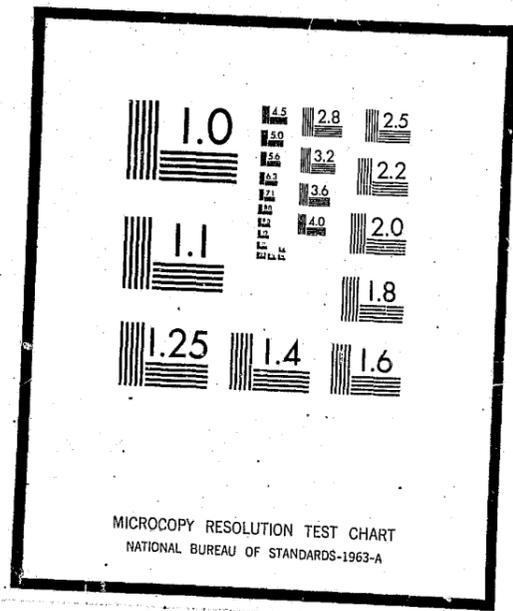


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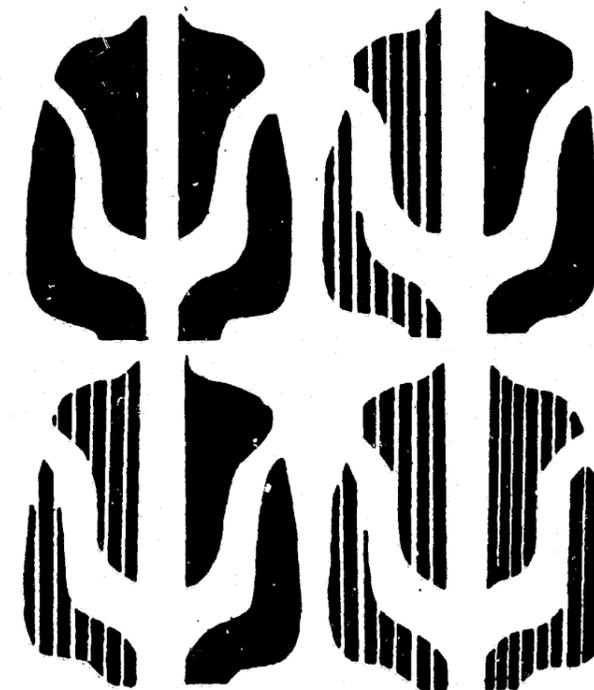
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EVALUATIONS OF SELECTED ALABAMA JUVENILE JUSTICE PROGRAMS

VOLUME 1

LOCAL AND REGIONAL PROGRAMS



27697

EVALUATION

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EVALUATIONS OF SELECTED ALABAMA
JUVENILE JUSTICE PROGRAMS; v 1-

LOCAL AND REGIONAL PROGRAMS

CENTER FOR CORRECTIONAL PSYCHOLOGY
REPORT NUMBER 22

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PREFACE

As part of an ALEPA project (No. 72-DS-2) the Center for Correctional Psychology at the University of Alabama performed ad hoc evaluations on six juvenile justice programs in the state of Alabama. The evaluations are contained in this document and its comparison work--"Volume II: State Training Schools". Volume II contains the evaluations of the three state training schools for juveniles. This volume (Volume I) contains the evaluations for the Central Alabama Youth Services, the Family Court of Jefferson County, and the Juvenile Court of Baldwin County.

These six ad hoc evaluations (also referred to in the ALEPA grant application as "Level I" evaluations) were assessments of programs which had been in existence for some time and therefore had some history behind them. The intention was to do these evaluations based on the best available information which could be elicited or identified.

In this sense these evaluations were, to some extent, learning exercises. What was learned was what quality and depth of evaluation could be accomplished by only using data that was already in existence (through the program itself or other sources) or could be easily elicited and gathered. The plan for Level I evaluations thus purposely precluded any extensive data generation by the evaluation staff.

The programs to be evaluated were selected by ALEPA personnel in consultation with evaluation personnel. The Central Alabama Youth Services program was selected for evaluation because ALEPA had tentatively been viewing it as a "model program" to be followed throughout the state as other areas moved toward the regionalization of juvenile justice system services. Baldwin County and Jefferson County were selected because they provide contrasting extremes on many potentially important characteristics.

Baldwin County's program is relatively new, rural, and small. Jefferson County's program is, on the other hand, relatively old, urban, and large. One of the main questions was concerned with what differences there would be in the kinds of data available on these two contrasting programs.

For purposes of economy and practicality three evaluations are contained under one cover in this document. However, it should be noted that each evaluation is, in-and-of-itself, a "stand-alone" or complete document and there is no particular significance to the order of presentation. Thus, these evaluations can be read separately and in any order desired.

For any evaluation effort of this kind, success depends on the cooperation of a large number of persons. The authors want to acknowledge first of all the assistance and patience of ALEPA personnel, especially Mr. Robert G. Davis, Dr. William E. Osterhoff, Mr. Thomas L. White, Jr., and Ms. Sharon S. Gerogianni. For all three agencies evaluated, the authors are in the debt of their personnel for their openness, candor, and willingness to help. Specifically, the authors want to thank Ms. Jean White and The Honorable Telfair Mashburn of the Juvenile Court of Baldwin County, Mr. A. C. Conyers and The Honorable G. Ross Bell of the Family Court of Jefferson County, and Mr. Jack F. Wood, Ms. Barbara Ward and The Honorable B. M. Miller Childers of the Central Alabama Youth Services. Finally, the authors want to thank the Department of Pensions and Security for supplying valuable data efficiently and effectively; especially Ms. Margaret W. Jordan, Ms. Julia Oliver, and Ms. Jenny L. Taylor.

TABLE OF CONTENTS

PREFACE.....ii

EVALUATION REPORT ON THE JUVENILE COURT OF BALDWIN COUNTY

 Introduction.....1

 Method.....2

 Results.....3

 References.....8

 Appendices.....9

EVALUATION REPORT ON THE CENTRAL ALABAMA YOUTH SERVICES

 Introduction.....14

 Method.....16

 Results.....19

 Discussion.....24

EVALUATION REPORT ON THE FAMILY COURT OF JEFFERSON COUNTY

 Introduction.....33

 Method.....35

 Results.....36

 References.....49

 Appendices.....50

EVALUATION REPORT ON THE
JUVENILE COURT OF BALDWIN COUNTY

William A. McConnell, Ph.D.

Introduction

Baldwin County is located in the southwestern corner of the state. It is bordered by Mobile County on the west, and the southern portion meets Florida on the east and Mobile Bay on the west. The southern tip meets the Gulf of Mexico. Mobile is the basic trade area of the county residents.

The 1970 census showed a population of approximately 60,000; mostly rural (73%). Of the population, about 11,000 or 18% are Black. Those eighteen years of age or younger who fall under the jurisdiction of the juvenile court system are approximately 37%, and 20% of the total population are below poverty level. Bay Minette is the largest city in the county, with a population of nearly 10,000 residents.

The major industries are lumber, fabrics, fishing, and tourism. These trades account for approximately one-third of the persons employed in the county.

There is one school system in Baldwin County. This system has responsibility for 20 schools, two of which are technical schools. Due to the presence of Gulf Shores in the southern section of the county, there is a heavy influx of youths toward the beach areas. This presents additional problems for the juvenile court system of the county.

The judge of the circuit court of Baldwin County serves as the ex officio judge of the juvenile court for the county. The juvenile court is responsible for all juvenile matters as specified in Chapter 7 of Title 13 of the Alabama Code. Appeals from juvenile cases in Baldwin County lie to the circuit court of the county and such appeals may be heard by the circuit court judge who presides over the juvenile court.

In addition to the judge of the juvenile court (who works only part-time in this capacity), the court also has a single probation officer. She has been working in this capacity since September 12, 1971, under an original and three renewal grants from ALEPA. In the last two years the county has contributed some matching funds to support the probation office. In addition, another grant was secured from ALEPA in 1973 to provide secretarial support for the probation officer. The only other source of help available to the probation officer is part-time assistance from a student placed at the office during the summer months.

According to the officer's own figures, she handles approximately ninety delinquency cases each year. Further, it is her feeling that this number has been increasing dramatically in the last year or so due largely to an increase in drug abuse.

Probably the most salient factor affecting the delivery of probation services is the large geographical area of the county and the relatively even distribution of probationers over that area. In other words, there is no one or two small areas in which the probationers tend to be clustered. Operationally, this means that the probation officer does a lot of traveling as part of her job. (See Appendix I for the weekly schedule she follows.) It is estimated that the probation officer travels approximately 1500 miles per month and spends about 25% of her time doing so. Obviously, this is not a very judicious use of the officer's time. Baldwin County is large, but it is also relatively long and narrow. If there was an additional probation officer, then one officer could cover the northern part of the county and the other the southern portion. This could cut down the total travel time of the two officers combined by more than 50%. Also, considering the caseload and other factors (discussed below) there is adequate justification for an additional probation officer.

Method

The objective of this ad hoc evaluation of the Baldwin County Juvenile Court was to arrive at some assessment of its effectiveness. This criterion of effectiveness can be defined in a variety of ways. For example, in their ALEPA grant application the court lists three objectives or goals: (1) reduce and control juvenile delinquency; (2) speed up hearings for juveniles; (3) reduce recidivism. Any or all of these could be used as definitions of effectiveness for evaluating the juvenile court operation. In deciding how to approach our evaluation task we have attempted to address these issues and a few others.

In doing a research-oriented evaluation, the first thing that is sought is some objective and quantified data. The only data of this kind available for the Baldwin County Juvenile Court is the Juvenile Court Statistical Card (Appendix II) data obtained from the Department of Pensions and Security. This data was available only for 1972, 1973, and through June 30 of 1974. The information obtained from these data will be discussed in the following Results section. No other quantified data was readily available. For ad hoc evaluations, we were limited to using already available data under the conditions of our grant. However, we went beyond these limitations in some cases where it was feasible to do so. In Baldwin County, the development of such additional quantified data was not possible for various reasons. For example, it was not possible to administer a staff questionnaire to probation officers (as was done in Jefferson County) since this would reflect the opinions of only the one officer and no statistical summations would be possible.

For these reasons we were forced to take a somewhat more subjective approach in obtaining additional information. Specifically, we gave considerably more attention to the site visit and to our interviews with the probation officer. Although we did obtain considerable information in this subjective manner, we nevertheless feel that we have not introduced any gross biases of our own into the collection and reporting of it. This information is also presented in the following Results section.

Results

In this section two different kinds of results are presented and discussed. The first are those derived from the information obtained during the site visit and interview. The second type of results presented are those derived from the data contained on the Juvenile Court Statistical Card.

Results of the Site Visit

The site visit to the Baldwin County Juvenile Probation Office produced a great deal of information. Various issues raised by this visit will be discussed here because of their importance in terms of the effectiveness of the juvenile court.

It was the probation officer's view that juvenile delinquency in Baldwin County has been increasing dramatically for about the last year; and that this in turn is due largely to an increase in drug abuse cases. However, such drug abuse cases are often dealt with by the court as cases of incorrigibility. While the motivation for this practice is understandable in terms of particular cases, it must be questioned whether it is a wise practice in general. In the long run it might be more advantageous for both the child involved and for the court (for assessing its long-run effectiveness) to charge a youth with a drug offense if this is, in fact, the offense allegedly responsible for his/her coming to the attention of the court or the probation officer. The above procedure is somewhat analogous to the controversial and often criticized practice of plea bargaining in adult cases. Further, there is also the potential danger that a problem of substance will be ignored rather than faced and dealt with effectively. This report is not making any concrete suggestions in this area; rather, it is recommending that this practice should be seriously reconsidered by the court and various other alternatives should be explored.

The probation officer herself is overburdened to a greater extent than she should be. This is not only due to her direct job duties, but also because of various tasks which she performs that are less directly her responsibility; such as speaking to groups of parents and children, contacts with groups such as the P.T.A., advising policemen (especially juvenile officers), etc.

The probation officer's commendable devotion to her job is revealed by a number of inobtrusive observations that were made--for example, the fact that she includes her home phone number on her business cards. Our conclusion is that, although well-intentioned, the officer may be spreading herself too thin in the community. Some cutting back in certain areas may be a topic worthy of discussion by the juvenile court.

According to the probation officer, predisposition investigations are conducted for approximately 50% of the juveniles who appear before the court (the most severe cases). The Task Force on Corrections (1973) says:

A presentence report should be presented to the court in every case where there is a potential sentencing disposition involving incarceration and in all cases involving felonies or minors (p. 184).

It appears that a high priority item for the juvenile court should be to meet this standard and strive to see that such reports are done on all the children that come before the court.

The evaluation team observed a relatively good filing system notwithstanding the fact that the officer herself had to do all the work connected with maintaining it. The team also observed one annual report for 1972-1973 -- a one page statistical summary listing caseload volume, approximate monthly formal and informal dispositions, the types of offenses committed by juveniles, and the number of youths in the three state training schools. The one statistic missing was any measure of recidivism. This statistic should be computed annually. It is simply one of the best ways that the court can determine the effectiveness of the actions it is taking with juveniles who come before it. Considering the relatively small number of cases, the calculations could be done easily by hand calculator, even though more extensive data is available from the Department of Pensions and Security.

We note that final detention decisions about juveniles upon apprehension remain with the police, although the probation officer is available for advice and counseling at all hours. The Task Force on Corrections (1973, p. 264) advises against this: "Police should not have discretionary authority to make detention decisions. This responsibility rests with the court, which should assume control over admissions on a 24-hour basis". Although we agree with this, there is no readily apparent way it could be accomplished in Baldwin County at this time.

In summary, the evaluation team observed in Baldwin County what was felt to be an acceptable probation operation, especially considering that it is a one-person operation and that are limited resources available. Of the areas covered above, the recommendation we would push the strongest is that of regularly developing recidivism statistics. Although this single criterion is not adequate in-and-of-itself, it is still one of the best indices

of how the behavior of the court may be affecting the future behavior of youth who come before it. Without this feedback the court and probation office cannot know if or how to modify existing procedures -- there is not enough information upon which to make progressive changes. One frequently over-looked resource for help in doing this type of statistical work is local college and/or university personnel (both faculty and students). These people are frequently searching for some "action" program that they can research.

Results from the Juvenile Court Statistical Card

The Juvenile Court Statistical Card (Appendix II), designed and distributed by H.E.W., is supposed to be completed by the responsible juvenile court for each "delinquency situation" that comes to its attention.

As was mentioned earlier, this was the only source of "hard" data for this particular evaluation. However, certain general problems with this data source should be addressed before any data is actually presented.

When these cards are completed by the various juvenile court personnel the next procedural step is to forward them once a month to the Alabama State Department of Pensions and Security. This Department then edits the cards, has them keypunched, and performs certain analyses on them. For our purposes the Department of Pensions and Security supplied us with duplicate decks of the punched cards for the years 1972, 1973, and 1974.

The completion and transmittal of these cards by the juvenile courts is completely voluntary, and there is no established method of double checking for accuracy or completeness. In other words, this data generation system suffers from essentially the same weaknesses as have been attributed to the F.B.I.'s Uniform Crime Reports -- the two systems work in much the same way.

At this point, the problems with the data will not be explored in any more detail. It should be sufficient to point out that we know the data is imperfect and it should therefore be viewed with caution. On the other hand, we have no reason to believe that any errors of omission or commission were intended to bias the data in any particular way. Therefore, while absolute numbers should be viewed suspiciously, the general level of the percentages derived from them can be taken more seriously in the absence of evidence to the contrary.

Each of the three years of data was analyzed separately. Since the area of primary interest was recidivism only one analysis was performed. This was a two-way crosstabulation by "reason referred" (Item L) and by "prior delinquency referrals" (Item J). The complete results of this analysis are shown in Table 1.

TABLE I
Prior Delinquency Referrals
(Recidivism Data)
Baldwin County

YEAR (a)	TOTAL REFERRALS (b)	PRIOR REFERRALS THIS CALENDAR YEAR						PRIOR REFERRALS IN PRIOR CALENDAR YEARS						TOTAL PRIOR REFERRALS (q) h+o	OVERALL RECIDIVI RATE (r) q÷b		
		Recidivism Rate (i) h÷b						Recidivism Rate (p) o÷b									
		1 c	2 d	3 e	4 f	5 g	Total (h)	1 j	2 k	3 l	4 m	5 n	Total (o)				
1972	165	9	4	1	-	-	14	8.49%	5	2	1	-	-	8	4.85%	22	13.33%
1973	169	5	-	-	-	5	2.96%	16	-	1	-	17	10.06%	22	13.02%		
1974 (Through June)	110	1	-	-	-	1	0.91%	6	2	1	-	9	8.18%	10	9.09%		

In this table are the total number of referrals for each year and the number of these cases which had 1, 2, or 3 prior referrals in the same calendar year and in previous calendar years. From these raw numbers various totals and rates were calculated as shown. The first two columns of percentages show some fairly large differences within each column. However, the most notable thing about these figures is that they are all so low -- the largest being just slightly over 10 per cent.

The figures which are probably the closest to what we generally mean by recidivism are those given in column r. These numbers are the per cents of the referrals for each year which had at least one prior delinquency referral to the same court some time in the past. To the extent that these figures are accurate they represent extremely low rates of recidivism, even for the relatively short duration for which the data was available. These figures do not reflect recidivism in other jurisdictions. However, especially for juveniles, it is reasonable to assume that this number is quite small.

The other major thing in these data is that there is no apparent trend in the data. In fact, the figures in the last column (r) are remarkably stable for 1972 and 1973. For the 1974 partial-year figures, the total referrals (b) may be running slightly ahead of previous years with 110 referrals through the end of the first half of the year. This result coincides with the probation officer's view that juvenile delinquency has been increasing dramatically in about the last year. This table should be recomputed to confirm or deny this increase as well as the currently slightly lower overall recidivism rate for 1974.

It must be pointed out that the operational definition of recidivism which we have used here is rather gross and certainly insensitive. For example, it takes into account neither frequency nor seriousness of prior events. If the time to recidivism is longer than for the previous offense and/or if the recidivistic incident is less serious than the previous offense, there has actually been an improvement even though there was an instance of recidivism. Any sensitive measure of recidivism should take these considerations into account.

In summary, this limited recidivism data is evidence that (1) the recidivism rate for the Baldwin County Juvenile Court is certainly at an acceptably low rate, and (2) there is some evidence of a sharp increase in juvenile delinquency in the first six months of 1974. However, it should be pointed out again that, for various reasons, this data should be viewed with caution and interpreted only in the light of other information.

REFERENCES

Task Force on Corrections, National Advisory Commission on Criminal Justice Standards and Goals. Washington, D.C.: U.S. Government Printing Office, 1973.

Appendix I
Probation Officer's Weekly Schedule

Probation Officer's Weekly Schedule

Since the probation office has been established, a schedule has been formulated as follows:

Monday: Work in Bay Minette Area and Office; consult with the Juvenile Judge, Sheriff, law officers; and counsel probationers of that area.

Tuesday: Provide visitation counseling to the Robertsdale area, Loxley area, Summerdale area and the Silverhill area; consult with Chiefs of Police in these areas, parents and school officials.

Wednesday: Provide visitation counseling to the Magnolia Springs area, Foley area, Elberta area, and the Gulf Shores area; consult with the Chiefs of Police in these areas, and school officials.

Thursday: Work in Bay Minette area and office; consult with the Judge, Sheriff, District Attorney, school officials; and counsel juveniles in detention. (1st and 3rd Thursdays of each month are juvenile hearing dates.)

Friday: Provide visitation counseling to the Daphne area, Spanish Fort area, and Fairhope area; consult with the juvenile officer and each police chief of the area.

In addition to the daily schedule, visits are made to jails, schools, homes, and other places as needed. These are visits that cannot be scheduled but are worked in daily.

Appendix II
Juvenile Court Statistical Card

Use Pencil or Ball-Point Pen and PRESS DOWN FIRMLY

U. S. GOVERNMENT PRINTING OFFICE: 1971 - 447-844

National Center for Social Statistics, Social and Rehabilitation Service, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, Wash. D.C. 20201

Form SRS-NCSS-203 OMB No. 83-RO 123

JUVENILE COURT STATISTICAL CARD

A. COURT, B. CHILD'S NAME OR NUMBER, C. ADDRESS, D. DATE OF BIRTH, E. AGE AT TIME OF REFERRAL, F. SEX, G. RACE

H. DATE OF REFERRAL, I. REFERRED BY, J. PRIOR DELINQUENCY (excluding traffic) REFERRALS, K. CARE PENDING DISPOSITION, L. REASON REFERRED, M. MANNER OF HANDLING, N. DATE OF DISPOSITION, O. DISPOSITION

SUPPLEMENTARY DATA (for court's use)

P. PRIOR TRAFFIC AND NEGLECT REFERRALS, Q. DIAGNOSTIC SERVICES, R. ESTIMATED MENTAL CAPACITY, S. SCHOOL ATTAINMENT & ADJUSTMENT, T. EMPLOYMENT AND SCHOOL STATUS, U. LENGTH OF RESIDENCE (of child) IN COUNTY, V. LIVING ARRANGEMENT OF CHILD, W. MARITAL STATUS OF NATURAL PARENTS, X. FAMILY INCOME (Annual), Y. LOCATION OF RESIDENCE, ADDITIONAL SPACE FOR USE OF COURT

EVALUATION REPORT ON THE
CENTRAL ALABAMA YOUTH SERVICES

Sylvia F. Kollasch, Ph.D.

Introduction

Central Alabama Youth Services is a regional, comprehensive program designed to deal with juvenile problems, particularly as relates to illegal activities. The program serves a nine county region comprised of Butler, Chilton, Conecuh, Dallas, Elmore, Lowndes, Monroe, Perry, and Wilcox counties.

According to 1970 census data, the region had a total population of over 217,000. Approximately 47% of the region's population is Black, and 76% of the total population live in rural areas. In 1970, about 35% of the families in the region had incomes below the federal poverty level. Approximately 85,000 persons, or 39% of the population, are 18 years of age or under, and potentially come under the jurisdiction of the various juvenile courts. Of the 18 and under population, approximately 29,000 (31%) do not live with both natural parents.

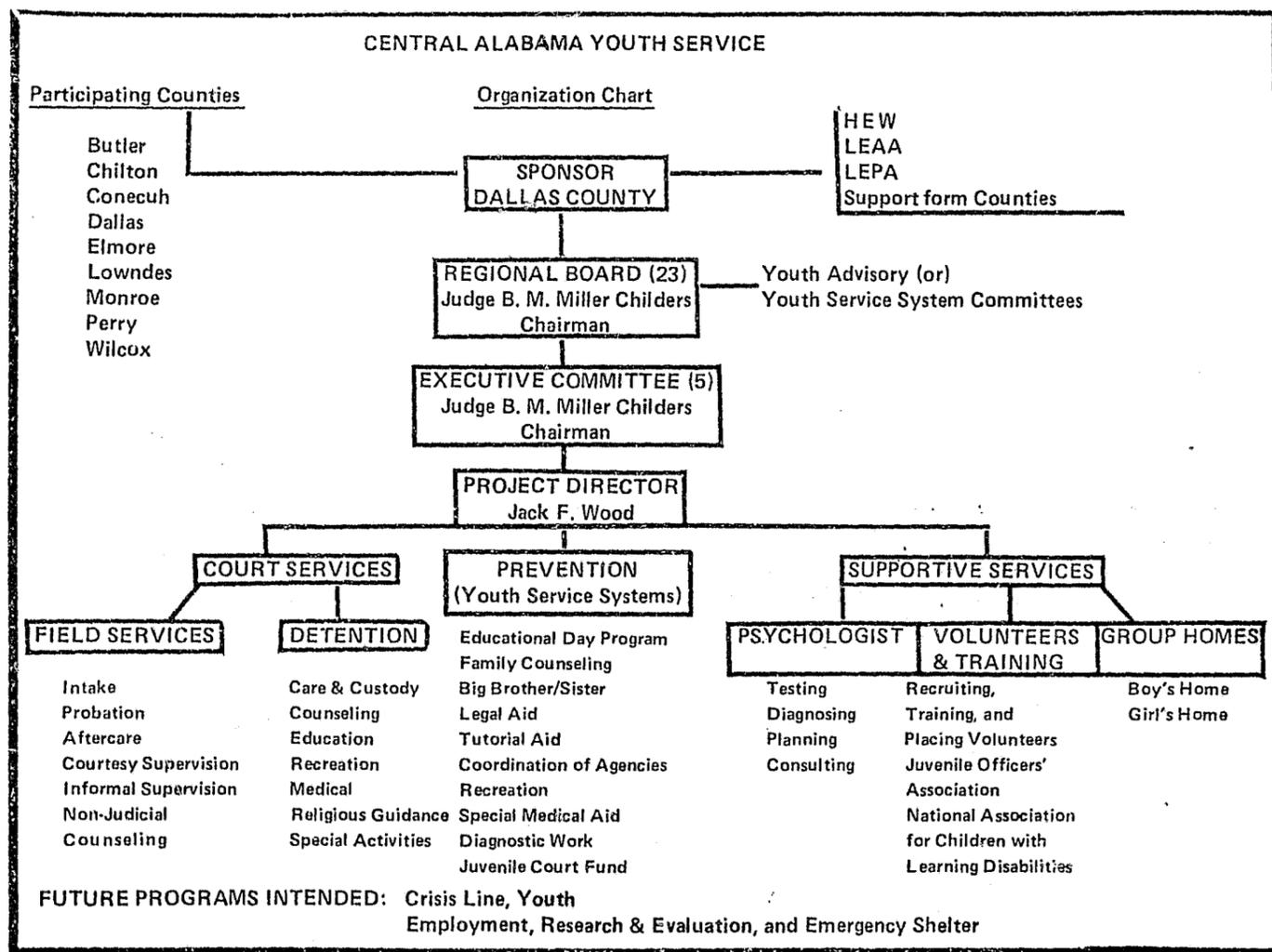
There are 11 separate school systems in the region with a total of 102 Elementary, Junior High, and High Schools. In addition, there are six Vocational-Technical schools in the region as well as six post-secondary educational institutions.

Approximately 60% of the total land area in the region is used in farming and livestock production. The only military installation in the region, Craig Air Force Base, is located five miles southeast of Selma, and has a total military population of approximately 2,700.

The project is composed of three major types of services: Court services, prevention, and support services (See Figure 1 for organizational chart).

With the exception of the detention center and the group homes, the program is housed in an old school building in Selma, Alabama. Also, probation officers who provide services to other counties in the region have temporary offices in those areas. The program appears to be well received by the public in most areas included in the region, although it is unknown to what extent the program is viewed as a "court" or "justice" program. It would be desirable for the program personnel to monitor public opinion regarding the nature of the program. Hence, if people perceive youth who interact with the program as "heading for trouble", action can be taken to avert harmful labeling of youth. Such action might be in the form of information to the public or changing housing arrangements, etc.

Figure 1. Organizational Chart of Central Alabama Youth Services



Method

The major program objectives of the Central Alabama Youth Service (CAYS), as expressed in the ALEPA grant, which partially funds the court services aspects of the program, are as follows:

- I. To develop an administrative system which will coordinate regional agencies and other resources in the service of youths.
- II. To provide quality services to juveniles referred to CAYS.
- III. To seek constructive alternatives to the juvenile justice system.

These objectives are further subdivided into more specific goals as follows:

- I. A. Administration
 1. Maintain a regional advisory board with representatives from each participating county.
 - a. Make policy recommendations to the Executive Committee
 - b. Advise Executive Committee of local needs
 - c. Interpret the services of the project to their own communities and serve as public relations agents in their counties
 - d. Assist in fund-raising
 - e. Create Youth Advisory Committee in each county
 - f. Evaluate project functioning in each county
 2. Maintain five-member Executive Committee of the Regional Board.
 - a. Set written policies and procedures in appropriate manuals
 - b. Seek local funds and apply for federal grants
 - c. Employ qualified staff to implement the program
 - d. Review the accomplishments and priorities of the project each month and evaluate in the light of stated goals and objectives
 - e. Require systematic monthly accounting of caseloads and activities
 - f. Insure staff has adequate facilities, equipment and supplies
- B. Develop Agency Coordination
 1. Formalize working agreements with statutory agencies.
 2. Promote good working relationships with all youth-serving agencies through personal contact.

3. Provide leadership in promoting interagency workshops in the region.
 - a. Juvenile Officers' Association
 - b. Association for Children with Learning Disabilities
 - c. Alabama Juvenile Detention Association
 - d. Alabama Training Association for Juvenile Probation Officers
4. Participate in state organizations such as Chief Probation Officers Association and the Alabama Council on Crime and Delinquency.
5. Provide intra-agency resources for CAYS staff development.
 - a. In-service training by departments
 - b. Hold memberships in professional organizations, receive literature and training aids which are maintained in staff library
 - c. Sponsor staff attendance at state, regional, and national conferences

C. Community Services

1. Utilize a full-time coordinator of volunteers and training to recruit, screen, and train personnel for volunteer assignments.
2. Form citizen groups to advise and assist in specific operations of the project, such as Detention, Group Homes.
3. Encourage citizen groups to establish new services such as crisis line, teen center, and emergency shelter.
4. Develop a public relations program.
 - a. Releases to news media
 - b. Handouts of information
 - c. Public speaking appearances
 - d. Awarding annual certificates of appreciation for volunteer services.

II. A. Field Supervision and Services

1. Four field offices in region to provide probation and aftercare services to 550-600 children.
2. Twenty-four hour intake provided for screening, determining jurisdiction, and advising of rights.
3. Probation/aftercare services:
 - a. Eight field officers residing in area served
 - b. Small caseloads with plan for individual treatment aimed at 75 percent success rate
 - c. Provide 400-450 case histories to courts each year
 - d. Visit children in state training schools monthly, along with follow-up visits to parents.
 - e. Develop alternatives to individual counseling (group work, camping experiences, etc.)

4. Casework supervision.
 - a. Supervisor available to staff for consultation and supervision
 - b. Maintain systematic records on workloads and case files

B. Detention Services

1. Provide basic care and custody in regional Detention Home for 240-300 children.
2. Have trained staff available twenty-four hours a day.
 - a. Full-time superintendent-teacher
 - b. Youth counselors work on eight-hour shifts
 - c. Part-time nurse makes daily visits and is on-call
3. Provide rehabilitative programs.
 - a. Classes held each school day
 - b. Staff counseling, group and individual
 - c. Observation and diagnostic reports made by staff
 - d. Non-denominational religious activities provided
 - (1) Ministers may visit individual parishioners
 - (2) Ministers conduct group sessions
 - e. Recreation
 - (1) Indoor - social
 - (2) Outdoor - physical fitness
 - f. Medical
 - (1) Screening of new admissions
 - (2) Daily sick call by nurse
 - (3) Hospitals and doctors available for emergencies
4. Maintain administrative functions.
 - a. Keep records
 - b. Uphold standards necessary to keep state license
 - c. Supervise staff training

C. Psychological Services

Full-time psychologist will offer counseling, consultant, and evaluative services.

- a. Assist in planning and carrying out a programmed academic and vocational program for youth with academic deficiencies
- b. Act as consultant on management of individual cases
- c. Counsel with parents and youth
- d. Perform psychological testing for the purpose of assessment for treatment and evaluation

D. Residential Treatment Service

Maintain two group homes -- one for girls, another for boys (Reference: Discretionary Grant 73-DF-04-0013)

III. A. Divert Forty-six Percent from Court Adjudication

1. Eight percent at intake, including referrals to cooperating agencies.
2. Fifteen percent to non-judicial counseling.
3. Twenty-three percent to informal supervision.

B. Encourage Community Volunteers to Initiate Other Alternatives

1. Family counseling.
2. Legal aid.
3. Medical aid.
4. Crisis intervention.
5. Employment.
6. Recreation.
7. Youth involvement in social groups.

The program's goal structure is designed to provide a stable regional administration for coordination of services and development of new services. The approach of the present evaluation is to respond to these goals with available information regarding their accomplishment. Many of the goals are difficult to respond to with quantifiable data, and will simply be commented on.

Delinquency Prevention activities for the Central Alabama Youth Services are funded by a grant from the Department of Health, Education and Welfare. The goals specified in that grant are:

I. To coordinate public and private agencies involved in youth work and/or delinquency prevention.

II. To facilitate the addition of services, now missing, designed to prevent delinquency, by demonstrating through innovative programs the need for such additional services and special treatment methods.

III. To involve the total community in meeting the needs of youth by utilizing a Youth Service System Board, special youth committees, volunteers, civic clubs, and a continuing public relations program, in addition to the coordination of existing agencies.

IV. To work with correctional authorities in seeking alternatives to the juvenile justice system, and to avoid labeling and stigma where possible.

To a large extent these goals overlap those of the ALEPA grant and further comment will not be necessary. Those goals which are unique to the HEW grant will be responded to or commented on as available data allows.

Results

The first set of goals which define the administration system and its development have all been fulfilled to some degree. The executive and advisory boards have been established. Working agreements have been formalized with schools and law enforcement agencies. The CAYS staff have regular meetings to work through problems and for supervision purposes. In addition, staff are encouraged to take courses related to justice at the local junior college and to attend Juvenile Officers Association meetings. The position of volunteer coordinator has been filled, and volunteers are presently involved in several aspects of the program, including work with children at

the detention center and youths on probation, etc. Volunteers provide an essential resource in terms of involving community members in further program development and community responsiveness to youth needs. At our last visit to the CAYS, (January, 1974) an active volunteer population of 20-30 people were involved in the program. At that time, citizen groups hadn't yet been mobilized to establish new services.

The second set of goals are more subject to quantitative analysis, and consequently will be dealt with in greater detail. A sample year of data from November, 1972, through October, 1973, was analyzed to respond to these goals. The data consists of monthly activity records summarizing intake and supervision information of each month. A total of 492 new cases were received during that period. Of that number, 120 youths were placed on probation, 96 youths were placed on informal supervision, and 24 youths were placed on aftercare status. From the records provided, it is impossible to obtain an accurate annual figure for the number of youths supervised on probation and aftercare, as those youths who were supervised for more than a month (almost all) would be counted more than once. Four field offices have been established to provide supervisory services to the entire region. Probation officers live in one of the counties they serve to minimize travel time and maximize efficiency in dealing with problems. The probation officers had an average caseload of approximately 26 supervision cases, which is less than the recommended national maximum of 35 cases per officer. These supervision cases include non-judicial counseling, informal supervision, probation, and aftercare. For those youths on official probation and aftercare, official recidivism statistics were made available (See Table 1) by CAYS personnel. According to these figures, the goal of 75% success rate is met. However, official recidivism figures are potentially subject to control by the program via unofficial handling of repeating offenders.

In addition to supervisory activities, probation officers are responsible for providing case investigations on new cases. In the year for which data was obtained, 420 case investigations were provided, which is within the range projected (400-450 investigations) in the program goals. The probation officers also visit the youth in the training schools as part of aftercare supervision. Once a month, at least one officer visits each of the three training schools, and talks with each youth from the nine county region who is in residence at the school at the time.

Record keeping in the entire program is fairly extensive. In addition to complete individual case files, probation officers submit monthly activity reports summarizing their supervision activities. Record keeping is adequate for most purposes, although the program personnel might find objective rather than narrative records (social histories) more suited to their research efforts.

The detention center is staffed 24 hours a day and on holidays. The evaluation team did not obtain data on the number of youths held annually. On two separate visits, one and three youths respectively,

Table 1
 PROBATION AND FIELD SERVICES
 OFFICIAL RECIDIVIST RATES
 From CAYS Records

	Total Number of Cases On Official Probation & Aftercare	Total Number of Official Repeaters	Recidivist Rate
1972 June - Dec.	97	22	23%
1973 Jan. - Dec.	228	37	15%
1974 Jan. - Mar.	187	6	3%

were in detention at those times. Youths held in detention receive schooling on weekdays during the morning and afternoon, followed by recreation and counseling in the evenings. A nurse is available for sick call every day. A medical history is taken on intake as a precaution against inappropriate handling of medical problems. All of the goals presented for the detention center are at least minimally met.

The psychologist has been hired and is involved in individual counseling, diagnostics and consultation activities. At the time of the last visit, he was recently hired, and it was unfeasible to collect data regarding the number and types of activities he is involved in. Also, at the time of our last visit to Selma, the group homes had been located and efforts were underway to get them licensed for operation.

The program goals concerning diversion from court adjudication have been met in that 47% of the youths appearing at intake did not go to full hearings. The goal that was set was 46% diversion. For the sample year of data, the proportion of individuals diverted at intake was considerably higher (22.6% as opposed to a goal of 8%) than the stated goal. Conversely, the proportions diverted to non-judicial counseling (9.4%) and to informal supervision (15.1%) were lower than the stated program goals of 15% and 23% respectively.

The phases of development presented in the CAYS grant application were: I. Planning and Organization, II. Quality of Service and Staff Development and III. Evaluation and Expansion of Existing Services. These developments were scheduled for completion by the end of the third year of operations, which is mid-1975. By all apparent indications, the program is developing on schedule, and the groundwork has been done to insure program stability, particularly with regard to public relations and internal cooperation, etc.

In summary, the goals which were presented in the ALEPA grant application have been satisfied for the most part. Those aspects of the program which were given the most intensive scrutiny (chiefly the court services component) were in correspondence with available national guidelines.

The goals listed in the HEW grant dealing with prevention have been covered in the discussion of the ALEPA grant with the exception of the goal which calls for facilitating the addition of services designed to prevent delinquency. This addition of services has been dealt with in two ways, by direct provision of services, and by contractual agreements with other agencies and individuals.

A serious gap in the services provided by the schools for children with learning disorders and children with behavior problems is perceived by the CAYS staff as contributing to delinquency. Thus the major thrust of their prevention effort has been toward the development of supplementary education programs. The Day School began as two

separate programs. The release-time program was a detached unit in four schools where it operated as a complement to the regular school program, serving children with learning difficulties. This program was considered sufficiently successful by the schools served that they have adopted it as a regular part of the public school program. Thus the goal of demonstrating an innovative program and encouraging its addition by the community has been met.

The extension class is a special program designed for children who are suspended from school. Originally it was planned for two locations, but was fully implemented only in Selma. This program, too, has been seen as successful by the school systems served. The Selma City schools have provided a second teacher and have made it possible to double the number of children served. Each class serves ten to twelve children at a time. During the 1973-1974 school year, approximately thirty children were enrolled in the classes.

Other prevention services are operated through the Volunteers and Training Coordinator utilizing services from community agencies and individuals. Between July 1, 1973, and June 30, 1974, 120 volunteers provided 2,715 hours of work. Family counseling is provided by ministers of several churches in the area and totals approximately 40 hours per month. Legal aid is available but has not been used. The tutoring program has been very active, 31 tutors giving 1,119 hours.

Four volunteers have given eighteen hours in recreation supervision. The YMCA is utilized less than originally planned but is available. The camping program at Camp Discovery has been active; eighteen volunteers have given a total of 578 hours. Special interest volunteers have given time in areas such as sewing, music, crafts, and ceramics. The Big Brother/Sister program has been the least successful volunteer program because of a high drop-out rate; nineteen volunteers have given 421 hours. Overall, the volunteer program is very active.

Discussion

Due to the fact that the Central Alabama Youth Services program has been heavily considered as a model for future planning of regional juvenile services, some basic issues with regard to program design will be presented here. As the first comprehensive regional program of its type in the state, the CAYS project is burdened with the responsibility of providing information regarding such issues as in what ways regional programs are inadequate for those counties which are furthest from the center of operations, or what problems arise in attempting to coordinate community and regional services, etc.

The comments and recommendations which follow are based on the opinions of the evaluation team, and do not necessarily reflect the views of any national, state, or local agency or organization.

Court Services

Field Services

The field service component of the program includes intake, probation, aftercare, courtesy supervision, informal supervision, and non-judicial counseling. Except for non-judicial counseling, which is jointly handled by the counselor and probation officers, all of these functions are performed by the intake and probation staff. In general, the staff is well qualified and the pay scale is reasonable in the field service unit. It is hoped that the present emphasis on continuing education and professional contacts will be maintained.

A. Intake. Intake is available on a 24 hour basis, with one full-time intake worker and several on-call personnel. Many of the most critical decisions regarding disposition of cases are made at intake. For example, the intake officer generally decides whether a child should be dismissed, and what dispositional recommendation should be made. While the final decision does not actually rest with the intake officer, intake is highly influential in the decision process. Due to the complexity and possible biasing factors which might distort intake decisions, any intake agency must be acutely aware of biases and its operational criteria for decision-making and must repeatedly check itself against national standards and guidelines. This suggestion is not in any way intended as a criticism of the present intake program or personnel, but is rather a matter of precautionary emphasis.

Data from one year of operations was analyzed (November, 1972 through October, 1973) for purposes of describing the operations of this program. During that period, a total of 492 cases were received--an average of 41 cases per month. An additional 144 cases or 22.6% were diverted at intake, without petitions or hearings. The stated program goal was to divert a minimum of 8% at intake, including referrals. A heavy emphasis of the court services section of the CAYS is to divert cases prior to adjudication whenever feasible in order to reduce harmful labeling and the number of youth who have a court record. The purpose of this goal is to avoid negative effects on the youth's self-concept and social patterns resulting from early heavy court contact.

Other diversional techniques in the form of non-judicial counseling and informal supervision are used as a means of dealing with problems which require some intervention, but are not sufficiently difficult as to necessitate court processing. In the sample year of operations, 60 cases were referred to non-judicial counseling. Informal supervision comprised 15.1% (96 cases) of the total cases, compared to a stated program goal of 23% supervisory diversion. Although the actual diversions do not exactly fit the proposed pattern, the total number of diverted cases, (47.1% or 300 cases) is very close to the program goal of 46% diverted cases. In terms of possible negative effects of intervention, the evaluation team was of the opinion that diversion at intake and non-judicial counseling should be used in preference to informal supervision, as the latter is likely to be viewed by the youth as punitive and restrictive. The reasons for the recommendation will be discussed in greater detail in the section on Informal Supervision.

In accordance with legal requirements of juvenile processing, cases in which a petition has been filed cannot be diverted without a full hearing unless a confession is obtained. No social history investigations are performed unless the youth has admitted to the offense for which he or she has been charged. Consequently, the youth's fear of consequences may make unavailable to him options which might be more beneficial or appropriate to his needs. The complexity of dispositional alternatives and the contingencies on which they are based make the free availability of legal counsel for juvenile cases highly desirable if not essential to optimal operation of this program. Although it is a practice of the CAYS intake staff to attempt to inform youths and guardians of probable outcomes and possibilities, ignorance, fear, and confusion could most effectively be dealt with by legal counsel which has only advocacy as its operational mandate. This would help to counter the confusion which is almost inevitable in the child or family's encounter with intake. Legal counsel which is well versed in possible outcomes would provide a more reliable guarantee of protection of a child's rights, and would be perceived with less ambiguity when making recommendations. Program personnel are well informed with regard to observing them. Nevertheless, it is suggested that free outside legal counsel should be made available at the youth's request, and that such provision would enhance the operation of the present intake program. Availability of counsel would also decrease a youth's dependency on his or her guardians in those situations in which guardians are non-supportive or punitive.

B. Probation. Probation, as defined by the CAYS program is "a legal status in which a child, following adjudication of an alleged offense or other misconduct, is permitted to remain in the community subject to supervision by the court..."

The probation department consists of one full-time director of field services, one full-time intake officer, one full-time counselor, and eight full-time probation officers. The counselor is involved only in non-judicial counseling and has no supervisory functions. For the sample year of operations, an average of 83 children were on probation at the end of each month. During the course of the year, 120 new probation cases were added, and 60 youths were released from probation supervision. Probation officer caseload size varied by area served, with the majority of cases in Dallas County. Officers in the other counties spend more time in travel and usually have somewhat smaller caseloads. Probation officer activities include official probation, informal supervision, non-judicial counseling, aftercare, and case investigations.

When a child is adjudicated and placed on probation, the probation officer works out the conditions of probation with the child, usually including emphasis on obedience to parents, school attendance, curfew, avoidance of undesirable companions, and compliance to probation officer instructions. Additional provisions are made when the circumstances require a change in living situation or restitution, etc. The probation staff generally attempt to work through problems of minor probation violation rather than returning the case to court, as the court's only alternative at that point is institutionalization. The recent availability of group homes provide an alternate form of disposition for youths

who repeatedly or seriously violate probation conditions but do not seem to require institutionalization.

C. Aftercare. When a youth is adjudicated to one of the three state training schools, he or she is automatically placed on aftercare status. The probation officer prepares the child for institutionalization by discussing with him why he is being sent to the institution and the nature of life at the institution. After the youth begins to reside at the training school, he or she is visited by one of the CAYS probation officers once a month to discuss the home situation and see how the youth is getting along at the school. After the youth is released from the institution, he remains in aftercare status for a period of approximately one year under the supervision of the aftercare worker. For the year sampled, an average of two youths were placed on aftercare status per month, a total of 24 during the year indicated. An average of 39 youths were on aftercare status at the end of each month. Violation of conditions of aftercare can result in a return of the child to the institution.

There are advantages and disadvantages to having probation officers serve in an aftercare capacity with a youth they have supervised on probation. On the one hand, the probation officer knows the youth and his situation and is in a better position to see the effects that treatment are having on the child. However, if the probation officer is in any way responsible or is seen by the child as responsible for the institutionalization, difficulties may develop which could lead to a negative relationship between the officer and the youth. The problems mentioned may be in no way critical, provided the youth who feels he has had a bad experience with a probation officer is given some option other than staying with the same officer. It is understood that it would be impossible to provide such an option for all youths on aftercare status, but it should nevertheless be considered if such circumstances arise.

D. Courtesy Supervision. Little needs to be said about courtesy supervision except that it is a probationary supervision provided for youths who have been adjudicated to probation in another jurisdiction. If a youth's family moved during his or her period of probation, the CAYS staff will provide probation services for such a period as the youth resides in the jurisdiction of one of the courts of the CAYS region. Such supervision is provided at the request of the court of original jurisdiction.

E. Informal supervision. This involves a non-adjudicated probationary status. The program itself is operated in much the same fashion as probation, with the exception that no petition is processed in the court. The major purpose of having such a program is to provide a means whereby some type of intervention is possible without necessitating that a youth have a court record. Supervision is again the domain of the CAYS field services staff. There are several ways in which informal supervision can be used. The major type of use involves case continuation for a period of several months, during which the child is supervised by a probation officer with the consent of the parents and child. If the youth reacts favorably during the term of supervision, the charges are dropped and the case is dismissed.

This use of informal supervision does not require any direct proof or ruling that the youth actually committed a crime, and consequently no judicial record can result to the possible detriment of the youth. A logical outcome of this program definition is that parents and child may request informal supervision even though there is no report of any offense of any kind. For example, if parents are disturbed at the activities of their child and feel that they are not able to cope with the situation, they may request supervision of their child for a period of time. However, the youth must also consent to the proposed supervision, a provision which to some extent may protect the child from coercive use of supervision. There are some complex issues involved in informal supervision programs. The first consideration for caution is the potential for violation of youth's rights which is inherent to a program which bypasses the usual legal channels. For example, a child may know he is innocent of the charges pressed against him; where his parents, thinking he is guilty, might pressure him into consenting to supervision in order to protect him from adjudication. Although this example may be uncommon, there is good cause to question the degree to which a youth can give truly informed consent for supervision under the pressures inherent in his situation. At the same time, there is a demand for minimizing the possible detrimental effects of having a "record" in terms of labeling and changes in the youth's self concept. To parents who are concerned about what might happen to their son or daughter, some assistance in averting further delinquency while at the same time avoiding a record must seem attractive. To the youth in that situation, it is much more likely to be viewed as restrictive and punitive, and would be chosen only to avoid impending circumstances which appear even more punitive to him. There is, additionally, a question of the negative effects on a child's self concept if his parents define him as having a legal problem by requesting supervision from a justice-related agency. Another hazard of a program of this nature is that it may pick up a portion of the intake population who would otherwise have been released outright.

In summary, the benefits of this type of program are 1) providing assistance to parents who have control problems with their children and 2) protecting youths from harmful effects of having a record. The detriments are 1) potential for violation of rights, 2) potential for overinclusion of mild problems which might benefit more from non-intervention. Ideally, family control problems should be handled through family counseling services which do not have strong linkages with the justice system, so labeling problems would be avoided. Also, attempts at diversion for the purpose of protecting youth from the justice system are a serious reflection on the design of the justice system itself. In other words, if the justice system were appropriately designed, people should not come to harm as a result of their contact with it, as in availability of records for misuse. There should be no need to bypass the justice system to protect individuals. This discussion leads to the conclusion that an informal supervision program responds to a real need and is better than no response to that need, but is probably no the

most appropriate response to the problem in that it merely masks the need for deep-structure change both in the justice system and in the availability of societal services.

F. Non-judicial Counseling. Non-judicial counseling is designed to provide counseling services to youths with mild to moderate problems which may or may not be related to legal problems. Counseling duties are shared by the full-time counselor and the probation staff. Clients for counseling may be referred by other agencies or self-referred. Of the total population at intake, 9.4% received non-judicial counseling, a total of 60 new cases in the sample year. Number of sessions varies, depending on the severity and complexity of the presenting problem. The necessary precautions appear to be taken regarding anonymity and client protection. The evaluation team has reservations about employing probation officers as counselors in such a program, not because of any inadequacies inherent to probation officers, but because of the likelihood that they will be misperceived and because of the sensitivity of their legal roles as officers of the court. The team is also aware of the problems of staffing that are introduced in separating these functions, but nevertheless suggest that an independent counseling and referral program has less potential for harm and a greater flexibility for dealing with broad-spectrum problems than a program with strong juvenile justice linkages.

Court Services: Detention

The detention center for the Central Alabama Youth Services program is located in Selma, Alabama, and services a nine county region. Children can be placed in detention only with the order of the juvenile judge of original jurisdiction. The detention center is located in a separate wing of the county jail. Inasmuch as the structure was originally designed as a jail, and was later modified as a detention center, many of its physical characteristics are less than desirable for detaining children. The structure consists of two rows of cells, one of which is used to house boys and one of which is used to house girls. In addition to the cells, the original structure has a reception area and two office-size rooms for school and recreation activities. At the time that we visited, a separate structure was under construction which was expected to be used for most of the daytime activities. Extra space was obviously needed, as the only available space for active play was previously outside. The new structure is spacious and seems to be designed well for flexibility of purposes. Staffing at the center is adequate, particularly in that the number of children detained is kept as small as possible. The center is staffed on a 24 hour basis, with substitute staff to cover weekends and holidays. The director of the center is a certified teacher, and other staff members have experience in counseling. Not all members of the staff have training in emergency medical procedures, an inadequacy which is relatively easy to remedy and potentially costly to neglect. It is a good idea for any detention center to establish emergency medical procedures as part of the in-service training for all staff. During 1973, 237 youth were detained in the regional facility, with an average stay of approximately 2 weeks.

A number of relatively minor items came to the attention of the evaluation team. These items will be discussed here only because in a closed system such as jail or detention, minor details can become sufficiently annoying to residents as to lead them to reject positive attempts to influence. For example, the youths informed us that their food was cold when they got it, they were not allowed to smoke at all, and had to go to their cells for an hour in the afternoon whether they wanted to or not. The evaluation team suggest that such procedures should be optional and that other activities should be available to youths who do not chose to return to their cells. Rule-systems which are too rigid lead to a preponderance of disciplinary problems, the handling of which may damage the helping relationship between staff and youth and prevent effective treatment. For this reason, it is important to find a middle ground in which rules are not too rigid or restrictive and consequences are known and fair.

A detention center has as its first mandate secure custody, for which a simple jail cell would suffice. A recent drive to provide humane holding with treatment potentialities and avoidance of severe negative experiences for children, has moved some of the emphasis to the human contact realm. Nevertheless, physical structure, program characteristics and nature of human contacts are important to the total detention experience. The Dallas County detention center is most limited with regard to physical structure. Without more information, it would be impossible to estimate to what extent structural weaknesses are compensated for in program and staffing. In any event, it is an unquestionable improvement over jail.

Although the regional detention concept provides capabilities which were not previously available for dominantly rural counties, it is not without cost to the most distant of the subscribing counties. The time and cost involved in transporting youths to Selma is a burden which could eventually lead to more distant counties falling out of the cooperative effort, or it may lead to a concerted effort on the part of the counties to establish alternate ways of dealing with the problems. The ground work was laid out exceptionally well in this program in terms of establishing solid working agreements with the participating counties and agencies, which helps greatly in maintaining the viability of the program.

Educational Day Program

The educational program served children who were seen as inadequately provided for in the public school systems of the areas served by CAYS. The release-time program served four school systems during the 1973-1974 school year and the responsibility for continuing the program has now been assumed by those schools. The extension school operated one classroom of ten to twelve students on a grant from HEW. The Selma school system has assumed responsibility for a second classroom.

Data from the 1973-1974 school year indicate that both day school programs were educationally successful. That they are seen as useful by the public schools is indicated by their willingness to adopt the programs. The greatest advantage of such a program is in the impetus it gives to other community institutions to develop programs.

Volunteer Services

Most of the prevention programs are dependent upon volunteer time donated by community agencies, professionals, and interested individuals. The volunteer program is very active and supports all aspects of the CAYS activities.

Extensive volunteer activities not only provide more services to the youths but involve and interest the community in their needs. From this standpoint the program seems to have been very successful. Legal Aid has been available but has not been utilized. This suggests a need for routinely informing youth and their parents of its availability at the point of intake. It should not be left up to the youth to ask if such help is available.

The Central Alabama Youth Services program was designed to offer a wider variety of available services to a region consisting of dominantly rural counties, which otherwise would be too limited by finances, etc., to offer more than a very narrow range of services. The purpose of the present evaluation was to an outside appraisal of the extent to which program objectives have been met and to point out any aspects of the program in which modifications might prove more beneficial to program adequacy. In general, the program has been carefully planned, is on schedule in its development, and has satisfied its proposed objectives. Several issues were discussed concerning possible program modifications and related concerns.

EVALUATION REPORT ON THE
FAMILY COURT OF JEFFERSON COUNTY

William A. McConnell, Ph.D.

EVALUATION REPORT ON THE
FAMILY COURT OF JEFFERSON COUNTY

Introduction

Jefferson County is located in north central Alabama. It is the largest county in the state, with an area of 1,118 square miles. The 1970 census showed a population of approximately 650,000, making Jefferson the most populated county in the state. Approximately 206,000 or 32% of the county population is black, and 15% of the total population is below poverty level. The juvenile court system has jurisdiction over 34% of the population which is eighteen years of age or under.

Birmingham is the largest city, with a population of approximately 350,000. Metal processing is the predominate industry, with medical and health related services also important. Jefferson County is 12% rural.

There are nine school systems, governing 208 secondary schools. This includes eight technical schools. There are seven post-secondary educational institutions, and two state training schools in Jefferson County.

A major responsibility of the Family Court is the adjudication and rehabilitation of delinquent youth in the county. It has the responsibility to receive complaints of alleged dependency and/or neglect of children and to pursue the adjudication of these matters. The Family Court also has the responsibility of families in difficulty as a result of family conflict (i.e., desertion and non-support, assault and battery, contributing to the delinquency of minors, violation of the compulsory school attendance law, and the determination of paternity when this is in question). Finally, the Family Court is responsible for termination of parental rights in order that children may be released for adoption, deciding the legal custodian of children, and the temporary housing of children as a result of alleged delinquency or because they are in need of shelter care pending the outcome of other plans being made for their supervision.

The Family Court of Jefferson County purports to operate on the principle or philosophy that the family as a unit must be "treated" (receive casework) when a member of the family becomes involved with the court because of an alleged offense. It is believed that various family members may be part of the reasons for the difficulty in which the child is involved and may themselves have difficulties requiring guidance and counseling. In essence, in order to help a given child, it is usually necessary to work with the entire family structure.

The Jefferson County Family Court has a relatively large staff (a total of approximately 50 persons), and it typically handles over one-fourth of all the juvenile matters recorded in the State of

Alabama. It is also considered somewhat unique and "forward-looking" in its delivery of services. For example, it has five field offices, located in various parts of the community through which the supervision of all juveniles on probation is handled.

For these reasons, among others, the Family Court has been the subject of a number of evaluative-type reports in the past. Two of the most recent of these reports were authored by Charles Simonson (1973), Director of the Summit County Juvenile Court Center in Akron, Ohio and by Ted Rubin (1973), Director of Juvenile Justice of the Institute of Court Management in Denver, Colorado. The "main points" of both of these reports will be recounted below for purposes of establishing a perspective. However, these comments should not be interpreted as constituting valid summaries of these reports.

The Simonson (1973) report was a two-year follow-up report of several previous such reports and it evaluated the progress made by the Court during the preceding 24 months. This report addressed the five areas of administration, probation, staff training, detention staffing, and detention program. The evaluation of the administration was positive as was that of probation services (with the exception that there was a greater need for foster home and shelter home alternatives to the utilization of detention). This report also favorably evaluated the areas of staff training, detention staffing, and the detention program.

The Rubin (1973) report was also favorable in most respects. Rubin (1973) stated that the "strong suit is the growing professionalization of its [the Family Court's] probation department, and its program to more flexibly and more effectively deliver probation services [p. 31] ". Further, Rubin (1973) said: "The weak suit of the court, at this time, is its imperfect legal procedures [p. 32] ".

Both of these recent reports were prepared on the basis of short-term site visits and staff interviews by the authors. They are essentially subjective statements of the author's opinions about the state and operations of the Family Court. However, both of these men are recognized authorities in this field and their reports were seriously considered and acted upon by the Family Court's administrative officials.

After reading these previous evaluation reports and discussing our general mission (in terms of our ALEPA grant) with various administrators of the Family Court we designed our evaluation so that the results of it would (1) fulfill our grant obligations, (2) provide useful information to the Family Court and (3) complement (rather than duplicate) the previous reports. Specifically, we put some effort into gathering certain data we thought to be necessary for the evaluation even though the conditions of our ALEPA grant specify that our ad hoc evaluations, of which this is one, should use only pre-existing data. Further, we did not concern ourselves with legal matters since this was beyond our domain and because it had already been addressed in detail, especially by Rubin (1973).

Our main goal in this evaluation was to secure data adequate to evaluate the effectiveness of the operation of the Family Court--particularly its probation and detention services. The operational definitions of effectiveness and the methods used to assess their achievement will be discussed in detail in the next section.

Method

The criterion, effectiveness of the Family Court, was operationally defined in two ways for the purpose of this evaluation. Each of these alternative definitions, and how their achievement was measured, are discussed separately in this section.

The Staff Perception Criterion

One viable approach to evaluating the effectiveness of any "service delivery" operation is simply to ask the deliverers of that service how effectively they think they do their job. When this obviously transparent system is used with care, and with certain precautions, it can yield useful data. Furthermore, the expected results (highly favorable) do not necessarily always emerge.

Consequently, the first definition of effectiveness was the "line" worker's own opinions about their effectiveness. However, to measure this, more than a single question was asked. Two short questionnaires were developed--one for the intake workers at the detention facility and one for the probation officers and aides. The questionnaires were purposely kept short and were not meant to be exhaustive but to cover a few key areas. The specific questions were constructed following a visit with several administrators at the Family Court and after reading the reports referred to above and a number of other documents relating to the operation. Both questionnaires and the directions for completing them are contained in Appendix I.

The questionnaires were administered to all first-line (non-supervisory) probation officers and probation aides and to all the intake workers at the detention center for the Family Court. The questionnaires were distributed by the chief probation officer. Each questionnaire also had an envelope clipped to it which was marked "CONFIDENTIAL". The questionnaires were completed the week of June 10, 1974, by 100% of the persons requested to complete them. They were then promptly returned to the chief probation officer and picked up by a member of our staff. The supervisory level personnel were not given questionnaires because they would have constituted such a small number of respondents and because another kind of questionnaire would have been required.

The Juvenile Court Statistical Card Criterion

The second operational definition of effectiveness was the recidivism-type data which was derived from the Juvenile Court Statistical Cards (Appendix II) for Jefferson County. This data was obtained from the Department of Pensions and Security for 1972, 1973, and through

June 30 of 1974--the only data that was available. For this criterion, effectiveness was defined as the rate of recidivism; and this rate was obtained by analyzing item J on the Card--which asks for prior delinquency referrals in the current calendar year and in previous years.

Results

In this section the results are discussed separately for each of the operational definitions of the effectiveness criterion in the same order that these definitions were presented in the previous section--Method.

The Staff Perception Criterion

This criterion was measured by two questionnaires completed by the intake workers and by the probation officers and aides. The results from the two questionnaires are presented below.

In Tables 1 and 2, which are presented below, the n= in the parenthesis under each item refers to the number of respondents who responded to that particular item. The only other terms used in the tables which should be explained here are mean and median. These terms are defined by Wert, Neidt, and Ahmann (1954) as follows: "The mean is the sum of all the values in a distribution divided by the number of these values [p. 23]. "The median is that point in the distribution above which and below which 50 per cent of the cases lie [p. 28]." It can be seen from these definitions that the mean is a central tendency measure which is sensitive to the absolute magnitude of individual values. The median, on the other hand, is sensitive only to relative values or the "position" of values and is insensitive to their absolute magnitude.

Juvenile intake worker questionnaire. Not all of the items on this questionnaire were completed by all of the respondents. For the 5-point scaled items, the scoring was from one to five counting from left to right. Descriptive statistics will be used to describe the results from this questionnaire and we will point out apparently significant findings. However, these summary statistics should be interpreted with caution because of the small number of cases (10) on which they are based. For the same reason, none of these statistics were analyzed to determine their statistical significance. In Table 1 are shown the statistics computed for each of the questions.

Table 1

Summary Statistics for the Juvenile Intake Worker Questionnaire

1. Sex: male=7 female=3 (n=10)
2. Mean age = 31.8 years (n=10)
3. How adequate are the rules and regulations (criteria) of the court in helping you make detention admission decisions about juveniles?
Range = 1 (very adequate) to 5 (very inadequate)
Mean = 2.1
Median = 1.5

4. What factors do you typically consider when making a detention decision about a juvenile? List the most important first, the second most important second, and so on. (n=10)

CONTENT CATEGORY	MEAN RANK
Degree of danger juvenile is to himself	1.3
Degree of danger juvenile is to community	1.9
Number of prior committments of the juvenile	3.5
Probability of appearance for court hearing	3.9
Nature (degree) of the present offense	4.2

5. What per cent of your time did you spend doing dispositional investigations?
During April 1973: Mean = 15.9% (n=8)
During April 1974: Mean = 10.4% (n=9)
6. How many cases did you handle (formal, informal, or other)?
During April 1973: Mean = 30.3 (n=8)
During April 1974: Mean = 32.3 (n=8)
7. How many referrals to other (outside) agencies did you make?
During April 1973: Mean = 15.4 (n=10)
During April 1974: Mean = 19.2 (n=10)
8. How effective do you think the Community (as a whole) perceives the probation service of the Family Court to be in terms of its rehabilitative effort? (Check one) (n=10)
Range = 1 to 5
Mean = 3.1
Median = 3.5
9. How often did you have a conference (formal and informal) with your immediate supervisor?
During April 1973: Mean = 9.8 (n=10)
During April 1974: Mean = 9.2 (n=10)
10. How effective is the volunteer program in helping the Family Court do its job in the community? (Check one) (n=10)
Range = 1 to 5
Mean = 3.2
Median = 3.0
11. Briefly state how you define your role (or your job) as an intake worker. (n=10)

CONTENT CATEGORY	RESPONDENTS MENTIONING THIS CATEGORY
Screening incoming complaints	6
Counseling and/or helping juvenile families	3
Preparing cases for court	3
Determining action to be taken	2
Detention home supervision	2
Perform intake when court is closed	1
Making record checks	1
Acting in a liaison capacity	1

12. For what percent of the admissions are detention hearings held--
 Within 24 hours: Mean = 29.0% (n=10)
 Within 48 hours: Mean = 74.5% (n=9)
13. In your opinion, should more or fewer youngsters (percent) be handled formally by the juvenile justice system?
 More: Mean = 20.0% (n=1)
 Less: Mean = 25.6% (n=8)
14. Are the alternatives to detention for juveniles (both number and kind) adequate in the community? (Check one) (n=10)
 Range=1 to 5
 Mean = 4.4%
 Median = 4.0%
15. Is physical detention of a juvenile at intake generally used as the last resort? That is, are all other possibilities exhausted before a detention admission decision is made? (Check one)
 Yes 9 No 1
16. Do you feel you are adequately informed about the availability of various community resources? (Check one) (n=10)
 Range = 1 to 5
 Mean = 2.9%
 Median = 2.0%
17. Please feel free to make any additional comments you have in the space below.
 (No comments were made.)

The mean and median of the responses to #3 are both on the positive end of the scale indicating that, in general, these rules and regulations are seen as at least "somewhat adequate". The fact that the median is more than one-half a point lower than the mean indicates that the highest proportion of respondents checked the "very adequate" option. There is still, however, some room for improvement in these rules and regulations.

For #4 the responses were categorized as shown in Table 1. Response categories were not included in this analysis unless they were mentioned at least four times by the respondents. The mean rank was then calculated by summing the rank positions and dividing this number by the total number of rankings. From the analysis it is obvious that the first two content categories are given a high priority by the respondents. In fact, this analysis shows that the respondents, as a whole, perceived a marked difference between the importance of the first two content categories and the remaining three.

From #5 it is apparent that, in general, the respondents felt that they spent notably less time doing dispositional investigations in 1974 than they did in 1973.

The results of #6 and #7 show no particularly noteworthy differences even though both do show moderate increases in cases handled and referrals made in 1974 over 1973.

The results of #8 should be given serious attention. Both the median and the mean fall slightly to the negative side of the "neutral" response. This indicates that these officers do not perceive the community as having very much regard for the effectiveness of the rehabilitative effort of the Family Court's probation service. Further interpretation of these results is not advisable. However, the department itself may want to establish a way of looking into the reasons for these responses in more depth.

Number 9 shows no great differences between 1973 and 1974. In general, these responses indicate a very adequate frequency of communication between these officers and their immediate supervisors.

Both the mean and the median for #10 shows that these officers perceive the volunteer program effectiveness as being "neutral" to "somewhat ineffective". This is also a serious result since these officers, as a whole, do not perceive the volunteer program as being effective. This may be another area that the department will want to explore in more depth.

Responses to #11 were analyzed by simply counting the number of times a particular activity was mentioned--this question did not call for any ranking by importance. The results are self-explanatory. That is, six people mentioned "screening incoming complaints," three people mentioned "counseling and/or helping juveniles and families", etc.

The results from #12 show that detention hearings (according to these intake officers) are held within 48 hours for about 75% of the youngsters admitted. If this perception by these officers is true, it is in conflict with recommended national standards (Task Force on Corrections, 1973, p. 260) which say that children should not be detained longer than 48 hours without a court order.

For #13 there is an obvious high degree of consensus (8 to 1) that about 25% fewer youngsters should be handled formally by the juvenile justice system.

Both the mean and median for #14 show that these officers believe the alternatives to detention for juveniles in the community are at best "somewhat inadequate".

The above two questions, taken together, show that these officers would like to see more youngsters handled informally; and yet the community resources necessary to do this are perceived to be lacking.

The responses to #15 show an obvious high degree of consensus that detention of a juvenile is generally perceived to be used as a last resort. The responses to #16 show that these officers feel they

are on the positive side in terms of their information about community resources. However, there is clearly room for improvement in this particular area.

Probation officer/aide questionnaire. In Table 2 are presented the statistics computed for each of the questions in this instrument. The discussion which introduced Table 1 also applies here.

Table 2

Summary Statistics for the
Probation Office/Aide Questionnaire

1. Sex: male = 13 female = 11 (n=24)
2. Mean age = 27.1 years (n=23)
3. Officer = 16 Aide = 8 (n=24)
4. How many cases did you handle informally?
During April 1973: Mean = 4.5 Median = 4 (n=14)
During April 1974: Mean = 3.7 Median = 5 (n=20)
5. How many formal cases were you supervising?
During April 1973: Mean = 38.4 (n=15)
During April 1974: Mean = 32.2 (n=22)
6. How many referrals to other (outside) agencies did you make?
During April 1973: Mean = 8.4 (n=14)
During April 1974: Mean = 9.2 (n=22)
7. How many times do you think you personally intervened and prevented or alleviated a crises situation?
During April 1973: Mean = 6.3 (n=14)
During April 1974: Mean = 5.2 (n=21)
8. How effective do you think the Community (as a whole) perceives the probation service of the Family Court to be in terms of its rehabilitative effort? (Check one) (n=23)
Range = 1 to 5
Mean = 2.2
Median = 2.0
9. How many family contacts (excluding those involving only the juvenile) did you make?
During April 1973: Mean = 40.2 (n=16)
During April 1974: Mean = 37.9 (n=23)
10. How many contacts did you have on the average, with each juvenile (or, total number of contacts divided by total cases)?
a) Formal - During April 1973: Mean = 6.4 (n=15)
During April 1974: Mean = 5.3 (n=23)

- b) Informal - During April 1973: Mean = 1.9 (n=15)
During April 1974: Mean = 2.0 (n=22)

11. For formal supervision cases:

	Formal		Number (n)
	Mean	Median	
Length of shortest contact	17.6	15.0	24
Length of longest contact	103.9	90.0	23
Length of average contact	40.9	35.0	24

12. How often did you have a conference (formal or informal) with your immediate supervisor?
During April 1973: Mean = 6.1 (n=14)
During April 1974: Mean = 8.1 (n=22)
13. How often did you conduct (or participate in) a group counseling session?
During April 1973: Mean = 1.8 (n=15)
During April 1974: Mean = 1.2 (n=21)
14. What percent of your formal caseload involved a "social contract" with the juvenile?
During April 1973: Mean = 16.9 (n=16)
During April 1974: Mean = 14.7 (n=23)
15. What percent of our time did you spend doing dispositional investigations?
During April 1973: Mean = 20.1 (n=15)
During April 1974: Mean = 21.0 (n=21)
16. How effective is the volunteer program in helping the Family Court do its job in the community? (Check one) (n=24)
Range = 1 to 5
Mean = 2.3
Median = 2.0
17. Considering all of your contacts with juveniles (formal and informal cases), what percent of these contacts take place at your office? (n=24)
Mean = 19.4
Median = 17.5
18. Briefly state how you define your role (or your job) as a probation officer/aide. (n=24)

	Respondents Mentioning this category
1. Counseling	14
2. Behavior modification	5
3. Rehabilitation and prevention	4
4. Law Officer	4
5. Supervision	3
6. Social worker	3
7. Liaison-type role	3
8. Substitute parent	2
9. Buffer	2
10. Family counselor	2
11. Helping children	1

19. What type of behavior or work (e.g. report preparation, contacts with juveniles, home visits, etc.) is most rewarded by your supervisor and the department in general? List the most rewarded first, the second most rewarded second, and so on. (n=24)

Content Category	Mean Rank
1. Report preparation (e.g., dictation)	2.5
2. Contact with juveniles	2.6
3. Carrying out plans	3.0
4. Home visits	3.2
5. Initiative	3.8
6. Interagency liaison	4.1
7. Punctuality	4.3
8. Working with volunteers	6.0

20. What major tasks (or areas of work) do you personally find to be the most satisfying? List the most satisfying first, the second most satisfying second, and so on. (n=24)

Content Category	Mean Rank
1. Contacts with clients	1.7
2. Behavior modification	2.1
3. Contact with families	2.5
4. Involving youngsters in programs	2.6
5. Contacts with agencies	3.4
6. Carrying out plans for youngsters	3.5
7. Solving problems	4.0

21. Please feel free to make any additional comments you have in the space below.

(Of the 24 persons responding to the questionnaire, 9 made comments. They ranged from one sentence up to about two pages in length and covered such things as concern for the accuracy of the figures when 1973 data was asked for, the irrelevancy of the survey itself, the inadequacy of probation officer/aide training, and many specific suggestions for improvement of the Court and its operation.)

The results for #4 and #5 show no large differences between 1973 and 1974; although both show a caseload decrease for 1974. The differences shown in #6 and #7 are likewise not very notable. The responses to #8 show that these officers think the community, in general, perceives their work to be "somewhat effective" in most cases. This is in contrast to the results obtained when this same question was asked of the intake workers whose responses were on the "somewhat ineffective" side of the scale. This difference may be explainable, however, by the fact that the intake workers are generally exposed to more "failure" or recidivism. Also, even though the responses are in opposite directions, the differences between them are not great.

The responses to #9 and #10 reveal no great differences for either of these two questions.

From the analysis of #11 (which deals with lengths of contacts), the main thing to note is that the median measures are lower in all three cases which suggests that the means presented are probably inflated by a small number of extreme values. Thus, the median values may be more accurate central tendency measures of the actual time estimates for the respondents as a group. The responses to #12 show more conferences for 1974 and the increase is notable. In responding to the same question, the intake workers indicated that the number of supervisor conferences was somewhat high for them for both years. This may simply be due to the fact that the officers and aides spend more time out of the office than the intake workers and are therefore exposed to their supervisors less.

The responses to #16 show that these officers think the volunteer program is, in general, "somewhat effective". Just the opposite result was found for the intake workers. The only readily available explanation for this difference is the fact that the intake workers generally see more "failure" which, in turn, makes them more pessimistic as revealed in several ways in this data. The responses to question #17 indicate that only about one-fifth of the contacts with juveniles take place at the office in the perception of the officers and aides. If these figures are reliable they indicate a great deal of field work by the probation personnel.

Responses to #18 were analyzed by simply counting the number of times a particular type of activity or function was mentioned. The results show that, by far, most officers and aides specifically mention "counseling" when they are describing their jobs in their own words. This is the one and only item for which there exists any degree of consensus. In fact, the other "terms" used to describe the job show a fairly large amount of variability.

For #19 the responses were categorized as shown in Table 2. Categories were not included in this analysis unless they were mentioned at least four times by the respondents. The mean rank was then calculated by summing the rank positions and dividing this number by the total number of rankings. The data shows no great differences among the rankings with the possible exception of "working with volunteers" which is perceived to be quite minimally rewarded and considerably lower than the next nearest item--"punctuality". The Department will want to give considerable attention to this item. It is certain that working with volunteers should not be perceived (and should not in fact be) a very lowly rewarded behavior.

Not unexpectedly, "report preparation" is the highest ranked item in terms of what these officers perceive their supervisors as rewarding. It should be noted, however, that it is only an insignificant one-tenth of a point away from the next category of "contact with juveniles"--the kind of item most experts in this field would sooner see at the top of a set of rankings such as these. Some insight into how report preparation ends up with such a high ranking is provided by Glaser (1973, p. 111). By studying Glaser's (1973) work,

it should be possible to understand this phenomenon and to identify some possible ways of changing this situation.

The data analysis for #20 was the same as for #19. The data yields no surprises. As expected, direct work with juveniles and families is ranked high. By comparing #19 and #20 there is some agreement between what the officers perceive to be rewarded behaviors (#19) and what they personally feel are the most satisfying activities (#20). There are some notable exceptions however. For example, "report preparation", which is top-ranked in #19, does not even make it into the ranked items in #20. However, we must question the validity of this result because of what Glaser (1973, p. 109) has said. He feels that report preparation in a "people-changing" agency may be both highly valued by subordinates and highly rewarded by superiors. This could be the case even though both parties might "publicly" declare (such as on this questionnaire) that this is not the case. This possibility should at least be considered by the Department when attempting to interpret this data.

Glaser (1973, p. 109) explains the high priority of report preparation by pointing out several things. First, it is one of the few activities in this kind of work which results in a tangible document or product. Second, a report's quality is quickly evident to a superior. Third, the liberal arts education and middle-class background of most "treatment staff" may predispose them to favor certain activities over others. For example, it may be easier for certain people to work on reports than to interact with clients in the field.

The Juvenile Court Statistical Card Criterion

The Juvenile Court Statistical Card (Appendix II) is distributed by H.E.W., and it is completed by the responsible juvenile court for each "delinquency situation" that is brought to the attention of that court. However, before any of this data is actually presented, certain general problems with this data source should be addressed.

When these cards are completed by the various juvenile court personnel the next procedural step is to forward them--once a month--to the Alabama State Department of Pensions and Security. This Department then edits the cards, has them keypunched and performs certain analyses on them. For our purposes the Department of Pensions and Security supplied us with duplicate decks of the punched cards for the years 1972, 1973, and through June 30th of 1974.

The completion and transmittal of these cards by the juvenile courts is completely voluntary, and there is no established method of double checking for accuracy or completeness. In other words, this data generation system suffers from essentially the same weaknesses as have been attributed to the F.B.I.'s Uniform Crime Reports--the two systems work in much the same way.

caution. On the other hand, we have no reason to believe that any errors of omission or commission were intended to bias the data in any particular way. Therefore, while absolute numbers should be viewed suspiciously, the general level of the percentages derived from them can be taken more seriously in the absence of evidence to the contrary.

Each of the three years of data was analyzed separately. Since the area of primary interest was recidivism only one analysis was performed. This was a two-way crosstabulation by "reason referred" (item L) and by "prior delinquency referrals" (item J). The complete results of this analysis are shown in Tables 3, 4, and 5. Table 3 contains the results for all of Jefferson County, and our main interest lies here. However, for additional detail, the same data is broken down and analyzed separately for the Birmingham Court and the Bessemer Court. These results are contained in Tables 4 and 5, respectively.

These tables contain the total number of referrals for each year and the number of these cases which had 1, 2, 3, 4, or 5 and more prior referrals in the same calendar year and in previous calendar years. From these raw numbers various totals and rates were calculated as shown.

In Table 3, the first two columns of percentages (i and p) show a noticeable lack of variability--both within and between the columns. There does seem to be a slight trend in these figures in that the percentages go down slightly for 1973 (from 1972) and then return to near 1972 levels again in 1974. This trend is somewhat more noticeable in column r--the overall recidivism rate.

The figures which are probably the closest to what we generally mean by recidivism are those given in column r. These numbers are the percents of the referrals for each year which had at least one prior delinquency referral to the same court some time in the past. To the extent that these figures are accurate, they represent acceptable to somewhat high rates of recidivism. Of course, these figures do not reflect recidivism in other jurisdictions. However, especially for juveniles, it is reasonable to assume that the number of youngsters recidivating in another jurisdiction is quite small.

It must be pointed out that the operational definition of recidivism which we have used here is rather gross and certainly insensitive. For example, it takes into account neither frequency nor seriousness of prior events. If the time to recidivism is longer than for the previous offense and/or if the recidivistic incident is less serious than the previous offense, there has actually been an improvement even though there was an instance of recidivism. Any sensitive measure of recidivism should take these considerations into account.

In summary, this limited recidivism data is evidence that the recidivism rate for the Jefferson County Family Court is at an acceptable level in relative terms--that is, when compared to national figures. However, there is obviously much room for improvement on this criterion in absolute terms.

Table 3
 Prior Delinquency Referrals
 (Recidivism Data)
 Jefferson County

YEAR (a)	TOTAL REFERRALS (b)	PRIOR REFERRALS THIS CALENDAR YEAR							Recidivism Rate (i) h÷b	PRIOR REFERRALS IN PRIOR CALENDAR YEARS						Recidivism Rate (p) c÷b	TOTAL PRIOR REFERRALS (q) h+o	OVERALL RECIDIVISM RATE (r) q÷b
		1 c	2 d	3 e	4 f	5 g	Total (h)	1 j		2 k	3 l	4 m	5 n	Total (o)				
1972	3974	641	157	60	25	19	902	22.70%	420	219	105	76	117	938	23.60%	1840	46.30%	
1973	3742	438	137	55	22	2	654	17.48%	364	173	114	18	8	677	18.09%	1331	35.57%	
1974 (Through June)	2031	258	93	37	16	7	411	20.24%	218	116	81	44	5	464	22.85%	875	43.08%	

46

Table 4
 Prior Delinquency Referrals
 (Recidivism Data)
 Birmingham Court

YEAR (a)	TOTAL REFERRALS (b)	PRIOR REFERRALS THIS CALENDAR YEAR							Recidivism Rate (i) h÷b	PRIOR REFERRALS IN PRIOR CALENDAR YEARS						Recidivism Rate (p) o÷b	TOTAL PRIOR REFERRALS (q) h+o	OVERALL RECIDIVISM RATE (r) q÷b
		1 c	2 d	3 e	4 f	5 g	Total (h)	1 j		2 k	3 l	4 m	5 n	Total (o)				
1972	3295	383	128	51	22	17	601	18.24%	363	181	89	66	111	810	24.58%	1411	42.82%	
1973	3209	392	122	53	22	2	591	18.42%	327	165	102	15	7	616	19.20%	1207	37.61%	
1974 (Through June)	1793	215	80	31	14	7	347	19.35%	194	105	65	38	5	407	22.70%	754	42.05%	

47

Table 5
Prior Delinquency Referrals
(Recidivism Data)
Bessemer Court

YEAR (a)	TOTAL REFERRALS (b)	PRIOR REFERRALS THIS CALENDAR YEAR					PRIOR REFERRALS IN PRIOR CALENDAR YEARS					TOTAL PRIOR REFERRALS (g) h+o	OVERALL RECIDIVISM RATE (r) q÷b				
		1 c	2 d	3 e	4 f	5 g	Total (h)	Recidivism Rate (i) h÷b	1 j	2 k	3 l			4 m	5 n	Total (o)	Recidivism Rate (p) o÷b
1972	679	258	29	9	3	2	301	44.33%	57	38	17	10	6	128	18.85%		
1973	533	46	15	2	0	0	63	11.82%	37	8	12	3	1	61	11.45%		
1974 (through June)	238	43	13	6	2	0	64	26.89%	24	11	16	6	0	57	23.95%		

48

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APPENDIX I

Jefferson County Family Court
Juvenile Intake Worker Questionnaire

Directions

This questionnaire was constructed by a research team from the Center for Correctional Psychology at the University of Alabama. It will be used as one source of data for a report to be prepared by that team for the Alabama Law Enforcement Planning Agency.

The questionnaire is anonymous. **DO NOT IDENTIFY YOURSELF!** Please answer each question completely and honestly. Some questions (especially those referring to "April 1973") will require you to make an estimate; please take the time to make the best estimate you can. If you were not employed or were doing a different job at the time referred to in some of the questions, indicate this by putting NA (Not applicable) in the space provided.

When you have completed the questionnaire, seal it in the envelope provided and give it to your immediate supervisor who will then forward it to the research team. Only the research team will see your individual responses.

Thank you for your cooperation.

Jefferson County Family Court
 Juvenile Intake Worker Questionnaire

1. Sex: male _____ female _____
2. Age: _____
3. How adequate are the rules and regulations (criteria) of the court in helping you make detention admission decisions about juveniles? (Check one)

Very adequate	Somewhat adequate	Neutral	Somewhat inadequate	Very inadequate
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4. What factors do you typically consider when making a detention decision about a juvenile? List the most important first, the second most important second, and so on.

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.

5. What per cent of your time did you spend doing dispositional investigations?
 During April 1973 _____% During April 1974 _____%

6. How many cases did you handle (formal, informal, or other)?
 During April 1973 _____ During April 1974 _____

7. How many referrals to other (outside) agencies did you make?
 During April 1973 _____ During April 1974 _____

8. How effective do you think the Community (as a whole) perceives the probation service of the Family Court to be in terms of its rehabilitative effort? (Check one)

Very effective	Somewhat effective	Neutral	Somewhat ineffective	Very ineffective
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Juvenile Intake Worker Questionnaire (cont.)

9. How often did you have a conference (formal and informal) with your immediate supervisor?
 During April 1973 _____ During April 1974 _____
10. How effective is the volunteer program in helping the family Court do its job in the community? (Check one)

Very effective	Somewhat effective	Neutral	Somewhat ineffective	Very ineffective
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11. Briefly state how you define your role (or your job) as an intake worker.

12. For what per cent of the admissions are detention hearings held within 24 hours? _____%; within 48 hours? _____%

13. In your opinion, should more or fewer youngsters (per cent) be handled formally by the juvenile justice system? (Enter only one)

_____ % More _____ % Less

14. Are the alternatives to detention for juveniles (both number and kind) adequate in the Community? (Check one)

Very adequate	Somewhat adequate	Neutral	Somewhat inadequate	Very inadequate
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15. Is physical detention of a juvenile at intake generally used as the last resort? That is, are all other possibilities exhausted before a detention admission decision is made? (Check one)
 Yes _____ No _____

16. Do you feel you are adequately informed about the availability of various Community resources? (Check one)

Very adequate	Somewhat adequate	Neutral	Somewhat inadequate	Very inadequate
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17. Please feel free to make any additional comments you have in the space below.

Jefferson County Family Court
Probation Officer/Aide Questionnaire

Directions

This questionnaire was constructed by a research team from the Center for Correctional Psychology at the University of Alabama. It will be used as one source of data for a report to be prepared by that team for the Alabama Law Enforcement Planning Agency.

The questionnaire is anonymous. DO NOT IDENTIFY YOURSELF! Please answer each question completely and honestly. Some questions (especially those referring to "April 1973") will require you to make an estimate; please take the time to make the best estimate you can. If you were not employed or were doing a different job at the time referred to in some of the questions, indicate this by putting NA (Not applicable) in the space provided.

When you have completed the questionnaire, seal it in the envelope provided and give it to your immediate supervisor who will then forward it to the research team. Only the research team will see your individual responses.

Thank you for your cooperation.

Jefferson County Family Court
Probation Officer/Aide Questionnaire

1. Sex: male _____ female _____
2. Age: _____
3. Please check one: Officer _____ Aide _____
4. How many cases did you handle informally?
During April 1973 _____ During April 1974 _____
5. How many formal cases were you supervising?
During April 1973 _____ During April 1974 _____
6. How many referrals to other (outside) agencies did you make?
During April 1973 _____ During April 1974 _____
7. How many times do you think you personally intervened and prevented or alleviated a crisis situation?
During April 1973 _____ During April 1974 _____
8. How effective do you think the Community (as a whole) perceives the probation service of the Family Court to be in terms of its rehabilitative effort? (Check one)

_____ Very effective	_____ Somewhat effective	_____ Neutral	_____ Somewhat ineffective	_____ Very ineffective
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9. How many family contacts (excluding those involving only the juvenile) did you make?
During April 1973 _____ During April 1974 _____
10. How many contacts did you have, on the average, with each juvenile (or, total number of contacts divided by total cases)?
 - a) formal cases:
During April 1973 _____ During April 1974 _____
 - b) informal cases:
During April 1973 _____ During April 1974 _____
11. For formal supervision cases:
 - a) How long is the shortest contact? _____ minutes
 - b) How long is the longest contact? _____ minutes
 - c) How long is the average contact? _____ minutes
12. How often did you have a conference (formal and informal) with your immediate supervisor?
During April 1973 _____ During April 1974 _____

Probation Officer/Aide Questionnaire (cont.)

13. How often did you conduct (or participate in) a group counseling session?
During April 1973 _____ During April 1974 _____
14. What per cent of your formal caseload involved a "social contract" with the juvenile?
During April 1973 _____% During April 1974 _____%
15. What per cent of your time did you spend doing dispositional investigations?
During April 1973 _____% During April 1974 _____%
16. How effective is the volunteer program in helping the Family Court do its job in the community? (Check one)
- | | | | | |
|-----------|--------------------|---------|----------------------|------------------|
| Effective | Somewhat effective | Neutral | Somewhat ineffective | Very ineffective |
|-----------|--------------------|---------|----------------------|------------------|
17. Considering all of your contacts with juveniles (formal and informal cases), what per cent of these contacts take place at your office?
_____%
18. Briefly state how you define your role (or your job) as a probation officer/aide.
19. What type of behavior or work (e.g., report preparation, contacts with juveniles, home visits, etc.) is most rewarded by your supervisor and the department in general? List the most rewarded first, the second most rewarded second, and so on.
- 1.
 - 2.
 - 3.
 - 4.
 - 5.
 - 6.
 - 7.

Probation Officer/Aide Questionnaire (cont.)

20. What major tasks (or areas of work) do you personally find to be the most satisfying? List the most satisfying first, the second most satisfying second, and so on.
- 1.
 - 2.
 - 3.
 - 4.
 - 5.
 - 6.
 - 7.
21. Please feel free to make any additional comments you have in the space below.

APPENDIX II

Use Pencil or Ball-Point Pen and PRESS DOWN FIRMLY

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National Center for Social Statistics, Social and Rehabilitation Service, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, Wash. D.C. 20201

Form SRS-NCSS-203 OMB No. 83-R0123

JUVENILE COURT STATISTICAL CARD

A. COURT
B. CHILD'S NAME OR NUMBER (Last, First, Middle)
C. ADDRESS (Area code or census tract)

D. DATE OF BIRTH
E. AGE AT TIME OF REFERRAL
F. SEX: 1 Male 2 Female
G. RACE: 1 White 2 Negro 3 Indian 4 Other

Enter only one code in the designated code box for each major category from "H" to "O"

H. DATE OF REFERRAL (mo., day, year)

I. REFERRED BY
1 Law enforcement agency
2 School department
3 Social agency
4 Probation officer
5 Parents or relatives
6 Other court
7 Other source (specify)

J. PRIOR DELINQUENCY (excluding traffic) REFERRALS
a. This calendar year -
b. In prior years -

K. CARE PENDING DISPOSITION
00 No detention or shelter care overnight
01 Jail or police station
02 Detention home
04 Foster family home
08 Other place (specify)

In this category ("K") if more than one code is applicable, add the appropriate codes and enter total sum in coding box.

L. REASON REFERRED
Offenses applicable to both juveniles and adults (excluding traffic)
01 Murder and non-negligent manslaughter
02 Manslaughter by negligence
03 Forcible rape
04 Robbery: Purse snatching by force
05 Robbery: All except purse snatching
06 Assault: Aggravated
07 Assault: All except aggravated
08 Burglary-breaking or entering
09 Auto theft: Unauthorized use
10 Auto theft: All except unauthorized use
11 Larceny: Shoplifting
12 Larceny: All except shoplifting
13 Weapons-carrying, possessing, etc.
14 Sex offenses (except forcible rape)
15 Violation of drug laws: Narcotic
16 Violation of drug laws: All except narcotic
17 Drunkenness
18 Disorderly conduct
19 Vendettas
20 Other (specify)

Offenses applicable to juveniles only (excluding traffic)
31 Running away
32 Truancy
33 Violation of curfew
34 Ungovernable behavior
35 Possessing or drinking of liquor
36 Other (specify)

Traffic offenses
41 Driving while intoxicated
42 Hit and run
43 Reckless driving
44 Driving without a license
45 All other traffic (specify)

Neglect (abuse, desertion, inadequate care, etc.)
51 Abuse
52 All other neglect (specify)
Special proceedings (adoption, consent to marry, etc.)
61 Specify

M. MANNER OF HANDLING
1 Without petition 2 With petition

N. DATE OF DISPOSITION (mo., day, year)

O. DISPOSITION
00 Waived to criminal court
Complaint not substantiated
01 Dismissed: Not proved or found not involved

Complaint substantiated
No transfer of legal custody
11 Dismissed: Warned, adjusted, counseled
12 Held open without further action
13 Probation officer to supervise
14 Referred to another agency or individual for supervision or service
15 Runaway returned to
16 Other (specify)

Transfer of legal custody to:
21 Public institution for delinquents
22 Other public institution
23 Public agency or department (including court)
24 Private agency or institution
25 Individual
26 Other (specify)
99 Inapplicable - Special Proceedings

SUPPLEMENTARY DATA (for court's use)

P. PRIOR TRAFFIC AND NEGLECT REFERRALS
a. Total No. of prior traffic referrals
b. Total No. of prior neglect referrals

Q. DIAGNOSTIC SERVICES
Need for Diagnostic Services
Indicated, Indicated but not available, Not indicated
a. Psychological
b. Psychiatric
c. Medical
d. Social

R. ESTIMATED MENTAL CAPACITY
1 Below average 3 Above average
2 Average 4 Not determined

S. SCHOOL ATTAINMENT & ADJUSTMENT
a. Years of schooling completed
b. Grade placement in relation to age
c. Serious or persistent school misbehavior

T. EMPLOYMENT AND SCHOOL STATUS
Out of School, In School
Not employed, Employed (Full time, Part time, Inapplicable (pre-school))

U. LENGTH OF RESIDENCE (of child) IN COUNTY
0 Not currently resident of County
1 Under one year
2 One but less than five years
3 Five years or more

V. LIVING ARRANGEMENT OF CHILD
In own home
01 With both parents
02 With mother and stepfather
03 With father and stepmother
04 With mother only
05 With father only
06 In home of relatives
07 In foster family home
08 In institution
09 In independent living arrangements
10 In other place (specify)

W. MARITAL STATUS OF NATURAL PARENTS
01 Parents married and living together
One or both parents dead:
02 Both dead
03 Father dead
04 Mother dead
Parents separated:
05 Divorced or legally separated
06 Father deserted mother
07 Mother deserted father
08 Other reason (specify)
09 Parents not married to each other
10 Other status (specify)

X. FAMILY INCOME (Annual)
1 Receiving public assistance at time of referral
Not receiving public assistance at time of referral
2 Under \$3,000
3 \$3,000 to \$4,999
4 \$5,000 to \$9,999
5 \$10,000 and over
6 Unknown

Y. LOCATION OF RESIDENCE
1 Rural
2 Urban - predominantly residential
3 Urban - predominantly business or industrial area
4 Suburban

ADDITIONAL SPACE FOR USE OF COURT

END