#### SAINT LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT



417 CITY HALL SAINT LOUIS, MISSOURI 63103 (314) 453-4397 453-4398

OTTO G. HEINECKE

Mr. Wade Loftin Project Faster St. Louis Juvenile Court 920 N. Vandeventer St. Louis, Missouri 63108 October 28, 1974

NCJRS

SEP 1 5 1076

ACCURET Projects Faster
S-MP19-72
Final Evaluation Report

Dear Mr. Loftin:

Enclosed please find the final evaluation report for the above referenced project for the current award period. Your response to the report, in letter form, is requested within the next two weeks. Specific questions relating to the report may be directed to the Evaluation Analyst listed below. Your cooperation and assistance are appreciated.

Sincerely,

Otto G. Heinecke Executive Director

Evaluation Analyst: Robert Rosenthal

RR/OGH/bs

Enclosure

cc:

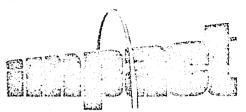
Otto G. Heinecke William Abrams Dr. Larry Holmes
Dr. Richard Barnes

Marc Dreyer Honorable Gary M. Gaermer

#### SAINT LOUIS COMMISSION ON CRIME AND LAW ENFORCEMENT



#### 417 CITY HALL SAINT LOUIS, MISSOURI 63103 (314) 453-4397 453-4398



OTTO G. HEINECKE EXECUTIVE DIRECTOR

#### PROJECT REVIEW AND EVALUATION

Project: Project Faster

Project Number: S-MP19-72

Subgrantee: St. Louis Juvenile Court

Grant Award:

Funding

Federal \$ 49,920 Local In-Kind 16,795 Total \$ 66,715

Subgrant Period: 5 /15/72 - 6/15/74

Project Director: Wade Loftin. Research Analyst

Authorizing Official: Honorable Gary M.

Gaertner

Date of Report: September 30, 1974

#### PROJECT OBJECTIVES

The specific objectives of this project are:

- (1) To purchase two Video-Display Cathode Ray Tubes (CRT's) and a hard copy printer for use by the Hearing Officer and the Chief Juvenile Officer in the St. Louis City Juvenile Court facilities.
- (2) To develop computerized information on victims and their enviornment in order to improve both the consistency and reliability of the Court's response.
- (3) To enter historical data into the Courts' computer files.

#### TABLE OF CONTENTS

Summary and Conclusions	1
Project Objectives	3
Project History	5
Effort Expended toward meeting the Project Objectives	12
Benefits	13
Implementation of JURIS in the City	14
Benefits of JURIS in the St. Louis City Juvenile Court,	23
Alternatives to Increasing Usefulness of JURIS to the City Juvenile Court	25
Collection and Verification of the Data	26
Appendix	28

### PROJECT FASTER S-MP-19-72

#### SUMMARY AND CONCLUSIONS

Project Faster was one in a series of grants intended to establish the Juvenile Uniform Referral Information System (JURIS). More specifically, Project Faster was intended to assist the St. Louis City Juvenile Court to implement JURIS in the City. The JURIS system is a five module set of sub-systems, each of which uses one or more of eight on line files and two off-line files. It is designed as a teleprocessing system with update and access through cathode ray tube (CRT) and keyboard devices; eleven CRT's and one impact printer are provided by the grant for each court. Appendex I shows the grant dates, the Federal funds awarded, and the status of implementation of the JURIS system. Project Faster was intended to accomplish the following:

- 1. Complete the essential hardware acquisition for JURIS participation by the City of St. Louis Juvenile Court;
- 2. Complete file loading for JURIS; and
- 3. Design and implement the Victim Assistance Module of JURIS.

The hardware procurement anticipated under the grant is complete. All the equipment necessary for the implementation of JURIS has been installed in the Court with the exception of one CRT scheduled for delivery September, 1974, and two modems which have been requested through a bond issue. Eight CRT's and one impact printer are on line. The "Name" file and the "Referral" file have been fully entered since January, 1970 and case histories have been fully entered since January, 1974. With entry of these data, the Referral and Recommendation Module and the "dministrative Control/Statistics Reporting Module has been completed, but the Module has not been tested or debugged. The Court has determined that the Victim Assistance Module. A manual Victim Assistance Program is still in use.

The City Juvenile Court Administration believes it was not adequately represented in the development of many programs in the JURIS system, and as a result, feels the JURIS system as it presently exists does not meet their requirements. Since the City's participation in JURIS was planned there has been a change in the City Juvenile Court Administration. This change occured in January and April, 1972. Although Project Faster was funded to begin in May, 1972, JURIS development began prior to this date. When the new administration evaluated JURIS in 1972 it was determined that JURIS as developed did not meet Court needs. Attempts have been made since that time to make JURIS more useful to the City Court. Presently, however, the JURIS system has been used very little by the City. Court records are being stored in JURIS, but a parallel manual record system is also being maintained. JURIS has also had limited use in the booking office. The Court does not feel that record check information currently available through the JURIS system is complete. Thus the booking office is still required to conduct manual records check on all juveniles even though CRT printouts are available. Finally, the Court administrators are currently examining administrative reports regularly prepared by JURIS to determine their applicability in the City. To date, only one statistical report prepared by JURIS has been used by the City.

The City Court feels that there are five potential applications of JURIS: (1) to conduct record checks (to use JURIS to conduct records checks the Court feels that the complete police and court history must be available in chronological form for each juvenile); (2) to provide administrative and statistical reports; (3) to provide counselor evaluations; (4) to aid in data collection and storage, and (5) to serve as a communications link between other regional Juvenile Justice Agencies.

The City Juvenile Court has not received any of the benefits it anticipated as a result of the implementation of the JURIS system. JURIS does, however, appear to be a viable system, which requires secondary programming and users' input to yield optimum benefits.

#### PROJECT EVALUATION, REPORT PROJECT FASTER S-MP-19-72

Project Faster began operation May 15, 1972; based on a format developed many months before. The project has undergone substantial revision since mid-1972 when a change occurred in the City Juvenile Court Administration. The new Court Administration determined that the Project as developed under the previous Court Administration did not meet the courts' needs. This project involves the development of a computer system for the St. Louis City Juvenile Court. This system will not become operational prior to the termination of the project; consequently, there is a dearth of quantifiable data available for the purposes of evaluation. Therefore, this evaluation addresses project effort issues and includes discussion of:

- 1) project objectives,
- 2) project history,
- 3) effort expended toward meeting the objectives, and
- 4) benefits provided by this project.

#### I. PROJECT OBJECTIVES

Project Faster was implemented to enhance the Juvenile Court's access to information and to provide feedback on previous decisions. Specifically, more information was needed at the time that a decision was made to release or detain an individual since the lack of such information meant that decisions were made on an intuitive basis. Furthermore, more information was required at the adjudicatory phase so that more informed decisions could be made, and finally, a mechanism to assess the efficacy of previous decisions was considered essential to improving the quality of decisions made.

The specific objectives of Project Faster have undergone substantial revisions since the beginning of the project in May, 1972. This discussion is limited to the objectives as they appear in the most recent grant application. The evolution of the current project objectives is discussed in the project history section of this report.

The primary objective of this project was to increase the speed of access to information egarding a juvenile's case and the completeness of that information in order to improve the Court's response to crimes. This objective was to be accomplished by purchasing two Video-Display Cathode Ray Tubes (CRT's) and a hard copy printer for use by the Hearing Officer and the Chief Juvenile Officer in the St. Louis City Juvenile Court facilities. This equipment was to be compatible with JURIS (Juvenile Uniform Referral Information System) computer system. To achieve this objective the grantee planned to purchase equipment, collect data, and develop programs to make the system operational.

A second objective was to develop computerized information on victims and their environment in order to improve both the consistency and reliability of the Court's response. The collection of these data and compilation of the variables available in their most useful form was to be accomplished via a combined effort between "in-house" programming staff, temporarily hired data operators, and systems work and other programming aid via contract.

A third objective was to enter historical data into the Court's computer files. This was to provide complete and accurate information not previously contained in these computer files.

The anticipated benefits specified in the grant application were:

- (1) From the pure speed of processing point-of-view, persons involved in a Court action (juveniles, their families, the victims, witnesses, and Court personnel) will gain a more efficient and acceptable utilization of their time.
- (2) This increased rate of processing will inhibit the "snow balling" <sup>1</sup> effect in workers' caseloads.
- (3) More information will be available so that better and more consistent decisions, as well as feedback on the effect of these decisions, can be made and obtained.

 $<sup>^{</sup>f 1}$  This term is used in the grant application but is never defined.

(4) The improved system will have new capabilities in terms of previously unavailable data and information analysis.

#### II. PROJECT HISTORY

To understand the thrust of Project Faster it is essential to understand the history of the Juvenile Court computer systems in the St. Louis area. Since the early 1970's the St. Louis City and St. Louis County Juvenile Courts have been working in concert to develop a common information system. Because of the mobility of juveniles between the City and the County, the ability of the respective Courts to have access to the records of Juveniles in the other's adjacent jurisdiction was thought essential.

There have been five federal grants, including Project Faster, given to the City and County Juvenile Courts to aid in the development of their information system.

The first grant, Data Retrieval I (V-AC-8A-70), began in September, 1970 and terminated in May, 1972. The objectives of this grant were to install an automated records retrieval system both in the City and the County. This project was based on a 1966 Remington Rand study of both the City and County Juvenile Court's methods of record keeping. The grant did not provide for computer capability but rather developed an automated access to the manual records. The benefits provided by this project included better records, better storage, quicker access, and increased security of both Juvenile Courts' records. In addition, this project provided better communication between the two juvenile jurisdictions, and it also prepared some records from both courts for computerization. A total of \$60,000 in federal funds was provided for this project.

The second grant, Data Retrieval II (V-AC4-71), was by far the most significant grant relating to the Court's computer operations. This project began in August 1972 and terminated in June 1973, at a cost of \$169,300 in federal grant funds. It was under this grant that JURIS was established. Since it is the JURIS system to which all the other grants are applied, a short description of the JURIS system is necessary.

JURIS is an automated information system designed to serve the unique administrative, judicial, and correctional information requirements of the juvenile courts. There are four objectives which JURIS attempts to achieve:<sup>2</sup>

- 1. To collect, store, and present the activity, status, and performance information which will aid court management in its objectives of optimum effectiveness and efficiency;
- 2. To provide files of information which are complete, accurate and readily accessible to those who have a need to know;
- 3. To automate repetitive operations so that the Court can allocate more of its resources to correctional activities and less to paper handling and filing;
- 4. To provide scientific tools to the court to determine correlations between child characteristics, child behavior, and child correction history, thereby assisting it in the selection of correctional programs which have the highest probability of success.

The JURIS system is composed of five different modules or independent parts. This design permits each court to implement only those modules necessary to serve its specific information requirements. In addition, there are eight information files in the system. The structure of the system is set out in Figure II-1. Each module serves a distinctively different function. The following paragraphs describe the function of each of the modules.<sup>3</sup>

The Referral and Recommendation Module constitutes the heart of the JURIS system.

The purpose of this module is to automate the judicial process of the Juvenile Court. A complete record of each juvenile under the jurisdiction of the Court was to be compiled. In addition, the Referral and Recommendation Module contains a case status monitoring capability.

<sup>&</sup>lt;sup>2</sup> Cornelison, Ronald G. - "JURIS: A Juvenile Court Information System" prepared for the National Symposium on Computer Application in the Juvenile Justice System, December 6-8, 1973, Atlanta, Georgia

<sup>3</sup> Ibid

#### FIGURE II - I THE STRUCTURE OF JURIS

#### MODULES

Files	Referral and Recommendation	- Correctional Probability	Counselor Evaluation	Administrative Control and Statistical Reporting	Victim Assistance
Name	x	x	x	x	
Basic Juvenile and		•			
Referral Infromation	X	X	x	x ·	
Case History	. x	x	x	X	
Personal, Economic, Social, and Psycholog Characteristics (PES	ical )	(x) 1			
Behavior Correlation		(x ) 2			
Victim					(x) 1
*1 Foster Care Payroll				(x)1	
Docket Schedule and Work *2				(x) 3	

All Files are on line except

- \* 1 Tape
- \* 2 Disc-not on line

x - Indicates file is operational

- (x) 1 File designed, no data entered
- (x) 2 Being redesigned
- (x) 3 Original design only, no current activity, however, those portions of the Module not requiring these files are operational

The Correctional Probability - Aid Module examines correlations between a juvenile's characteristics and the probability of success of the various treatment alternatives. The primary value of such a module lies in its ability to aid in selecting appropriate actions for rehabilitation. It is also meant to be useful as a tool for evaluating treatment programs.

The Administrative Control Module serves the basic functions of providing mechanized control and calendering capability for Court hearings, financial and control data pertaining to foster care and institutional payments, and statistics based on data from the name, basic juvenile, and referral case history files.

The Counselor Evaluation Module's primary function is to measure the effectiveness of each social worker counselor, and deputy juvenile officer in terms of the size of their case-loads and the degree to which they are able to prevent recidivism among the juveniles under their guidance.

Finally, the Victim Assistance Module is used to collect information needed for victim assistance programs, including data on crimes committed, juvenile offenders, victims, and the environment in which the crimes were committed. The creation of this module was one of the original objectives of the Project Faster. It is discussed in more detail below.

There were three accomplishments under Data Retrieval II. First, documentation and program specifications for JURIS were completed by the Lawrence Leiter Company. Secondly, the Referral and Recommendation Module, the Administrative Control Module, and the Counselor Evaluation Module were substantially completed. The Referral and Recommendation Module became operational in the County during February, 1972, but because of inadequacies in the computer data files, this module was not operational in the City until March, 1974. The Administrative Control Module became operational in the County in December, 1972,

but again computer data limitations prevented implementation of the module in the City until early 974. The programs for the Counselor Evaluation Module have been completed, however,

JURIS has not implemented this module. Work was also begun on the Correctional Probability

Module under Data Retrieval II.

The third accomplishment under Data Retrieval II was the purchase of all the equipment needed for both the County and the City to implement JURIS. Although this equipment was paid largely from federal funds, both the City and County contributed some equipment. Equipment to supplement JURIS, however, has been purchased under subsequent grants. It is difficult to relate a given piece of equipment to its source of funding, but there are now eleven CRT's operational, or on order, in both the City and the County:

Data Retrieval III (V-AC57-72) began September 1, 1972, and terminated August 31, 1973, at a cost of \$55,000 in federal funds. The purpose of this project was to further implem 'the existing system design. This project provided JURIS printouts in the form desired by the Courts, further developed the Correctional Probability Module, provided for the files of both courts to be entered into the system, and finally, provided for the purchase of three video display CRT's.

A fourth grant important in the implementation of JURIS, referred to as JURIS Referral Information Systems (V-AC86-73), was funded for a one-year period beginning April, 1974, at a cost of \$18,529 in federal funds. The Administrative Module is to be further developed under the grant through the implementation of the Foster Care Payroll file. In addition, the Correctional Probability (CPA) Module is scheduled to be completed under this grant. Although programming for the CPA Modulewas completed earlier, the St. Louis County Juvenile Court did not feel the Module adequately met the needs of the Court. A system analyst from REJIS, Gene Shannon, has been employed as a consultant to redesign the system.

Project Faster began in May, 1972, and was completed in June, 1974, at a cost of \$49,920. The pose of Project Faster was the implementation of the Juris system in the City. There were two specific objectives in the original grant application for Project Faster. The first objective was to expedite the handling of Impact offenses by placing four input/output CRT's in the Court's branch offices. This was to be done to save caseworkers' time otherwise spent traveling between the branches and the Court. The grant application stated that these trips were necessary for a case worker to either be assigned a case or to take action necessary to complete a case. The second objective was to develop the Victim Assistance Module of the JURIS system. This module was to provide information to support the Court's Victim Assistance Program (VAP). The VAP was to serve three purposes: (1) It was to work closely with victims to increase the number willing to testify; (2) It was to provide compensation to victims by providing services in conjunction with the juveniles' post-adjudicatory disposition, and, (3) It was to collect information on offenders, victims, and their environment to be used in research about the causes of stranger to stranger and burglary crimes. was anticipated that information supplied by this module would allow for increased consistency and reliability of the Court's response in fulfilling its responsibilities. The system work and programming necessary to make the Victim Module operational was done by the Lawrence Leiter Company, the

Both of these project objectives have been changed substantially. First, instead of placing the four input/output display terminals at the branch offices, only two terminals were ordered-- both to be located in the central Court facilities. The current court administration gave the following reasons for changing this objective: (1) It was thought to be more important to place these terminals at the disposal of Court supervisors rather than those who are being supervised; (2) The case workers located in the branch offices needed to make daily trips to the Court for reasons other than accessing information; (3) As a general rule the caseworker physically removed a file on the Court when working on a case, thus, he already had all the information available on the individual; and, (4) It was thought essential that personnel located within the Court

same company that did similar work under Data Retrieval II.

have the ability to access files that had been removed from the Court by a field worker. The two odisplay CRT's purchased under this grant have been placed in the office of the Assistant Director of Court Services and Chief Juvenile Officer.

The second objective was obviated. Although Lawrence Lieter did develop the Victim Assistance Module, and Claude Pleasant, who was then the programmer for the City Juvenile Court, completed the necessary programming, the Module was never tested and debugged. The reason given by the Court for not using this Module was that it would be useless to spend more money on a system that would never be used. The present Administration claims to have realized the futility of implementing the Victim Assistance Module in mid-summer 1972. The current administration also claims to have communicated this fact to the former Project Director however, they state the Project Director did not apply for a project revision and took it upon himself to continue this project. After the former Project Director left the court in November, 1972, promming continued on this module until the current Project Director took over in May, 1973.

A Victim Assistance Program is now in existence with manual files as its source of information. An investigator is assigned to work on those cases where there is reluctance on the part of a witness to testify. In addition, a program is in effect providing victim compensation through a work program and voluntary restitution by the offender. The Court feels the services provided in this regard by the module would be miniscule since, in almost all cases, the victim wants nothing to do with the offender. It is the opinion of the current Court Administration that the Victim Assistance Module was built without any knowledge of the needs of the Court. The Victim Assistance Module is now in existence but serves no useful purpose. It is available for use by other members of the JURIS system. However, St. Louis County has shown no interest in this module either.

has been unavailable for comment.

<sup>(4)</sup> The grant revision stated that this terminal was to be placed in the office of the Hearing Officer, but that position has since been abolished in the Court.

The former Project Director, Lawrence Boxerman, has accepted a position in Reno, Nevada and

On December 20, 1973, a grant revision was approved which added a new objective to this project. This objective was the entering of historical data to enhance the content of the computerized data file.

The project objectives as they now stand in the grant application were discussed in a previous section of this evaluation. It can be safely said that the major benefit of Project Faster was to provide JURIS with both equipment and data, so that the City will get the most benefit from its use. This will be focus of the benefits section of this report.

#### III. EFFORT EXPENDED TOWARD MEETING THE PROJECT OBJECTIVES

In the most recent Project Faster grant as discussed under Project Objectives, there are three primary objectives. The first objective was to purchase two video display CRT's and an impact printer. This was done. Expenditures or obligations made with federal and local funds, provided the St. Louis City Juvenile Court with a total of eleven video display CRT's, two impact printers, and one thermal printer. Of these eleven CRT's only eight are operational; it is anticipated the other three will be operational shortly, upon receipt of two required modems to be purchased with City funds. Until these modems are purchased, the two CRT's funded under this grant will not be operational.

The second objective was to develop and implement a Victim Assistance Module for JURIS. This module was developed but was never tested and debugged. The Court has decided not to rursue this objective further, even though the grant application has never been changed to reflect this.

The third objective relates specifically to updating the Court's computerized data files. This update was to be accomplished through employment of several data input personnel to enter historical data, and through the rental of an IBM-29 Key Punch Machine. Prior to the entry of the data under Project Faster, skeletal data were available in the "Name File", "Referral File", and the "Case ory File", but all that could be extracted from these files was the name of the juvenile and the

incorrect. Under Project Faster the "Name File" and the "Referral File" were completed with an estimated 99% accuracy for all juveniles referred to the Court since January 1, 1970. In addition the "Case History File" was completed for all juveniles referred to the Court after January 1, 1974 with this same estimated degree of accuracy. The Court has had difficulties in backdating their files. First, when bids were originally requested for the coding and keypunching required, a company employing aliens was the low bidder. Language difficulties resulted in a substantial percentage of the data being coded incorrectly. As a result, time was required to correct these errors. In addition, all data input ceased for a four to five month time period from August, 1973, until November, 1973, when the project lacked a director. Much of the effort under Project Faster was to code and enter the name and base referral data for this time period.

Project Faster met with substantial delays in achieving its objectives. The project was given until mid June, 1974, for completion. There are several obvious reasons for the delays. First, the inexperienced coders slowed the data collection part of the project. Secondly, the project was without a director for four to five months during which time the project was stagnant. Third, other delays resulted from the lay off of a programmer for the Court as a result of a budget cut and changes in the project objectives.

Finally, project delays were caused by a lack of communication between the current Court

Administrators and the former Project Director. Current Court personnel feel that the previous

Director was both out of touch with the needs of the Court and that he lacked the background necessary

to manage the development of the computer system. The previous Court management does not appear

to have taken an active role in the planning and development of the computer system, but rather

This percentage is an estimate by the current project director

gated this responsibilities to the former Project Director. The present Court Administrators do not feel the system as designed meets the needs of the Court as they interpret them. The present Court Administrators have attempted to modify the system so it will be more useful to the Court. To date, however, there has been no concerted effort between City and County Juvenile Court Administrators to improve JURIS and the efforts in the City have met with only very limited success.

#### IV. BENEFITS

As discussed in previous sections, JURIS was developed to provide benefits to the St. Louis City and County Juvenile Courts. Aside from providing communication between the juvenile jurisdictions, JURIS was developed to:

- (1) Facilitate an efficient means of collecting and storing information;
- (2) Provide complete, accurate, and readily accessible data files;
- (3) Automate repetitive operations so as to free clerical manhours;
- (4) Provide statistical reports as needed, and,
- (5) Develop correctional probability information.

Although the County has implemented or plans to implement most of the uses of JURIS, the City has derived very little benefit from the JURIS system. This section will explore the implementation of JURIS in the City, try to explain why the benefits of JURIS have not been realized, present methods of overcoming problems that have plagued the system, and finally discuss the collection and verification of the data.

#### A. IMPLEMENTATION OF JURIS IN THE CITY

Although the City and County Court plan to use JURIS for the same purposes, there are ifferences between the implementation of the two systems.

One difference between the City and County is the classification given to data entered into JURIS. The County enters all referrals into the JURIS system regardless of whether legal action

to take legal action as referrals. All other contacts with the Court are entered by the City into JURIS as incidental records. Another difference between the City and the County is that the County enteres all traffic violations into JURIS, but the City enters only those resulting in the juvenile being charged with a felony.

The number of referrals entered into JURIS in 1973, for the Courts is presented in Table 1. Examining Table 1, it is apparent that the City processes a higher number of incidents through JURIS, despite the fact that it does not enter traffic cases.

TABLE 1								
Incidents Entered into JURIS in 1973								
City		County						
Delinquent Referrals	3017	Delinquent Referrals	8,786					
Incidental Records	14,000	Traffic Referrals	3,731					
		Neglect	824					
TOTAL	17,017	Others TOTAL	1,000					

Terminal Usage for the City and County are compared in Table 2 below.

TABLE 2			
IINAL TRANSACTIO	ONS AND UPDATE	S	
City		County	
Transactions	Updates	Transactions	Updates
21,292	8,148	30,762	22,266
83,478	29,736	239,409	96,670
63,730	20,650	95,123	38,752
	IINAL TRANSACTIO City Transactions 21,292 83,478	IINAL TRANSACTIONS AND UPDATE  City Transactions Updates 21,292 8,148 83,478 29,736	City   County

The higher terminal usage in the County is due to five factors. First, since mid 1973 the County Court has had two more terminals operational than the City. Second, as shown in Table 3, the County data processing staff outnumbers the City by a factor of three to one.

•	TABLE 3	
DATA	PROCESSING PER	SONNEL
IN THE CITY	AND COUNTY JUY	VENILE COURT
Personnel	Number o	f people employed
	City	County
Systems Analyst	0	. 2
Research Analyst	1	0
Programmer	0	2
Statistician	0	Ĺ
Terminal Operator	2	4
-	3	9

Third, the County performs a computer update every time a record is transferred within the Court; the City does not. The City feels it does not need to process all such transactions and justifies this as an economizing measure. Four, as will be explained later, the City has found very limited uses for JURIS at the present time, and finally, there is a difference in distribution of the CRT's. It should be pointed out that most of the 58,532 updates entered by the City from October, 1972 until April, 1974 were funded by Project Faster.

There are also City-County differences in the distribution of terminals. Figures IV-1 and IV - 2 illustrate to whom in the organization terminals have been assigned.

In the County, six terminals have been installed in the Clerical and Data Processing

Departments. These terminals are to be used to enter data, assist the programmers to print

statistical and administrative reports, and to print counselor evaluations. The delinquency

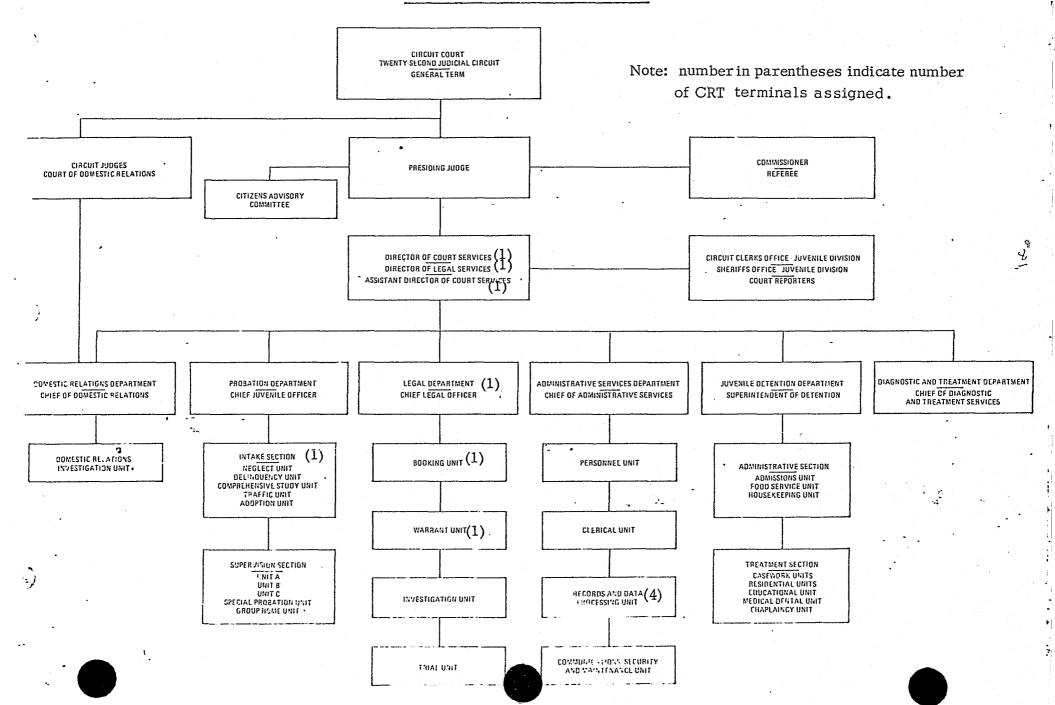
# Administrative Structure

CIRCUIT COURT JUDGES - 21st JUDICIAL CIRCUIT ST. LOUIS COUNTY, MISSOURI - JANUARY, 1974

		ST. LO	UIS COUNTY, MI	SSOURI – JANU	IARY, 1974		
Hon. H Hon. D Hon. F Hon. W Hon. R	eorge E. Schaa arry J. Stussie oah Weinstein ouglas L. C. Jo ranklin Ferriss illiam M. Corriç obert G. J. Hoe eorge W. Cloyd	Divis Dívis nes Divis Divis gan Divis ster Divis	sion No.1 sion No.2 sion No.3 sion No.5 sion No.6 sion No.7 sion No.8	Hon. Pa Hon. Ni Hon. Jo Hon. Ja Hon. Ro	aul E. Corning, nian M. Edward hn R. Rickhoff mes Ruddy .	ls Divisio Divisio Divisio bell Divisio	n No.11 n No.12 n No.13 n No.14 n No.15
			'Hon, Herbert Division No	• •	Commission	HEARING OFFICERS	Clerk &
			Director of Court Services			•	Renorter
	Director · of Operations		•		<b>i</b> ndi (	bers in parenth cate number of ( inals assigned.	eses CRT
· · · · · · · · · · · · · · · · · · ·			Director of		Direc	tor of Director of	Supt.
Accounting Data Process	sing(1)		Special Services		ł	ical Community ces & Services	1
Statistics Printing & Statistics Clerical (5) Secretarial Maintenance Security	1 1		Group Homes Spec. Projects Volunteers	Legal Dept.			
			G.E.D.  Voc. Rehab.  College/Jobs				
(1) Delinquency Intake	Neglect	(1) North County Delinquency	(1) South County Detinquency	(1) Supervision	(1) Supervision	Intensive Treatment	Deter, ion

# JUVENILE DIVISION — CIRCUIT COURT TWENTY-SECOND JUDICIAL CIRCUIT OF THE STATE OF MISSOURI

#### ORGANIZATIONAL CHART



Make, the branch offices, and the supervision unit all use or plan to use the CRT's for record checks and for correctional probability information.

The City has a quite different allocation of CRT's. The Director of Court Services, the Director of Legal Services, and the Chief Legal Officer each have a CRT in their respective offices. These three Court officials have sole authority to release Court information concerning juveniles to outside agencies or individuals. The CRT's are thus used as a means of accessing information about particular juveniles in response to such inquiries. Often, these Court officials request the Assistant Director of Court Services to obtain information concerning a juvenile about whom an inquiry has been made. For this reason, the Assistant Director is also assigned a CRT.

There are four CRT's in the City Juvenile Court assigned to the Records and Data Processing artment to be used to enter data, and produce administrative and statistical reports. The booking unit and intake section each have a CRT to conduct a records check on a juvenile's file.

The warrant office also has a CRT for the purpose of records checks.

In addition to employing the CRT terminals differently, the two Courts differ considerably with respect to the use of the printouts available through the terminals. Appendix 2 includes a list of JURIS reports available in both the City and the County; listed also are the frequency of preparation and the module from which the report originates.

Although these reports are available for the use by the City, to date the City Court has found only limited uses of these reports. The case file maintenance report is the only report currently used on a regular basis. Other reports have been produced to provide statistical data for unrelated court studies. The administrators of the Court are currently examining the available intouts to ascertain whether any report can be used by the Court.

The City has concluded that the forms available to conduct records checks via CRT's are not of use in the City. When a record check is done currently, a complete referral history of a juvenile appears on the CRT. This information appears in a skeletal format, giving the date of each referral, the type of each referral, and each disposition in coded form. This referral list includes no information relative to action taken or other vital case handling information. The Referral Processing History (Figure IV-3) can then be produced on the CRT for any of the listed referrals.

The City Juvenile Court objects to the fact that to obtain a complete record check a separate form must be printed for each referral. The Court claims it it not unusual to have a juvenile who has more than eight referrals, and that in years past there have been juveniles processed through the Court with as many as 66 referrals. Thus, since eight multiple referrals are some-encountered the Court Administration claims doing a thorough records check would be a time consuming process, and would be as difficult as a complete manual review of the juvenile file.

The Court also feels the format of Referral Processing History is difficult to use. First, the report does not set forth a chronology of the juvenile's relation with the Court. To ascertain this information, one must search through each referral. Second, the referral status of the juvenile is printed in a seven digit code, one digit for the status of the case, three digits for the disposition of the case, and three digits for the treatment ordered. This code, the Court feels, is difficult to understand and may be subject to wrong interpretation by the user of this form.

For these reasons, the Court has proposed a chronological Police and Court history (Figure IV-4) to replace the current records check form. This chronological history lists all contacts the juvenile has had with the Court in the order in which they have occurred. The

+ REFERRAL

PROCESSING .

**JURIS** 

Case No. RECORDS AND REFERRAL ACTION Screening Officer - Last Name -First Name Writ Caplas Issued? □ Yes □ No ☐ W/Petition ☐ Informal Adj. ☐ Traffic ☐ Transfer ☐ W/O Petition ☐ Court Hearing ☐ Dismiss DJO No. Date Assigned Warning Letter Traffic Letter Rec. Disp. Code Petition Date Citier Position Med. Exam. Date Psy. Eval. Date ☐ Yes ☐ No Γth. Min. Pol. ☐ Informal Code Date Set Time Set ☐ Yes ☐ No ☐ Yes ☐ No Disp. Ord. Code Disp. Date

JUVENILE COURT OF ST. LOUIS

Juvenile's Name-Last

PENCIL-IN Corrections as Needed

# · JUVENILE CHAISION - CHACUIT COURT TWENTY- SECOND JUDICIAL CHACUIT OF MISSOURI

	 :	WEIN	'- SECCND :	Jüülülal	L GINCE	111 OF 6.	11220611		•	•		
Juvenilia No.	Juvenile's N	(t) () AST	First		T. Hier	710		DJ			W/61 1	
M12345601	JOHNS	ron	JONAT Address-Inc		J	AMES	· · · · · · · · · · · · · · · · · · ·	13 .	Area C	Code-Ith	V/V	Jani, Ca,
HOME	· ·		6009 J	UNIPE	ER DR	ST	Louis	3	314	3552	211	0123
	01 No.—Name 	•					tion Cd. an		mo	Hace at a	iteli)	
1231:56   Ver	r.? Place of E	irth		ight jw		Hair Hair	H WORK	Scar Loc.	lattoo	12	P	116
01-15-57 Y			Status S. 5	-1.0 1	155 .	BRN	BRN	FHD	MST		~~~	
1JOHNS		JONES		ATE .	Differen	Youn Ci	4. JOI	NA	•	loce	upation	
JACORS		RACHEL	IA	accss-11					•		TEXT	ILE
JOHNSTON	* ** * ***	ARTHUR	1	21B ]			ST LOU	JIS .			EDUC	ATION
DATE T	IME RE		ÇHRONO	LOGIO	CAL F	POLIC	E AND	COUR	T HIST	PORY		
06/12/74 08	330A 03		ETRO PI	DIS'	T 04	COM		· NO:	18040	06		c
06/12/74 01	.15P O	INVESTIGATE LEGAL OFFI PETITION OF CAUSE NUMBER	OR . ICER . FILED .	BR. DE	OUNT ASSII	CHI L JENCY		ENT		•		•
06/13/74		ASSIGNED 1	OČO OI	- C.	COX							
06/13/74 0	900A 0	RELEASED T	ro Parei	iT/GU	AIDI	AN	••		* .			
06/13/74 0	315P O	2 06/13/74 SERVICED A				O COR	ζ			•		
06/14/74		TRANSFERE	ED TO D	JO -	J.,	ROUE	RTS		• •		•	
06/15/74	0	ATTORNEY ACCAUSE NUMBER HEARING SE	BER	. •••	08	6044	TYPE	PLEA	DING: COMUS			
06/20/74	0	1 DISPOSITION OFFICIAL								SUPE	RVIS	ION
06/26/74 0	9304 0	3 06/25/74		CCW RESI	GU GU ST A	NI RREST	2	0.10				· .
		SOURCE: :1 DETAINED	EIRO PD	n2.T.	07 0	OMP TW	THT N	o: T8	OOOT	•		
06/26/74 1	100A C	3 WARRANT I INVESTIGA LEGAL OFF	TOR ICTK	-	ELOU BRAS	NT SIL	SUFFI		ਮੋ <b>ਂ ਦ</b> • ਜੁਣ	am ar	יוןי ניוןי	

of codes in the chronological history has been kept to a minimum.

The Court Administration states that it was promised a complete chronological Police and Court history prior to its entry into JURIS, by the Lawrence Leiter Company. Technical problems have since been discovered which make it highly unlikely that this information will be available from the CRT's. REJIS personnel are currently trying to develop a software change to accomodate this information on the CRT's. In all probability, however, this information can not be accessed unless the Court obtains a remo 'e job entry terminal. Until the Court obtains the chronological Court History, it claims its use of JURIS for record checks will be minimal, preliminary and of nominal utility.

#### B. BENEFITS OF JURIS IN THE ST. LOUIS CITY JUVENILE COURT

#### 1. Present Uses

The City has had limited use of the JURIS system other than for the collection and storage of data. Under Project Faster, information was entered into the "Case History" File from January 1, 1974. Entry of current data into these files has been continued on an ongoing basis. A parallel manual records system, however, is still operational and being constantly updated. Thus, rather than saving time, JURIS has proved to be merely a duplication record keeping procedure.

JURIS is also being used by the booking unit at the Court to obtain case histories on juveniles via video display CRT's. Although it was anticipated that the booking unit would be the primary beneficiary of readily accessible data files, JURIS is used infrequently by this unit. The booking officers are under instructions to include copies of the manual files in all records to be sent to the warrant officer; thus, inclusion of a CRT printout would be superfluous. The reason the manual files are used (as opposed to the CRT printouts) is the Court's concern that the

The Court has also used JURIS to provide statistical reports. There has, however, only been one statistical report printed for the City Juvenile Court to date.

It is safe to conclude that the City Juvenile Court has not yet realized many of the benefits it anticipated from the implementation of the JURIS system.

#### 2. Anticipated Uses of JURIS by the Juvenile Court

The City Court Administration now forsees three basic uses of the JURIS system. First and foremost, it is expected to be used for records' checks. The main benefit would be speedier access to Court records, and the main beneficiaries would be the booking officers. Currently, to conduct a records' check a booking officer must phone the record room to search out a particular juvenile's record, wait to have it displayed on a video screen, and then wait again for a duplicate hardcopy to be sent to the booking office. When the record room is open (Monday u Friday from eight in the morning until midnight), a CRT inquiry could save between five and ten minutes per case, compared with the present method of records checks. On weekends and in the early morning hours when the record room is closed, the booking officer must personally go to the record room to seek out the records. The time savings in such cases would be between ten and twenty minutes per case.

On the average between nine and eleven children are processed through the booking office between eight in the morning and midnight. Between midnight and eight a.m. there are usually no more than three juveniles brought to the booking office. Thus, between ten and twnety hours could be saved in a normal week if the CRT inquiry could replace the manual record check. The CRT could also be used to check if a juvenile has a record in the County. At present, this must be done by phone.

The Court also sees potential benefits for counselor evaluation reports. A manual counselor evaluation system has recently been developed by the Court administration. The Court thus feels no sense of urgency to implement a Counselor Evaluation System based on a JURIS Program.

Thirdly, the Court hoped to be able to use JURIS to generate administrative and statistical reports. At present only one such report has been prepared for the City.

There is no desire to implement either the Victim Assistance Module or the Correctional Probability Module, even though the Victim Assistance Module was developed under Project Faster.

## C. ALTERNATIVES TO INCREASING THE USEFULNESS OF JURIS TO THE CITY JUVENILE COURT

There are three alternatives for making JURIS more useful to the City Juvenile Court. These ernatives are not necessarily mutually exclusive.

The first alternative is for the City Court to use the JURIS system as it now exists, notwithstanding the fact that the current Court Administration feels it does not satisfy the court's information needs. It would seem logical, that, if the County is using the system extensively, and is operating under the same laws as the City, that the City should be able to put JURIS to many of the same uses. This is evidently not the case due to widely varying philosophies as to how juvenile courts should be operated. The present City Juvenile Court Administration, is, in fact, firmly convinced that the JURIS application used by the County is of minimal value for the City.

A second alternative is for the City to employ a programmer to modify the printouts to a format useful to the City. There are several problems with this alternative. First, to obtain the complete chronological police and court history, which the City Court says it needs, will quire a substantial change in the software. The display CRT's and the impact printers are not

capable of providing such a chronology. In fact, it is very likely that the only way to access this information is by use of a remote job entry terminal which the Court does not have. REJIS is currently trying to solve this problem. A second problem is that the City Court does not have a programmer to make the necessary program revisions. (The County, in contrast, has three programmers.) In addition, there are several problems in hiring a programmer for the City. First, there have been budget cuts in the City during the past year in which a programmer was laid off and, thus, a new source of funding must be found. Secondly, JURIS is written in a machine language called "Faster". This language uses less computer time per program but is not a widely known language. There are very few people in the St. Louis area who know "Faster" and thus a programmer will be difficult to find. Thirdly, since the City does not have a remote entry terminal, all program runs must be run at REJIS, which requires additional -hours for traveling between REJIS and the Court in the development of any program. A final problem is that the City and the County may end up working in parallel, that is, both having their own distinct set of programs. This negates many of the benefits of a common computer system. One positive feature of JURIS is that the computer files as presently structured allow the City and the County to extract all the data necessary for programs presently envisioned.

A third alternative is to form a user committee composed of both management and technical experts from the City and the County Juvenile Courts. The purpose of such a committee would be to modify existing programs so that the needs of the City and County will both be served. There is little doubt that in the development of JURIS the County had more input than the City. It is important that the City supply its input to JURIS before the system develops any further.

It is likely that any solution to this problem will be a result of a combination of these rnatives. It is hoped that the City will find at least a few of the existing JURIS programs of value.

It is also likely that much of the JURIS programming will not be readily adaptable for joint usage. It seems important, however, that a user committee be established so that whenever possible, programs can be written to provide maximum benefits to both Courts. For instance, the chronological police and court history being developed for the City may require some program modification to be useful in the County. It would be the function of the user committee to try to develop a format useful to both courts before modifications are made.

#### D. COLLECTION AND VERIFICATION OF THE DATA

One of the major benefits of JURIS is the accurate storage of data. It is important that an ongoing data entry system be developed. One reason for much of the delay under Project Faster was the termination of all data entry for a four month period after the original project director, Lawrence Boxerman, left the Court. Provisions must be made for such eventualities in the future.

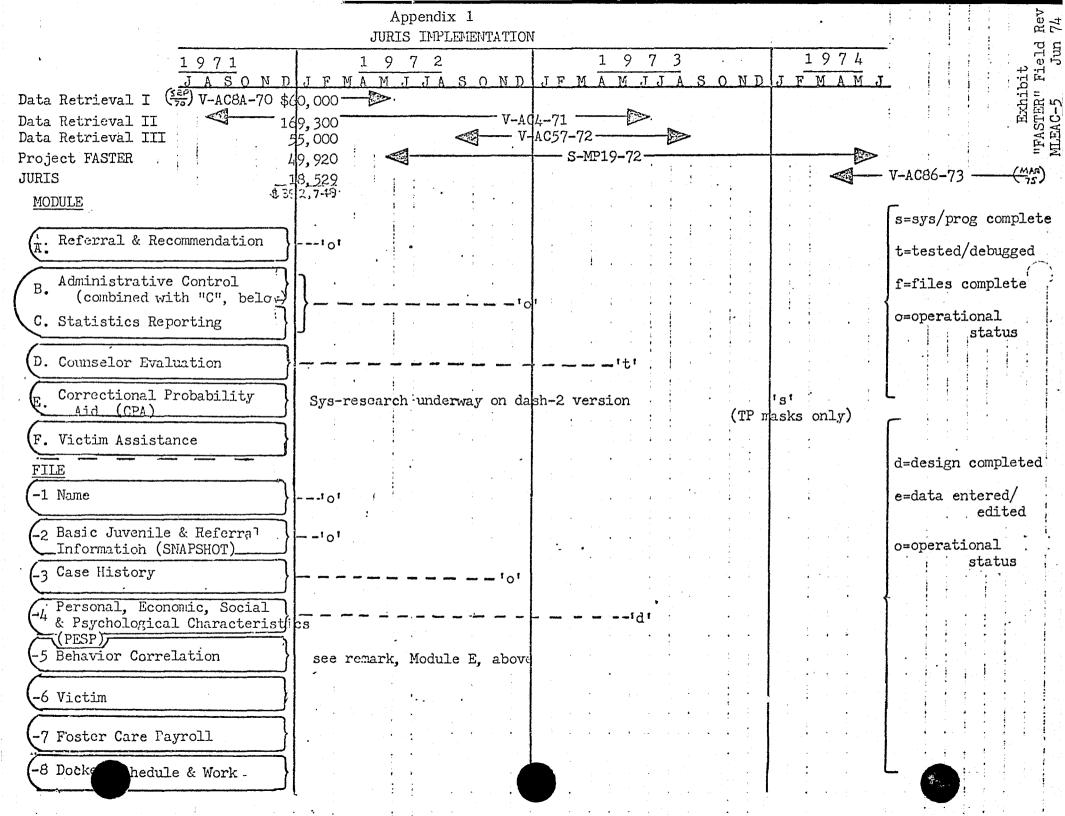
Currently there are two persons entering data at the City Court. Both are working overtime on a regular basis to keep the data file current. There is clearly a need for additional keypunchers to keep the records up to date. At the present time, if either the keypuncher were to become ill, the Court would fall behind in its data entry requirements.

One method of freeing funds for additional help in the data processing department is to eliminate the manual record keeping system. Currently records are kept manually and in the computer. If the computer data file could replace the manual file, four positions could be eliminated in the record room. These could be converted to perhaps two keypunchers and a programmer. The problem in making such conversion at the present time, is that the City is

still relying on the manual system. Obviously the City must switch its reliance from manual records to JURIS before it can abandon its manual record system.

If the Court is going to switch to a computerized system, the data must be highly reliable. Currently the data is being edited and it is the responsibility of the user of the printouts to report any errors in the records. This system may allow many errors to be made and then go undetected or unreported. Validating by entereing sample data on two different occasions by two different operators could provide an index of reliability.

Since the records in JURIS can have a devastating effect on a child's life, anything less than highly reliable data would not be adequate. It is thus suggested that this or some other data reliability measure be implemented immediately and reported regularly to both the Judge, the Court Administrators, and the Director of data processing.



#### APPENDIX 2

#### JURIS PRODUCTION REPORTS

#### I. DAILY

- CASE FILE MAINTENANCE: This report provides a means for verifying and auditing all case records entered through the CRT for the previous days transactions. Referral and Recommendation Module (R and R).
- DAILY DETENTION STATUS REPORT: Reflects the current population of juveniles being held in the Juvenile Court's detention facility. (R and R).
- REFERRAL PROCESSING FORM: This is an on line report that is printed by the CRT operator for every juvenile referred to the Court. It provides information on the juvenile's personal characteristics, parents, and offenses, as well ad others involved in the offense, previous offense history, and related siblings known to the Court. (R and R).

#### II. WEEKLY

\* WEEKLY CASE/REFERRAL LOCATION. REPORTED: This report is used to follow and locate juvenile files as they are processed through the different units within the Court. It also enables Court management to detect and correct any bottlenecks that may develop within the juvenile process. Administrative Control and Statistical Reporting Module. (AC and SR).

#### III. MONTHLY (DETENTION)

- REASON FOR DETENTION: Gives a comparison of this and last year's reason for detention. (AC and SR).
- RELEASE FROM DETENTION: Gives a comparison of this and last year's release to custody after detention. (AC and SR).
- MONTHLY DETENTION SUMMARY: Reflects all juveniles that were in detention for the previous month. (AC and SR).
- PLACEMENT AND DAY IN DETENTION: This report gives comparisons of detention populations for the previous and current year. (AC and SR).

#### IV. MONTHLY (REFERRALS)

- REFERRALS BY REASON FOR REFERRAL: Totals all the offenses committed by juveniles for the current year by race and sex. (AC and SR).
- SCHOOLS BY REFERRAL CATEGORY: This report totals offenses by their major categories for schools and school districts. (AC and SR).
- REFERRALS BY SCHOOL DISTRICTS: Lists total types of offenses committed within school districts. (AC and SR).
- REFERRALS BY DISTRICT AND SCHOOL: Lists total types of offenses committed within school districts by race and sex. (AC and SR).
- REFERRALS BY SOURCE: This report lists for every reporting agency offenses by race, sex, and age. (AC and SR).

Available only in the County

#### V. MONTHLY (DISPOSITIONS)

\* UNDISPOSED AND MONTHLY DISPOSITIONS: This report lists those cases that are undisposed within the Court and all cases disposed of for the year by month. (AC and SR).

MANNER OF DISPOSITION BY CATEGORY AND MONTH: Total dispositions for this and last year by type of disposition and type of offenses. (AC and SR).

DISPOSITIONS WITH REFERRAL REASON BY HEARING: Lists, by hearing type dispositions handed down for the Current year and offenses by sex. (AC and SR).

DISPOSITIONS BY TYPE OF HEARINGS: Totals all hearing types for the year by month. (AC and SR).

DISPOSITION AGENCY REPORT: This is a report that is sent to every referring agency showing juveniles sent to the Court for the Previous month and their final dispositions. (AC and SR).

#### VI. MONTHLY (SUPERVISION)

DJO TIME REPORT: This is a time report for all the Court workers showing what they did and how much time they spent in doing it. Counselor Evaluation. (C.E.).

SUPERVISION WORKLOAD STATISTICS: This report informs all the supervisors of their workers, cases, caseloads, as well as newly assigned and terminated cases. (C.E.).

MANAGEMENT SUPERVISION REPORT: Totals cases for last and this year by unit and worker. (C.E.).

#### I. MONTHLY (RECIDIVISM)

Y-T-D NUMBER OF TIMES CHILD REFERRED BY REFERRAL CATEGORY: Gives a running total of all recidivistic referrals by offense category. (AC and SR).

RECIDIVISM ACTIVITY REPORT: Lists all juveniles that have ever been recidivistic to the Court. (AC and SR).

HISTORY RECORD JUVENILE TREATMENT: Totals recidivism for the past four years by treatment types. (AC and SR).

#### VIII. MONTHLY (CHILD PLACEMENT)

\*CHILD PLACEMENT: Lists each home, the juveniles placed in them, and total days of stay. (AC and SR).

#### IX. MONTHLY (BACKUP)

MASTER LIST: Every child that has ever been known to the Court. This report is used extensively when the CRT's are not operational. (AC and SR). REFERRAL MASTER LIST: List all known offenses committed during the last three years. (AC and SR).

# 

7 des times