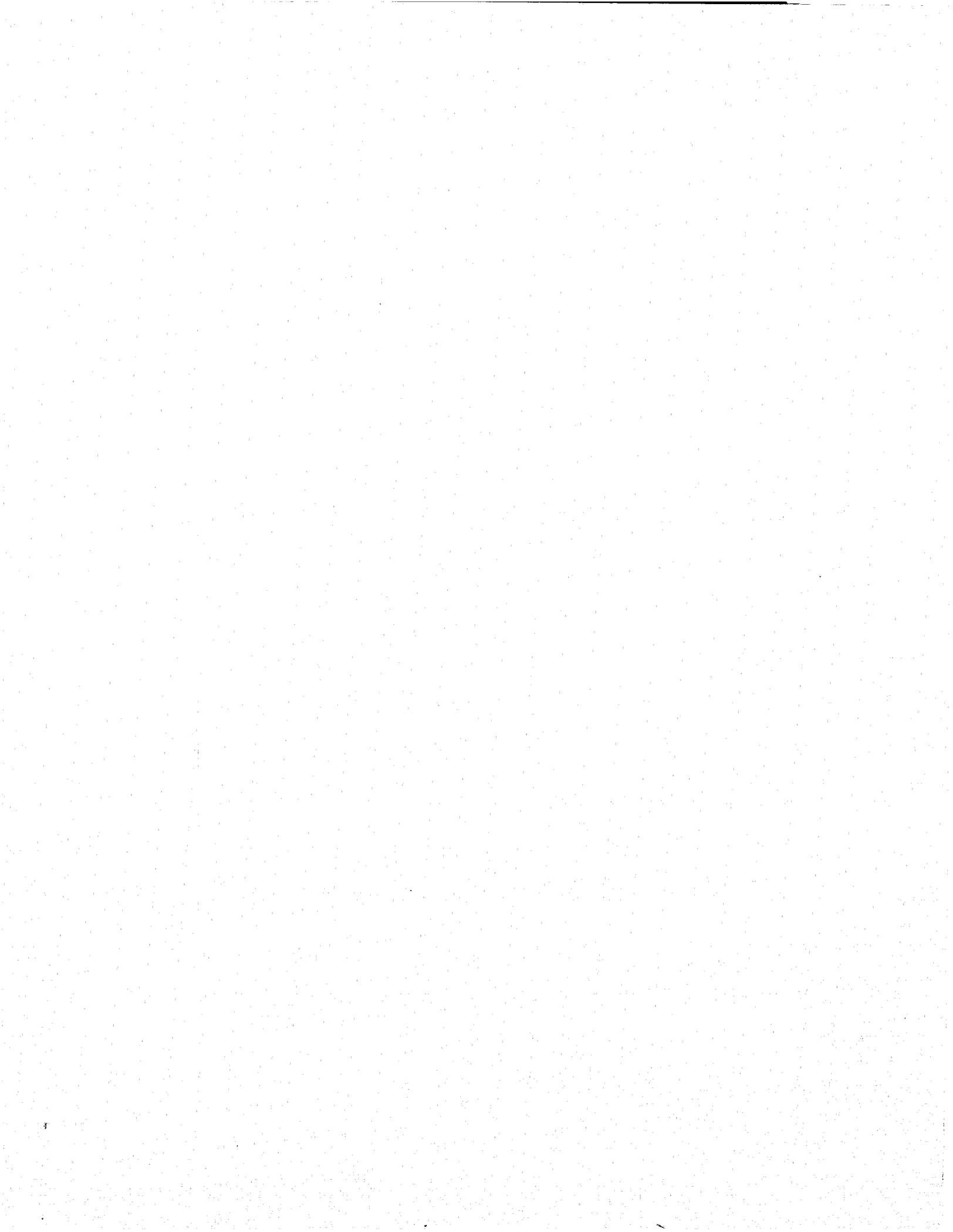
RIGHTS OF THE CONFINED AND THE RIGHTS OF SOCIETY

No legislation is required to implement the recommendations of the Master Plan. But, note the legislation that has been or is in process of being filed:

Legislation	Appropriations
1. <i>Senate Bill No. 95</i> filed by Mr. Richard C. Shelby creates a state-supported court of compensation to victims of criminal acts.	To be determined
2. <i>House Bill No. 115</i> submitted by Mr. Fred Gray provides for minimum standards for the protection of rights of prisoners, and the establishment of disciplinary and grievance procedures. The prohibition of flogging is an essential feature.	None
3. <i>House Bill No. 713</i> filed by Mr. Maston Mims makes provision for a law library under the Board of Corrections, presumably for the use of prisoners.	\$165,000
4. <i>House Bill No. 746</i> filed by Mr. Bobby Crowe makes it a felony for an individual confined in a state correctional institution to possess a firearm, knife, or other deadly weapon.	None

AGENCY UNIFICATION

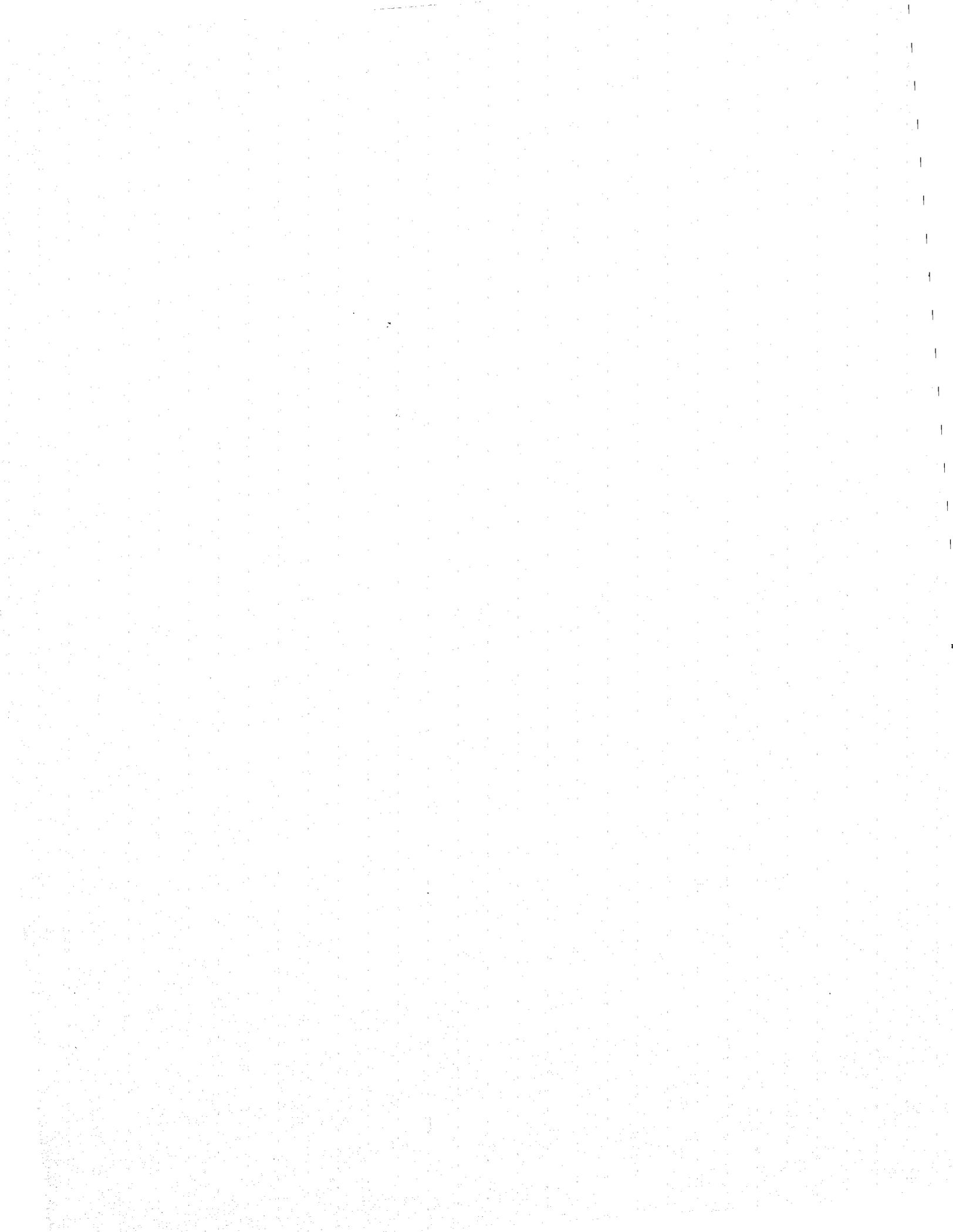
Recommendation	Appropriations
1. <i>Legislation to be prepared that will consolidate the Board of Corrections and Board of Pardons and Paroles, creating a State Department of Offender Rehabilitation to provide the following services: corrections, probation and parole supervision, juvenile delinquency prevention and treatment, jail inspection, and technical assistance.</i>	1975-76 \$741,352
2. <i>Services of Alabama Criminal Justice System to be organized on a regional basis (seven regions).</i>	\$3,521,000





Appendix A

**Abbreviated Table of Contents
for all Volumes of the Master Plan**



Abbreviated Table of Contents for all Volumes of Master Plan*

VOLUME ONE: Overview

- Chapter One: General Considerations
- Chapter Two: Overview of Existing System
- Chapter Three: Proposed Ideal Correctional System for Alabama
- Chapter Four: Recommended Legislation
- Chapter Five: Planning Methodology
- Chapter Six: The Relationship to Courts
- Chapter Seven: Rights of the Confined and Rights of Society
- Appendix A: Youth Services Bill
- Appendix B: Jail Inspection Statute

VOLUME TWO: Analysis and Recommendations

- Chapter One: General Recommendations
- Chapter Two: Jails
- Chapter Three: Probation and Parole
- Chapter Four: Juvenile Justice System
- Chapter Five: Adult Male Corrections
- Chapter Six: Adult Female Corrections
- Chapter Seven: High Crime Areas

VOLUME THREE: Community Resource Directory

- Chapter One: Central Listings (Statewide Agencies)
- Chapter Two: Agencies by County
- Chapter Three: Bibliography

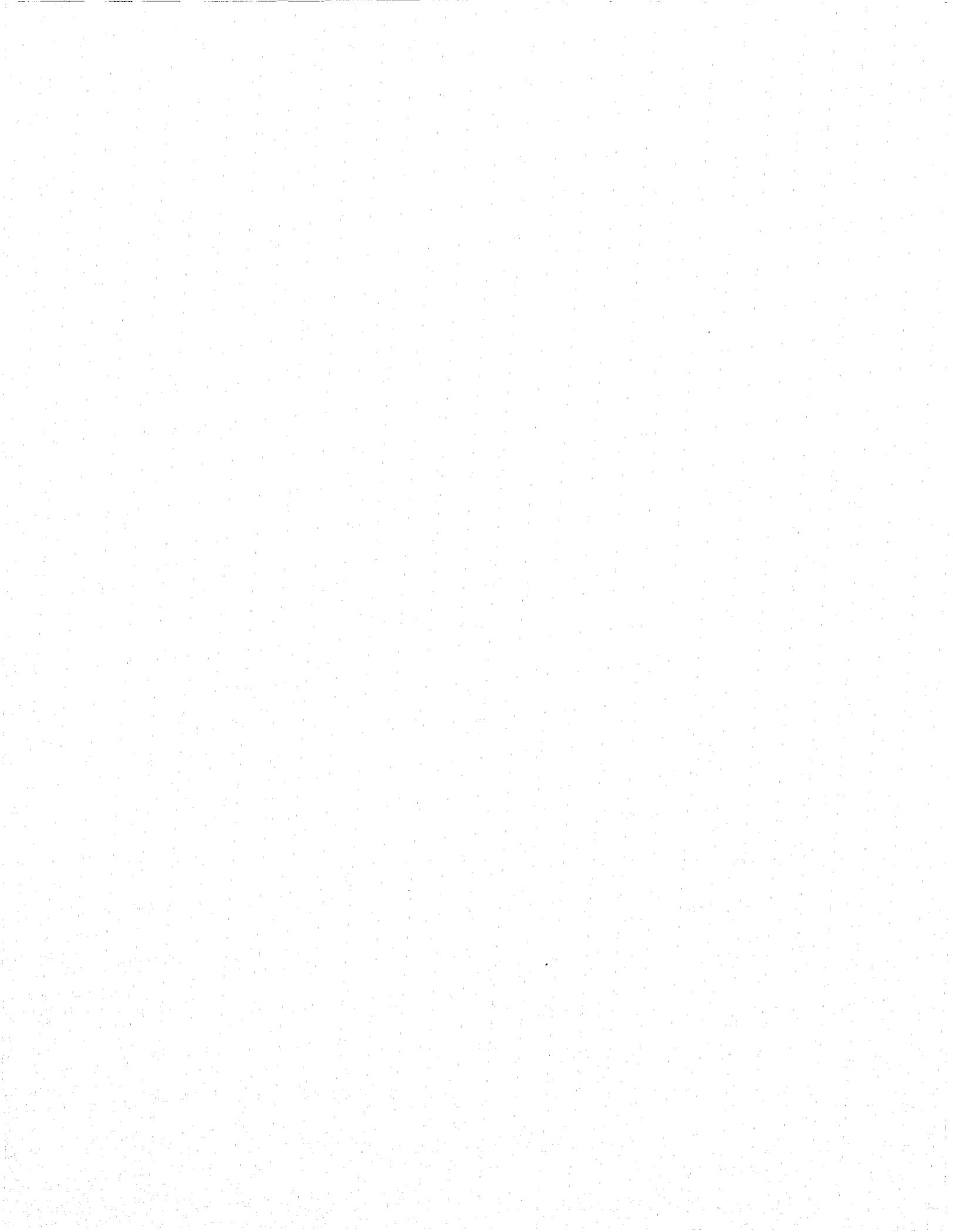
VOLUME FOUR: Master Plan Summary

- Chapter One: Overview of the Existing System
- Chapter Two: Proposed Ideal Correctional System for Alabama
- Chapter Three: Recommendations for Individual Components of Existent Alabama Correctional System
- Chapter Four: Recommended Legislation
- Appendix A: Abbreviated Table of Contents for all Volumes of Master Plan
- Appendix B: Lists of Tables and Figures for all Volumes of Master Plan
- Appendix C: Implementation Cost Summaries for Recommendations in Master Plan

*As this is an abbreviated table of contents for the Master Plan, items of front and back matter that reappear in every volume have been omitted. For example, lists of contributors, lists of tables and figures for all the volumes, acknowledgements, bibliographies, etc., have been excluded.

Appendix B

**Lists of Tables and Figures for all Volumes
of the Master Plan**



List of Tables for all Volumes of the Master Plan

VOLUME I

- Table 1 1971 Crime Index for the Nation, the South, and Alabama
- Table 2 1971 Crime Index for Birmingham, Huntsville, Mobile, and Montgomery
- Table 3 Rate of Index Offenses by Region and in Alabama
- Table 4 Chances of Being a Victim of a Violent Crime or Property Crime Per 1,000 Florida Citizens
- Table 5 Estimated Cost of Certain Crimes to Their Victims, Florida, 1970

VOLUME II

- Table 1 Unification and Regionalization Implementation and Cost Summary
- Table 2 Occupant Capacities of Responding Jails
- Table 3 Total Jail Population Over One Year by Group
- Table 4 Pre- and Post-Trial Prisoners in Total Jail Population Over One Year
- Table 5 People Processed in Local Jails by Year and County, 1968-1972
- Table 6 Projections by Local Officials of People to be Processed
- Table 7 Jail Implementation and Cost Summary
- Table 8 Number of Paroles Granted and Revoked from 1966 Through 1971
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- Table 10 Board of Pardons and Paroles Costs of Operation, 1971-1972
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- Table 14 Juvenile Cases and Delinquency Cases Per 10,000 Population by County in Rank Order
- Table 15 Juvenile Justice Implementation and Cost Summary
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- Table 17 Age of Male Inmates on Hand, 1971-72, Combined Institutions
- Table 18 Marital Status of Male Inmates on Hand, 1971-72, Combined Institutions
- Table 19 Educational Status by Self Report of Male Inmates on Hand, 1971-72, Combined Institutions

- Table 20 Sentence Categories of Male Inmates on Hand, 1971-72, Combined Institutions
- Table 21 Summary of Crime Categories of Male Inmates on Hand, 1971-72, Combined Institutions
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- Table 23 Annual Number of Pre- and Post-Trial Felons and Misdemeanants in Jefferson County and the City of Birmingham
- Table 24 Annual Number of Pre- and Post-Trial Felons and Misdemeanants in Mobile County
- Table 25 Recapitulation of Past Five Years (Birmingham Parole and Probation Office)
- Table 26 Projected Juvenile Delinquent Cases in Jefferson and Mobile Counties, 1983

VOLUME IV

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- Table 2 1971 Crime Index for Birmingham, Huntsville, Mobile, and Montgomery
- Table 3 1971 Rate of Index Offenses by Region and in Alabama
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- Table 5 Number and Percentage of Paroles Granted, Denied, Revoked, and Reinstated from 1966 Through 1971
- Table 6 Number Probations Granted and Revoked from 1966 Through 1971
- Table 7 Summary of Crime Categories of Male Inmates on Hand, 1971-72, Combined Institutions

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- Figure 2 Case Flow in Alabama Criminal Courts

VOLUME II

- Figure 1 Administrative Organization of the Board of Corrections
- Figure 2 Administrative Organization of the Board of Pardons and Paroles
- Figure 3 Location of Probation and Parole Districts
- Figure 4 Past and Projected Number of Paroles Granted
- Figure 5 Past and Projected Number of Probations Granted
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- Figure 9 Children's Cases Compared to School-Age Population
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- Figure 1 Projected Number of Cases, 1973-1983



Appendix C
Budget Summaries

UNIFICATION AND REGIONALIZATION IMPLEMENTATION AND COST SUMMARY

RECOMMENDATIONS	FISCAL YEAR									
	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
1. Unification of Correctional System.....	-0-	-0-	711,352	710,452	714,552	647,652	651,752	655,032	657,082	659,132
2. Regionalization of Correctional System.....	415,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100
GROSS COSTS.....	415,100	345,100	1,056,452	1,055,552	1,059,652	992,752	996,852	1,000,132	1,002,182	1,004,232

SUMMARY

Ten Year Total.....	8,928,006
Less Current Expense.....	<u>-0-</u>
Net Additional Cost.....	8,928,006

JAIL IMPLEMENTATION AND COST SUMMARY

RECOMMENDATIONS	FISCAL YEAR									
	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
1. Model County Corrections Systems	640,000	640,000	640,000	640,000						
2. Jail Specialist/Inspection Service	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000
3. Survey of Small Jails and Resultant State Subsidy		80,000			200,000	200,000	200,000	200,000	200,000	200,000
GROSS COSTS	865,000	945,000	865,000	865,000	425,000	425,000	425,000	425,000	425,000	425,000

SUMMARY

Ten Year Total	\$6,090,000
Less Current Expense	<u>-0-</u>
Net Additional Cost	\$6,090,000

PROBATION AND PAROLE IMPLEMENTATION AND COST SUMMARY

RECOMMENDATIONS	FISCAL YEAR									
	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
1. Re-districting	(See Recommendation No. 4)									
2. Hire Personnel	(See Recommendation No. 4)									
3. Loans and Contracts	87,500	57,500	57,500	57,500	37,500	37,500	37,500	37,500	37,500	37,500
4. Increase Salaries and Personnel	966,398	966,398	966,398	966,398	966,398	966,398	966,398	966,398	966,398	966,398
Salaries		67,417	155,283	253,049	351,464	449,230	547,654	625,611	673,228	720,845
Travel		3,024	7,056	11,592	16,128	20,664	25,200	28,728	30,744	32,760
Equipment		2,824	3,504	3,844	3,844	3,844	3,844	3,164	2,144	2,144
5. Hearing Examiners	(See Recommendation No. 4)									
6. Training	99,447	102,317								
7. Information System	25,231	25,231								
1972-73 Base Budget	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733
GROSS COSTS	2,464,309	2,510,444	2,475,474	2,578,116	2,661,067	2,763,369	2,866,320	2,947,134	2,995,747	3,045,380

SUMMARY

Ten Year Total	\$27,307,360
Less Current Expense	<u>-12,857,330</u>
Net Additional Cost	\$14,450,030

JUVENILE JUSTICE IMPLEMENTATION AND COST SUMMARY

RECOMMENDATIONS	FISCAL YEAR									
	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
1a. State Department of Youth Services	250,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000
1b. State Training Schools:										
(a) Regular Budget	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000
(b) Increases.....	140,000	140,000								
2a. State Subsidies to Regional Projects—Probation Officers...	360,000	360,000	360,000	360,000	360,000	360,000	360,000	360,000	360,000	360,000
2b. Regional Projects (7).....	1,340,500	1,340,500	1,340,500	1,340,500	1,340,500	1,340,500	1,340,500	1,340,500	1,340,500	1,340,500
GROSS COSTS	3,590,500	3,565,500	3,425,500							

SUMMARY

Ten Year Total.....	\$34,560,000
Less Current Expense	<u>-18,755,000</u>
Net Additional Cost.....	\$15,805,000

ADULT MALE CORRECTIONS IMPLEMENTATION AND COST SUMMARY

RECOMMENDATIONS	FISCAL YEAR									
	<u>1973--74</u>	<u>1974--75</u>	<u>1975--76</u>	<u>1976--77</u>	<u>1977--78</u>	<u>1978--79</u>	<u>1979--80</u>	<u>1980--81</u>	<u>1981--82</u>	<u>1982--83</u>
1. Current Budget Furnished	8,609,000	8,609,000	8,609,000	8,609,000	8,609,000	8,609,000	8,609,000	8,609,000	8,609,000	8,609,000
Additional Funds to be Furnished			2,300,000	2,300,000	2,300,000	2,300,000	2,300,000	2,300,000	2,300,000	2,300,000
2. Professionalization of Department	620,560	620,560	445,860	445,860	445,860	445,860	445,860	445,860	445,860	445,860
3. Legal Staff for Department	46,700	42,700	42,700	42,700	42,700	42,700	42,700	42,700	42,700	42,700
4. Research and Evaluation Unit	114,700	105,700	(See General Recommendation No. 1)							
5. Expand Furlough Program	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000
6. Farms and Industry		250,000	250,000	250,000	250,000					
7. Expand Cattle Ranch Operation	110,000	100,000								
8. Legal Services for Offenders	25,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000
9. Community Residential Programs	355,000	660,000	752,000	874,000	996,000	1,118,000	1,169,000	1,230,000	1,220,000	1,220,000
Educational Residential Programs			104,400	156,600	208,800	259,200	311,400	361,800	414,000	414,000
10. Community Corrections Centers		6,500,000			6,500,000		6,500,000			
GROSS COSTS	9,930,960	16,960,960	12,576,960	12,751,160	19,425,360	12,847,760	19,450,960	13,062,360	13,104,560	13,104,560

SUMMARY

Ten Year Total	\$143,215,600
Less Current Expense	-36,090,000
Less Savings/Earnings	-28,315,357
Net Additional Costs	\$ 28,810,243

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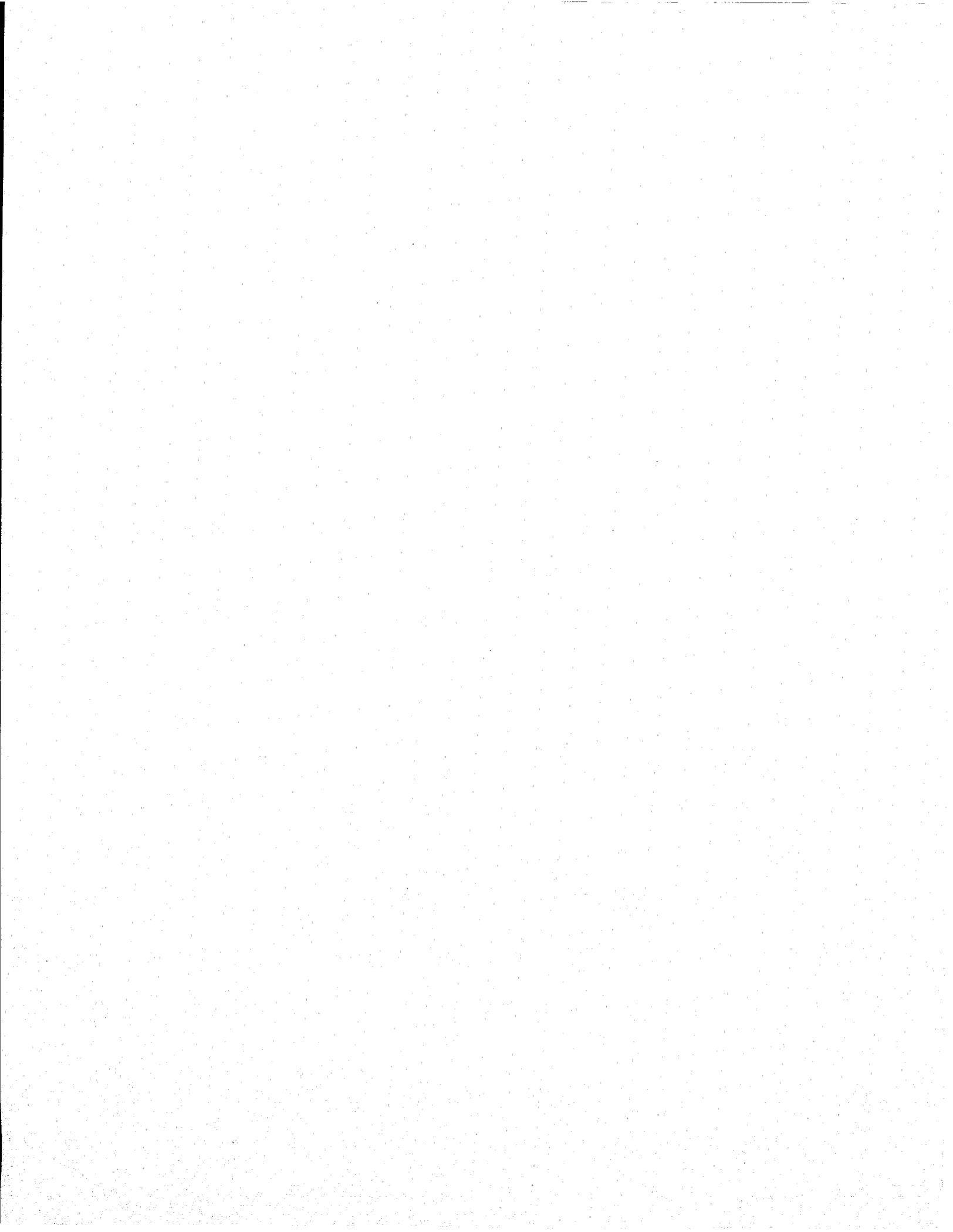
SYSTEM-WIDE IMPLEMENTATION AND COST SUMMARY

RECOMMENDATIONS	FISCAL YEAR									
	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
1. Unification of System	-0-	-0-	711,352	710,452	714,552	647,652	651,752	655,032	657,082	659,132
2. Regionalization of System	415,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100
3. Jail Summary	865,000	945,000	865,000	865,000	425,000	425,000	425,000	425,000	425,000	425,000
4. Juvenile Justice Summary	3,590,500	3,565,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500
5. Probation and Parole Summary	2,464,309	2,510,444	2,475,474	2,578,116	2,661,067	2,763,369	2,866,320	2,947,134	2,995,747	3,045,380
6. Adult Male Corrections	9,930,960	16,960,960	12,576,960	12,751,160	19,425,360	12,847,760	19,450,960	13,062,360	13,104,560	13,104,560
GROSS COSTS	17,265,869	24,327,004	20,399,386	20,675,328	26,996,579	20,454,381	27,164,632	20,860,126	20,952,989	21,004,672

SUMMARY

Ten Year Total.....	\$220,100,966
Less Current Expense.....	-117,702,330
Less Savings/Earnings.	<u>-28,315,357</u>
Net Additional Cost*.....	\$ 74,083,279

*This projected cost of \$74,083,279 is compared to the cost which would be incurred if Alabama instead of following the Master Plan maintains the existing system. At a minimum there would be a capital outlay to replace several deteriorating institutions. These include Atmore Prison Farm, Draper Correctional Center, the Road Camps which have a bed capacity of 2,000. There will also be a need to enlarge the Frank Lee Youth Center by 100 beds. If one figures this expansion \$30,000 a bed, then the amount needed to maintain the old system over the next decade is \$63,000,000.



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