

First Year Evaluation of the
Milwaukee Outreach Home Detention Project
WCCJ Grant # 74-05-03-05

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We would also like to thank our harried typist, Krista Gronert, whose patience and skill transformed illegible scrawls into something more than scrutable.

PREFACE

Data processing, analysis, and writing for this report were completed in early May 1976. A preliminary "Summary of Findings" was presented to members of the Executive Committee in May, and the project was approved for refunding at that time.

In June nine draft copies of the report were distributed on a select basis for comment and critique. Reviews of the report were subsequently received from other members of the Program Evaluation Section; Mike Becker, Chief of the Juvenile Justice Section; Richard Kiley, Juvenile Justice Planning Analyst; Richard Grinnell of the University of Texas; and OHDP project staff.

These reviews have been extremely informative, and the time and effort expended in their preparation is well appreciated by the authors. While it was not possible to incorporate all suggestions for improvement into this final report due to time limitations, those suggestions promise to be of great utility for future reports.

Finally, we have discussed the report with OHDP staff, and continue to be impressed by their cooperation and receptivity. Subsequent discussion and correspondence received by the Program Evaluation Section indicate that recommendations #1, #2, #8, and #10 have been accomplished; recommendations #3, #4, #5, #6, #7, and #9 are currently being implemented; and recommendations #11, #12, and #13 are under review.

July 29, 1976

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SECTION ONE

INTRODUCTION

SECTION ONE: INTRODUCTION

A. Purpose of Report

This report addresses four main purposes:

1. To document program progress in meeting stated goals and objectives;
2. To identify and document significant problems in program operation and provide the basis for useful program recommendations;
3. To make recommendations designed to assist the subgrantee in taking actions which might remedy or mitigate identified program difficulties; and
4. To provide relevant decision-making bodies with information necessary to render informed judgements with regard to funding.

B. Evaluative Research Efforts and Methodology

1. Scope of Research Efforts

Evaluation of the Milwaukee Outreach Home Detention Project (OHDP) began in December of 1975 and continued to May of 1976. This report covers the eight-month operating period from July 8, 1975 to March 1, 1976. Most data collection ended March 1, 1976 due to staff turnover in the OHDP and limited time available for additional research on the part of evaluators.

Between December of 1975 and May of 1976 a total of ten site visits were conducted as part of the research effort. These visits are detailed in Chart A on the following page. Such visits were supplemented by numerous phone calls and countless hours of planning, research, and analysis. In addition, a limited number of Probation Officers were interviewed at the Milwaukee Children's Court Center.

Chart A: Site Visits

			<u>Time</u>	<u># Staff</u>
1.	Dec. 12, 1975	OHDP	4 hours	3
2.	Jan. 20, 1976	OHDP	5 hours	2
3.	Jan. 30, 1976	OHDP	2 hours	1
4.	Feb. 20, 1976	OHDP	2 hours	2
5.	Feb. 23, 1976	OHDP	5 hours	4
6.	Feb. 24, 1976	OHDP	5 hours	4
7.	March 1, 1976	OHDP	8 hours	5
8.	March 2, 1976	OHDP	3 hours	1
9.	April 8, 1976	Mil. Children's Court Center	6 hours	2
10.	April 13, 1976	Mil. Children's Court Center OHDP	8 hours	1

2. Data Collection

The primary research instrument was a Client Data Form developed through consultation with project staff. This form has been included in this report as Appendix A. A secondary research instrument was developed to solicit the reactions of Probation Officers to the OHDP. The Probation Officer Questionnaire is attached to this report as Appendix B.

Between February 23 and March 2, 1976 evaluation staff spent approximately 84 person-hours in collecting the data required by the Client Data Forms from project records. At that time 105 clients had been accepted into the Outreach Home Detention Program, and 69 of those clients had been terminated.

There was considerable variation in the amount of information available for each client. As a general rule, however, relatively complete information was available for the 69 cases which had been terminated as of March 1, 1976. For 32 out of the 36 cases active at that time, information was available with respect to demography and current legal status. For the remaining 4 active cases, the only information we have obtained are their dates of entry.

In the discussion and analysis which follow, there is some variation in the number of client cases to which reference is made in support of research observations. Such variations generally follow the limitations outlined above, i.e.:

- (a) For demographic variables, data on 101 client cases were available for analysis;
- (b) For court disposition, program supervision and service delivery, and client performance variables, data on 69 client cases were available for analysis. These 69 cases represent all clients who had completed the OHDP and had been terminated, as of March 1, 1976. Such data comprise the basis for most of the analysis in this report.
- (c) Only for observations regarding project caseload and length of client participation in the OHDP were data available on all 105 clients.

Even for those 69 terminated clients for which relatively complete information was available, there are some noticeable gaps. Greatest among such gaps is the lack of information on clients' prior legal history.

Despite the above limitations, the range of information collected was extensive and data are of sufficient quality to allow for a relatively large number of valid observations regarding program operation.

In addition to collecting data on individual client participation, evaluation staff interviewed a total of eight probation officers to solicit information and reactions to the OHDP. Interviews were conducted in a face-to-face format, and officers were selected on the basis of stratified random sampling. There were two main steps in that selection process, as follows:

- (a) First, probation officers at the Milwaukee Children's Court Center were divided into four main groups according to the number of clients they had referred to the OHDP:
 - 1. No referrals
 - 2. One - three referrals
 - 3. Four - ten referrals
 - 4. Eleven or more referrals
- (b) Second, four probation officers were selected randomly from each of the four groups, for a total of sixteen officers.

The purpose of using the above selection process was to obtain a comprehensive and representative sampling so that valid generalizations could be made about the reactions of probation officers to the OHDP. Due to limitations of time, only two instead of four officers from each group were interviewed. Because of this limitation,

caution should be exercised in drawing generalizations from the results obtained, but some valid generalizations are still possible.¹

In Appendix C answers to some of the more important questions asked are detailed for six of the eight probation officers. These questions were irrelevant for those two officers who did not use the Home Detention Program and they have been excluded from Appendix C, but their reasons for not using the program are described in the text of this report. The full questionnaire is attached as Appendix B.

C. Uses of This Report

According to the criteria established by the Program Evaluation Section of the WCCJ, this report is a partial rather than a full evaluation. The differences between the two types of evaluative research have implications for the uses to which this report may be put, and for the validity of different types of inferences which may be drawn from the data reported here. Two main limitations which prevent this report from being a full evaluation merit discussion and are described below.

First, two important information sources have not been consulted: no interviews were conducted with either clients or their parents. In addition to the loss of potentially new information represented by such an omission, this means that the validity of certain information obtained through Client Data Forms could not be checked. The most important such item of information is the number of staff contacts made with each client. In the discussion of staff contacts per client presented in Section Six, we have therefore sought to use only those statistical techniques which would remain relatively unaffected by moderate errors in the actual figures and to make only those inferences which have relatively strong support.

Second, only tentative inferences regarding causality may be made on the basis of the research presented here. In most social science research, valid interpretations which suggest that "A caused B" cannot be made without the generation of control groups which can be used for comparison purposes.

¹Response variance between the four categories is low except for those variables anticipated by the stratification (e.g. # clients referred), and response variance within each of the four categories is minimal. This suggests that the validity of the sample for making generalizations has not been seriously impaired by the failure to obtain the anticipated sample size.

It was not possible to develop a mechanism for the selection of such control groups for this report.

While it is possible to make some statements about causality based upon the independent data collection reported here, these interpretations should not be carried too far. For example, from Probation Officer interviews we know that OHDP staff testimony in court has had an impact on some court dispositions. In short, "A did cause B." But we do not know the precise magnitude of such an impact. Nor do we know even the aggregate direction of the impact, negative or positive, since we do know that some impact occurred in both directions.

* * *

All of the above is intended to impress the need for caution upon those who would extend their interpretations from the data beyond those reported here. This progress reported is intended, and is fully adequate, to answer those purposes detailed on page one. It may be used to go somewhat beyond those purposes; but not very far.





SECTION TWO

PROJECT ADMINISTRATION

SECTION TWO: PROJECT ADMINISTRATION

A. WCCJ Program Area Description

The Milwaukee Outreach Home Detention Project (OHDP) was funded under the aegis of Program 40 (Detention Services) of the 1975 WCCJ Criminal Justice Improvement Plan. The basic intent of this program was to reduce the number of juveniles detained in secure facilities while awaiting court action. While primary WCCJ emphasis was on reducing secure detentions of status offenders, the program objectives were broadly defined to apply across the full range of legal classifications as outlined in the excerpt below:

Program Objective #3: "The project should decrease the status offender's stay in secure detention by 60%, the misdemeanor's stay in secure detention by 10%, and the felon's stay in secure detention by 4%."²

Such flexibility in the selection of specific target populations was intended to allow individual projects to address the particular needs and practices of their local judicial systems. However, the ultimate objective in every case was to remain the same: to demonstrate a net reduction in the secure detention of whatever target population was selected, and not to have the home detention programs populated by juveniles who would otherwise have been released to parents or guardians. The development of appropriate intake criteria, and the OHDP's adherence to those criteria, is the first major issue considered in section three of this report.

²Wisconsin Council on Criminal Justice, 1975 Criminal Justice Improvement Plan, Vol. 2, page 282. The terms "misdemeanant" and "felon" were evidently used as a matter of convenience in expressing the intent of the program. As a matter of strict legal propriety, these terms should be interpreted as reading: "those juveniles alleged to have committed offenses which would be misdemeanors (or felonies) if committed by an adult..."

B. Project Description

1. Funding and Sponsorship

In March of 1975 the Executive Committee of the Wisconsin Council on Criminal Justice approved funding of the Milwaukee Outreach Home Detention Project (OHDP) under the joint sponsorship of the Wisconsin Correctional Service and the Junior League of Milwaukee. The project was funded subject to the administrative guidelines of the WCCJ program area described above.

The OHDP proposal sought to provide an alternative to secure detention "through the assignment of [alleged] delinquents to their own homes or surrogate homes under the supervision of an outreach worker..."³ Client participation in the program was limited to the time period between initial police contact and formal court disposition. Aside from this stipulation, no restrictions were placed on the maximum amount of time clients could remain in the program.

2. Goals and Methodology

The project was funded with a total operating budget of \$49,530 and was scheduled to operate from May 1, 1975 through April 30, 1976. Because the project did not expend funds as quickly as was anticipated, an extension of the first year operating period through June 30, 1976 was subsequently approved.

The OHDP proposal also included a number of specific goals and objectives which were supported by a logical methodology designed to ensure their achievement. In most respects, the program was modeled after the much-heralded St. Louis Home Detention Program. On the following page we have outlined the goals and objectives of the program, as well as some of the more important methodological features. It should be noted that we have reorganized, and in most cases, reworded the applicant's statements of intent to allow some of the critical issues to be more readily identified as distinct policy and performance questions. Each of these issues will be addressed separately in the analysis which follows.

While the sponsor's goal and methodology statements in Chart B may have suffered from the evaluator's indulgence, they remain true to the intent expressed in the original grant application.

³Grant application, page 3.

Chart B: OHDP Objectives and Methodology

Primary Objectives

1. To serve 150-175 alleged delinquents during the first year.⁴
2. To serve a clientele consisting of alleged delinquents who would otherwise be held in secure detention until formal court disposition of their cases.⁵
3. To ensure that juveniles in the program are available for their formal court hearings.⁶
4. To ensure that juveniles remain trouble-free while in the program.⁷

Secondary Objectives

5. To establish a referral arrangement with the Court Commissioner to ensure that no juvenile accepted into the OHDP is detained in secure detention beyond a 24-hour period.⁸
6. To allow for a cost savings to the community of approximately 50% of the amount it would normally cost to detain such children in a detention facility.⁹
7. To "demonstrate that it is both operationally and economically more feasible to supervise many children, successfully, outside of secure detention facilities."¹⁰

⁴Grant Application, page 3.

⁵Ibid., page 3.

⁶Ibid., page 3.

⁷Ibid., page 3.

⁸Grant Application, pages 6-7: "The child would first be referred to the program by the Court Commissioner, who is responsible for detention hearings. He would release the child to his parents with the understanding that an outreach detention worker would contact the family within a 24-hour period...The project's intent would not be to detain any juvenile beyond a 24 hour period." (Ital. added)

⁹Grant Application, page 4.

¹⁰Ibid., page 4.

Chart B (cont.)

8. To serve as an advocate on behalf of the juveniles in the program.¹¹
9. To work with juveniles in their family settings in an effort to forestall any future delinquent behavior.¹²

Methodology

10. The project will serve clients between the time of their initial police contact and formal court disposition of their cases.¹³
11. The project will have a director and two outreach workers (Adjustment Assistants), each of whom will be assigned a caseload.¹⁴
12. "The outreach detention workers should have no more than five juveniles to supervise at any one time."¹⁵
13. "The workers would be required to have at least three contacts, daily, with the parents and child..."¹⁶
14. Records will be maintained to outline and confirm staff contacts with parent, child, and others.¹⁷
15. "The workers in addition to their supervision should be willing to work with other community groups and institutions that serve youths."¹⁸
16. "Children would be referred to the program through the Intake Court Commissioner, considering the following factors:

¹¹Grant Application, page 3.

¹²Ibid., page 3.

¹³Ibid., page 3.

¹⁴Ibid., page 4.

¹⁵Ibid., page 5.

¹⁶Ibid., page 4.

¹⁷Ibid., page 4.

¹⁸Ibid., page 4.

Chart B (cont.)

- (a) "That the child be charged under a delinquency petition requiring a formal court disposition.
- (b) "That the child has evidenced prior problems at home and that there is evidence that supportive services are required to insure the juvenile's appearance at the date of his hearing.
- (c) "The program could accept cases referred by an individual's probation officer with the understanding that the added factor of home supervision will not require his further detention.
- (d) "No specific delinquent behavior would be excluded from this program, except that truancy alone would not be included unless it was coupled with what might otherwise be considered a crime in the adult sense."¹⁹

3. Project Implementation

The OHDP Project Director was selected in April and began work on June 1, 1975. Two outreach workers (Adjustment Assistants) were selected in June and began work in the first week of July, 1975. An office was secured at the Wisconsin Correctional Service headquarters in downtown Milwaukee.

The first two months after the project effective date (May 1, 1975) were spent establishing the program's capability to provide the services envisioned in the grant proposal. These activities included the establishment of a Policy Coordinating Committee and an Advisory Board; orientation of the Project Director and Adjustment Assistants; a review of previous research conducted by the Junior League on home detention programs in other states; a visit to the Dane County Home Detention Project; and clarification of the duties and lines of administrative responsibility between the project director, the Junior League, and the Wisconsin Correctional Service. During this time an orientation meeting was also held with Probation Officers at the Milwaukee Children's Court Center, and an excellent client recordkeeping system was established.

¹⁹Grant Application, page 6.

At the beginning of July the program began receiving referrals and accepted the first client on July 8, 1975.

The Outreach Home Detention Project did encounter some initial difficulties establishing a smooth working relationship with the Milwaukee Children's Court Center, but most of these obstacles were gradually overcome either administratively or through a demonstration of the program's utility and reliability. Once implemented, the only major departure from the plan described in the grant proposal was that referrals came primarily from Probation Officers after intake rather than from the Intake Court Commissioner at intake. It appears that no other arrangement was possible for what was at that time a program of unproven effectiveness. The consequences of this departure for the length of time juveniles would stay in secure detention before release to the OHDP are discussed in Section 3.B.2 of this report.

As implemented, the following four main procedural steps were established for the referral, screening, and acceptance of clients into the program:

- (a) Referrals are made from the Milwaukee Children's Court Center accompanied by whatever supportive information is necessary to determine a client's eligibility and appropriateness for the program.
- (b) An outreach worker reviews the juvenile's case, usually interviews the prospective client, and determines whether or not to accept the referral.
- (c) If accepted, the client is released from secure detention with the understanding that he or she will report to the OHDP office with parent(s) or guardians within 24 hours.
- (d) When newly accepted clients and their parent(s) or guardians appear at the OHDP office, they are acquainted with the Home Detention Program and with the relevant supervision rules, and sign a voluntary agreement of participation and compliance. At that point formal OHDP supervision begins.

C. Project Management

1. General Organization

The Milwaukee OHDP operates under the joint administrative aegis of the Wisconsin Correctional Service and the Junior League of Milwaukee. These two organizations designate the members of a Project Coordinating Committee composed of seven voting members plus the Project Director. The Coordinating Committee renders policy decisions relating to personnel, program coordination, public relations, service design, planning, and program implementation. In addition, an Advisory Board composed of approximately twenty members from various sectors of the community functions in an advisory capacity but does not set policy. An organizational chart locating these groups along the relevant lines of administrative authority is set forth on the following page.

Project staff members have been placed under the administrative supervision of the Director and Assistant Director of the Wisconsin Correctional Service. The WCS also performs recordkeeping functions and assumes responsibility for the fiscal integrity of the program.

The Junior League of Milwaukee provides one-half of the required local funding match, and has made available \$1,000 of additional monies to fund client participation in recreational and cultural events.

The Junior League has also rendered a number of planning, administrative, and outreach services too numerous to detail here adequately. One of these services most relevant to this report has been their solicitation of volunteers to function in a supportive role to the Project Director and to the Adjustment Assistants in the performance of outreach supervision. During the nine-month operating period from July 8, 1975 to April 13, 1976 approximately seven such volunteers took an active role in client supervision, and four of the volunteers were instrumental in ensuring the continuance of the program during a period of staff turnover between March 1, 1976 and April 12, 1976. The issue of staff turnover will be addressed briefly in the following few pages.

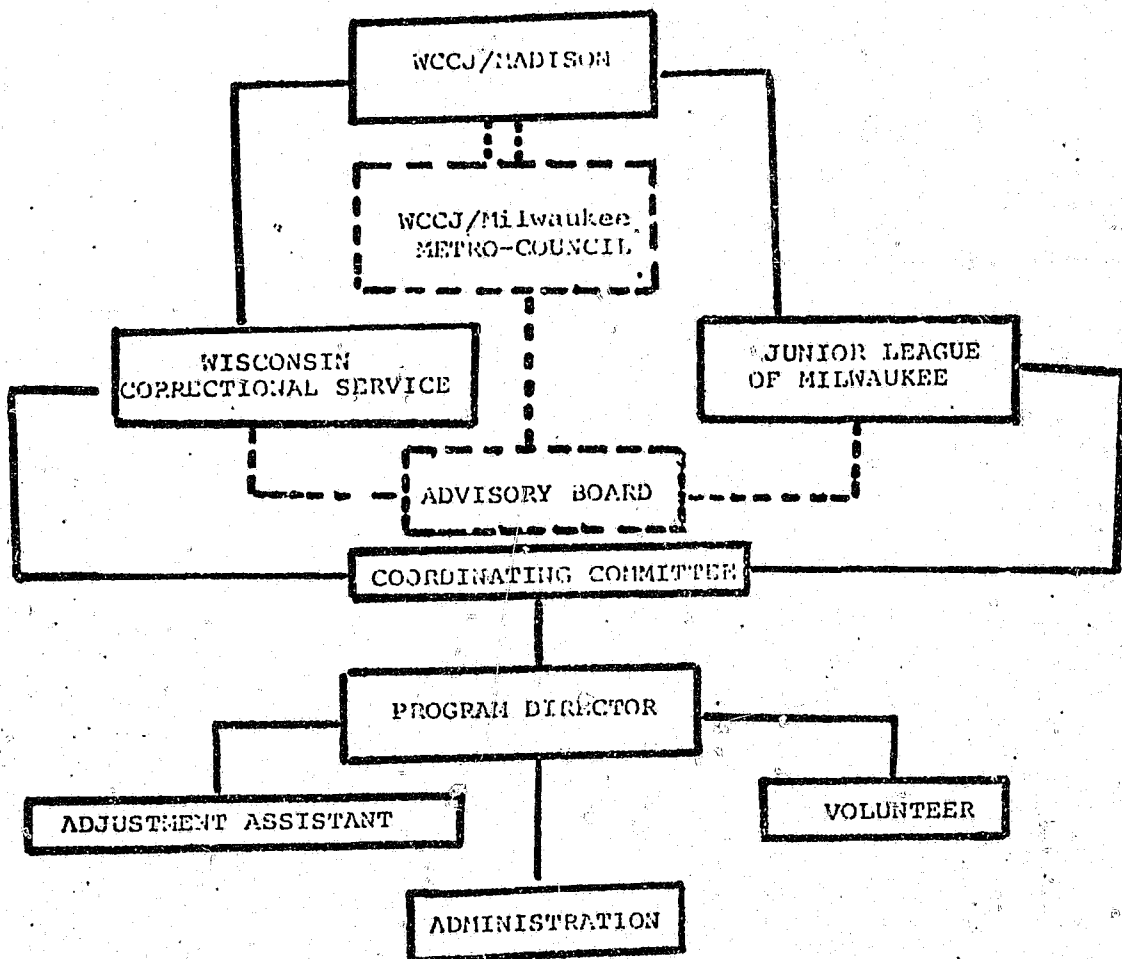
2. Staff Training

Staff training in the first nine months of program operation has consisted of three main components:

- (a) General orientation for new staff;

Chart C: Organizational Chart*

Milwaukee Outreach Home Detention Administration



Footnote:

*Provided through the courtesy of the Junior League of Wisconsin.

- (b) One site visit to the Dane County Home Detention Project in June of 1975;
- (c) Attendance at two conferences, one relating to child welfare and the other providing an overview of the criminal justice system.

If there has been any weakness in the development of the project's capability to provide requisite services, that weakness appears to be in the minimal amount of training provided for paid staff. This need was also stressed by one of the Probation Officers interviewed and appears to be well-recognized by project administrators.

However, it should also be recognized that the 1975 WCCJ Criminal Justice Improvement Plan contained neither guidelines nor requirements relating to staff training for projects funded under the rubric of Program 40 (Detention Services). More recently, the Juvenile Justice Standards and Goals project has recommended forty hours of annual training for all detention personnel, and this may serve as a useful guideline for the future.²⁰

Training and orientation for volunteers has been more extensive. The most notable activity in this regard was a three-day training session spread out over a three-week period in February of 1976. This volunteer training program was developed by the Junior League with the assistance of Professors Samuel Stellman and William Winter of the University of Wisconsin-Extension Criminal Justice Institute in Milwaukee. Additional volunteers were solicited via campus posters and an article in the Milwaukee Journal. Eight new potential volunteers attended the training program (in addition to existing volunteers and Junior League members), and two of these have begun active involvement with the OHDP.

3. Staff Turnover

There has been a considerable amount of staff turnover in the OHDP since its inception. Two Adjustment Assistants resigned in the first five months of project operation for personal reasons, and new staff members were hired. In late February of 1976 one of the Adjustment Assistants was dismissed for a variety of reasons, the only reason of relevance to this report was a charge that the worker was not seeing clients with sufficient

²⁰Special Study Committee on Criminal Justice Standards and Goals, Juvenile Justice Standards and Goals, Final Report, Subgoal No. 7.5(c).

frequency. On March 1, 1976 a recommendation was made to the Coordinating Committee that the Project Director be dismissed. The remaining Adjustment Assistant and Secretary made a concomitant decision to resign in support of the Director. On March 4, 1976 the Coordinating Committee rendered the final decision for dismissal of the Project Director.

As a result of the staff turnover described above, there were no paid staff members in the OHDP for the four days between March 2, 1976 and March 5, 1976. At that time the Adjustment Assistant rescinded her resignation and returned to work. The thirty-six clients who comprised the project's active caseload were supervised by the remaining Adjustment Assistant and five project volunteers until April 12, 1976. During this time (42 days) no new referrals were accepted from the Milwaukee Children's Court Center, and fourteen (14) client cases were terminated. During March the vacant staff positions were advertised, applicants were interviewed, and appropriate candidates were selected. On April 12, 1976 the new Project Director began work, and the new Adjustment Assistant reported for work on the following day. The program began to accept new referrals on April 13, 1976.

The dismissal of the Project Director was based on "irreconcilable differences as relates to program policy" and a failure "to administer the program to the Coordinating Committee's expectations."²¹

Members of the Program Evaluation Section have discussed the specific reasons for such termination with all parties directly involved. Insofar as the dismissal was precipitated by internal administrative difficulties and by policy differences relating to the future direction of the program, this matter has not been considered germane to the evaluation of past performance and will not be discussed further in this document aside from a reporting of events which interrupted project services.

It should be pointed out, however, that the ability of the program to weather the staff turnover crisis without major damage is suggestive of a sound administrative structure and effective operating procedures.

²¹Letter of dismissal from the Coordinating Committee to the Project Director, dated March 8, 1976.

* * *

It is the evaluators' hope that the first two sections of this report have sufficed to afford readers with an understanding of evaluation methodology and with an adequate grasp of the major components and activities of the Milwaukee Outreach Home Detention Project. In the next six sections we will discuss the results of evaluative research to date, and in Section Nine will summarize past progress of the OHDP. We regret the statistical technicality of these sections, but have sought to render the discussion as understandable as possible.





SECTION THREE

CLIENT INTAKE and TERMINATION

SECTION THREE: CLIENT INTAKE and TERMINATION

A. Profile of Clientele

As of March 1, 1976 the OHDP had accepted 105 clients and had terminated 69 of these. Program Evaluation Staff have obtained some information on 101 client cases, and detailed information on all 69 cases which had been terminated at that time. In the following pages, all percentages have been calculated on the basis of either of these 101- or 69-client groups.

1. Age, Race, and Sex

In Table 1 below we have presented a breakdown of the project clientele by age and race. Approximately 22% of the clients accepted into the OHDP were white, 65% were black, and 11% were either Chicano or Native American. The race of two of the clients was not known.

Table 1: Age X Race

					1	Number
	White	Black	Other	Unknown		
12	1				100.0	% Row
	4.5				1.0	% Column
13		10			10	Number
		100.0			100.0	% Row
14	3	12	2		17	% Column
	17.6	70.6	11.8		100.0	Number
15	4	14	2		20	% Row
	20.0	70.0	10.0		16.8	% Column
16	10	17	4	1	32	Number
	31.2	53.1	12.5	3.1	100.0	% Row
17	4	12	3	1	20	% Column
	20.0	60.0	15.0	5.0	31.7	Number
18		1			1	% Row
		100.0			19.8	% Column
					101	Number
					21.8	% Row
					100.0	% Column
					66	Number
					65.3	% Row
					100.0	% Column
					11	Number
					10.9	% Row
					100.0	% Column
					2	Number
					2.0	% Row
					100.0	% Column

Other Age Statistics:

Footnote:

Average Age = 15.6

*Ages were rounded off within a three month range.

Median Age = 15.8

The average age of the clients was 15.6 years, and the median age was 15.8 years. One client was 17 years and 10 months of age, and is listed in Table 1 as being 18 years old due to rounding procedures.

With regard to sex, 95% (N = 96) of the clients accepted into the program were male and 5% (N = 5) were female. Since there were so few girls in the program, no information in this report has been broken down according to sex distribution.

A.2. Admitting Allegations

In Table 2 of the following page we have presented a breakdown by race of the major charges for which clients were originally referred to the Milwaukee Children's Court Center. Burglary leads this list as the major alleged offense for which 32.7% of the total number of clients were initially apprehended. For easier reference we have summarized below some information on the five major admitting allegations.

	# Clients	% of Total (N = 101)	% of Known Allegations (N = 86)
(a) Burglary	33	32.7	38.4
(b) Robbery	14	13.9	16.3
(c) Operating Vehicle without Consent	9	8.9	10.5
(d) Felonious Theft	9	8.9	10.5
(e) Battery	8	7.9	9.3
TOTAL	73	72.3	85.0

It is of interest to note that 92% of the clients for whom information on the admitting charge was available (N = 86) were alleged to have committed offenses which would be felonies if committed by an adult, while 8% of the clients were admitted under allegations which would be misdemeanors for adults. Another interpretation of the same information is that 100% of the clients were alleged to have committed delinquent acts.

With respect to the total number of delinquency charges against clients, 62.9% (N = 56) of the clients for whom information was available (N = 89) had one delinquency charge against them, while 37.1% (N = 33) had two or more such charges. Graph 1 on page 20 describes this same information in more picturesque form. Approximately 12% of the clients also had status charges pending as well as delinquency allegations.

Table 2: Major Charge X Race

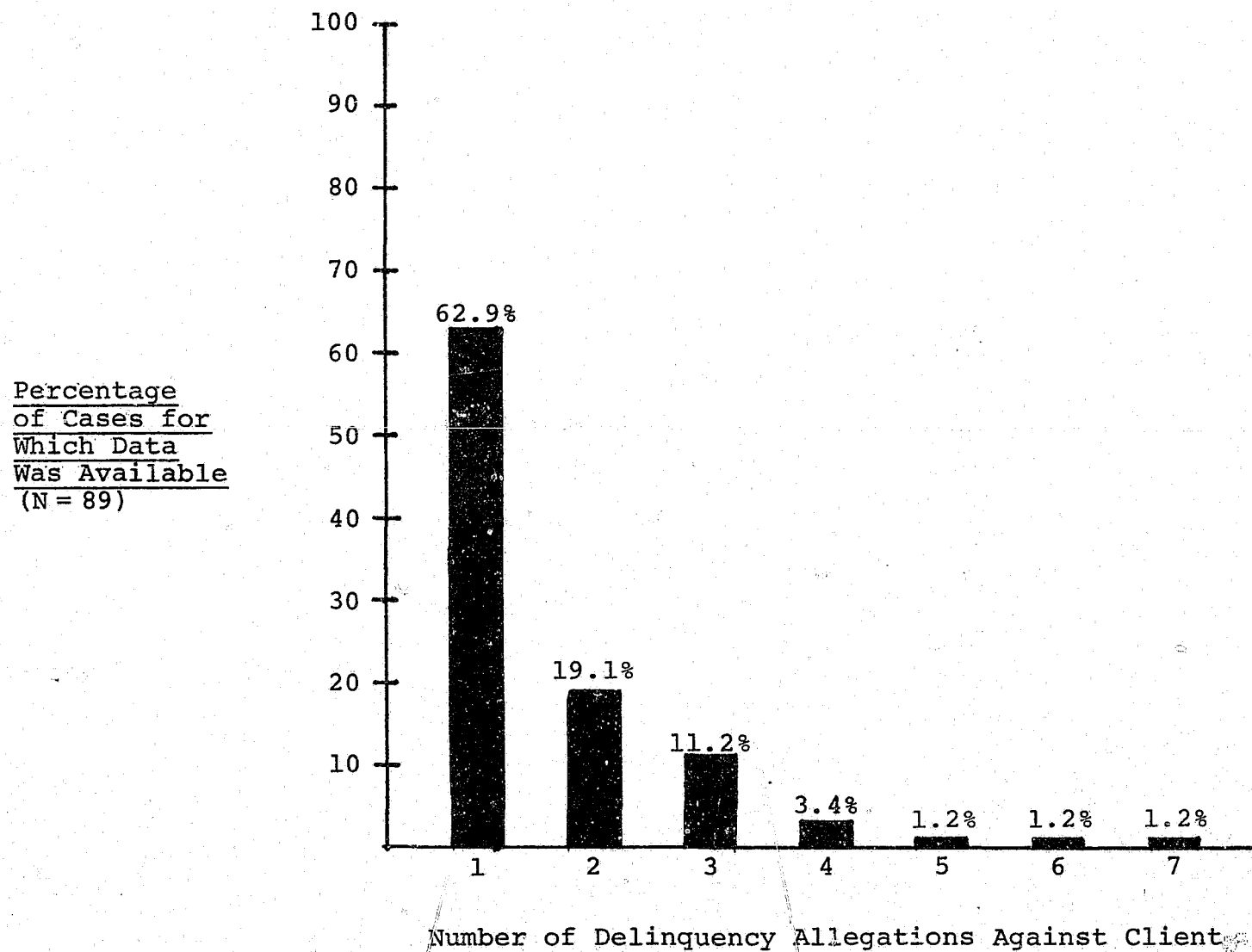
	White	Black	Other	Unknown		
	7	24	2		33	Number
<u>Burglary</u>	21.2 26.9	72.7 38.7	6.1 20.0		100.0 32.7	% Row % Column
	2	10	2		14	Number
<u>Robbery</u>	14.3 7.7	71.4 16.1	14.3 20.0		100.0 13.9	% Row % Column
<u>Operating Vehicle Without Owner's Consent</u>	2	5	2		9	Number
	22.2 7.7	55.6 8.1	22.2 20.0		100.0 8.9	% Row % Column
<u>Felonious Theft</u>	2	7			9	Number
	22.2 7.7	77.8 11.3			100.0 8.9	% Row % Column
<u>Battery</u>	1	7			8	Number
	12.5 3.8	87.5 11.3			100.0 7.9	% Row % Column
<u>Receiving Stolen Property</u>	1		1		2	Number
	50.0 3.8		50.0 10.0		100.0 2.0	% Row % Column
<u>Attempted Murder*</u>			1		1	Number
			100.0 10.0		100.0 1.0	% Row % Column
<u>Forgery</u>		1			1	Number
		100.0 1.6			100.0 1.0	% Row % Column
<u>Rape</u>		1			1	Number
		100.0 1.6			100.0 1.0	% Row % Column
<u>Prostitution</u>	1				1	Number
	100.0 3.8				100.0 1.0	% Row % Column
<u>Arson</u>	1				1	Number
	100.0 3.8				100.0 1.0	% Row % Column
<u>Administering Dangerous Drugs</u>		1			1	Number
		100.0 1.6			100.0 1.0	% Row % Column
<u>Shoplifting</u>		1			1	Number
		100.0 1.6			100.0 1.0	% Row % Column
<u>Reckless Use of Weapons</u>	1				1	Number
	100.0 3.8				100.0 1.0	% Row % Column
<u>Carrying a Concealed Weapon</u>			1		1	Number
			100.0 10.0		100.0 1.0	% Row % Column
<u>Disorderly Conduct</u>				1	1	Number
				100.0 33.3	100.0 1.0	% Row % Column
<u>Obstructing Police</u>		1			1	Number
		100.0 1.6			100.0 1.0	% Row % Column
<u>Unknown</u>	8	4	1	2	15	Number
	53.3 30.8	26.7 6.5	6.7 10.0	13.3 66.7	100.0 14.8	% Row % Column
	26 25.7 100.0	62 61.4 100.0	10 9.9 100.0	3 3.0 100.0	101	Number % Row % Column

Footnote:

*Conduct regardless of life.



Graph 1: Number of Delinquency Charges Against Clients at Admission



Information on the past legal history of clients was not collected on a systematic basis. However, project staff indicate that nearly all clients have been serious repeaters, and all but one Probation Officer interviewed suggested the same for the clients they had referred to the OHDP. The one Probation Officer who indicated otherwise had referred two clients.

A.3. Additional Descriptive Information

Some additional information describing project clientele merits brief mention since it may be of relevance in assessing either the appropriateness of program intake criteria or the need for various types of services. In the outline below we have summarized some of that information.

Table 3: Additional Descriptive Information

(a) Allegation Victim

1. 27.9% (N=24) of the clients for whom information on the major admitting allegation was available (N=86) were alleged to be involved in an activity which victimized a person.²² An additional 65.1% (N=56) of these cases were property-oriented, while 7.0% (N=6) fall into the "other" category.

(b) School Status

2. Project staff have indicated that "over ninety (90%) of all referred cases had or were experiencing difficulty with the public education system."²³ Of the 69 cases for which some relevant information was available, 59.4% (N=41) were either not attending school or were formally dropped at the time of their referral to the OHDP. Information was not available with respect to 32 client cases, nearly all of which were active cases at the time of data collection.

²²Robbery (N=14) has been included in this group. In selecting the "major charge" in any case involving multiple delinquency allegations, preference was given to person-related acts over others.

²³Quarterly Narrative Report, quarter ending January 31, 1976, page 2.

Table 3 (cont.)

(c) Availability of Home Supervision

3. Of the 98 client cases for which relevant information was available, 56.1% (N=55) of the clients lived with one parent, 33.7% (N=33) lived with two parents, 8.2% (N=8) resided with relatives, and 2.0% (N=2) lived in institutions or in foster care.
4. Of the 55 clients living with one parent, 94.6% (N=52) lived with the mother and 5.4% (N=3) with the father.
5. With respect to the 55 clients living with one parent, occupational information was available for all but three. Of this number (N=52), 38.5% (N=20) of the single-parents worked full-time, 1.9% (N=1) worked part-time, and 59.6% were not working.
6. Thirty-three clients lived with both parents. 51.5% (N=17) of these were in situations where both parents worked full-time, 30.3% (N=10) where one of the two parents worked full-time, and 18.9% where neither parent was working.
7. Information was available for 92 clients with respect to both living situation and parent's occupational status. Of this number, 40.2% (N=37) of the clients lived in home situations where the available parent(s) worked full-time. If clients lived with two parents, they were counted in the above statistic only if both parents worked full-time.

B. Intake

In Section Two (pages 6-10) it was stressed that the main objective of the OHDP was to reduce the number and length of stay of juveniles admitted to secure detention facilities, and to avoid having the OHDP populated by juveniles who would otherwise have been released to parents or guardians. In this section the appropriateness of the OHDP intake criteria and procedures for meeting this objective will be considered.

B.1. Appropriateness of Intake Criteria and Practices

Since 1973 the number of detention admissions at the Detention Section of the Milwaukee Children's Court Center has decreased by approximately 18.6%, and the number of child care days provided has decreased by approximately

39.5%.²⁴ It is reasonable to assume that such a decline has been caused in large part by two major discretionary factors:²⁵

- (a) Judicial reluctance to confine juveniles in secure detention; and
- (b) The development of means to implement such judicial reluctance. These include the establishment of a home detention program on the part of the Court Commissioner (without intensive home supervision) and the implementation of an eleven-member intake screening unit funded by WCCJ.

Judicial policy in Milwaukee County discourages the confinement of alleged status offenders in secure detention, and the Juvenile Court Intake Screening Unit has focused on this group as a top priority for removal or diversion from the Detention Section. In this context, if the OHDP were to enable a further net reduction in the secure confinement of juveniles, it would have to focus exclusively on those juveniles alleged to have committed delinquency offenses, and within that category would have to give preference to those with charges of a felony nature.

In Section 3.A it was observed that 100% of the clients for whom information on the major admitting charge was available were alleged to have committed delinquent acts. 92% of these clients were alleged to have committed offenses which would be felonies for adults, and approximately 8% were alleged to have committed misdemeanors in nature. Furthermore, OHDP staff and Probation Officers at the Milwaukee Children's Court Center indicate that nearly all clients had been serious repeaters in the past.

Based upon the preceding observations, it should be clear that the OHDP has been focusing on precisely those juveniles who most likely would not have been released from secure detention otherwise. Such a focus is a necessary precondition for the program to have the desired impact on the local criminal justice system, and adherence to

²⁴Computed on the basis of statistics reported in the Detention Section's monthly reports. The number of total secure detention admissions for 1973 through 1975 was 5,112, 5,134, and 4,161 respectively. The number of child care days was 31,871, 27,360, and 19,292 respectively.

²⁵This decline occurred at a time when the number of juvenile apprehensions was rising slightly.

these intake criteria has ensured that at least some of the desired system impact will occur. The precise nature and extent of that impact is discussed in Section Six.

B.2. Client Time in Secure Detention

In the original grant proposal project planners envisioned referrals coming directly from the Juvenile Court Intake Commissioner at intake. In this way it was hoped that no client would have to spend more than 24 hours in the confines of secure detention. In attempting to implement the OHDP, staff found this objective to be somewhat unrealistic.²⁶ When the program was operationalized, it was agreed to have Probation Officers make the appropriate referrals after intake. It is most likely that this adjustment resulted in clients spending more time in secure detention before assignment to the OHDP than might otherwise have been the case.

In Table 4 on the following page we have detailed the number of days spent in secure detention prior to OHDP release for the 45 clients about whom this information was available (45 of 101 = 44.6%). This table shows an average length of stay of 8 days, and a median of 7 days.²⁷

Compared with the original objective of not having any client held in secure detention beyond a 24-hour period, the above statistics are disappointing. However, three mitigating observations should be kept in mind when interpreting these statistics. First, the implication of footnote twenty-six should be appreciated. Second, most of the discretion for achieving the "24-hour" objective resides with administrators and Probation Officers at the Milwaukee Children's Court Center, and not with OHDP staff. Third, in many ways the original "24-hour" objective was unrealistic given the relatively high-risk nature of the project clientele.

The above caveats are not intended to suggest that the average length of time clients spend in secure detention

²⁶ See Section 8.B for more details.

²⁷ If information was available on all cases instead of just 44.6%, it is likely that the resulting figures would be somewhat lower. This is so because the data available did not result from a random sample, and it is reasonable to assume that client information revealing no time spent in secure detention was less likely to be passed on to OHDP staff or to be recorded diligently than information specifying actual client entry into the Detention Section.

Table 4: Client Stay in Secure Detention Prior to Release to OHDP*

	Column Categories				
	A.	B.	C.	D.	E.
	# Clients*	% Col. A (N=45)	Cumulative % Col. A (N=45)	% of Total Clients (N=101)	Cumulative % Total Clients (N=101)
0	3	6.7	6.7	3.0	3.0
1	2	4.4	11.1	2.0	4.9
2	4	8.9	20.0	4.0	8.9
3	5	11.1	31.1	4.9	13.9
5	7	15.5	46.6	6.9	20.8
7	2	4.4	51.0	2.0	22.8
9	2	4.4	55.4	2.0	24.7
10	7	15.5	70.9	6.9	31.7
11	2	4.4	75.3	2.0	33.7
12	2	4.4	79.7	2.0	35.6
13	4	8.9	88.6	4.0	39.6
14	3	6.7	95.3	3.0	42.6
17	1	2.2	97.5	1.0	43.6
30	1	2.2	99.7	1.0	44.5
Subtotal	45	99.7**	99.7**	44.7	44.5
Unknown	56	--	--	55.4	55.4
Total	101	--	--	100.1**	99.9**

Days
Spent in
Secure
Detention
Prior to
Release to
OHDP

Descriptive Statistics:*

Observed Median = 7 days
Average = 8.0 days

Footnotes:

*Information on 56 clients was not available in time for this report. The descriptive statistics apply to those 45 clients for which secure detention information was available.

**Percentages do not add up to 100.0 due to rounding error.

before OHDP assignment could not be reduced. In Section 8.B this matter is discussed briefly once again, and in Section Ten some specific recommendations for reducing such time are suggested. The caveats are intended only to put the issue in perspective.

Another way to develop perspective on this matter is to compare the relative performance of different home detention programs.²⁸ Some detailed information is available on the Newport News Outreach Detention Program and the St. Louis Home Detention Project. Such information shows that Newport News clients spent an average of 2.9 days in secure detention before Home Detention release,²⁹ while clients in St. Louis spent an average of 14.2 days.³⁰ The figure for Milwaukee clients falls in between these two statistics. In no case did the results even approach the 24-hour objective for any of these programs.

C. Project Caseload and Terminations

C.1. Project Caseload

The main project objective relevant to an analysis of project caseload is set forth as #12 on page nine this report and states: "The outreach detention workers should have no more than five juveniles to supervise at any one time."

Given a staff of three, the above objective translates into a desired maximum project caseload of 15 clients at any one time. In Graph 2 of the following page it is clear that this maximum standard was greatly exceeded after the fifteenth week of program operation. At the end of the evaluation period (March 1, 1976) the project caseload was more than twice the desired maximum.

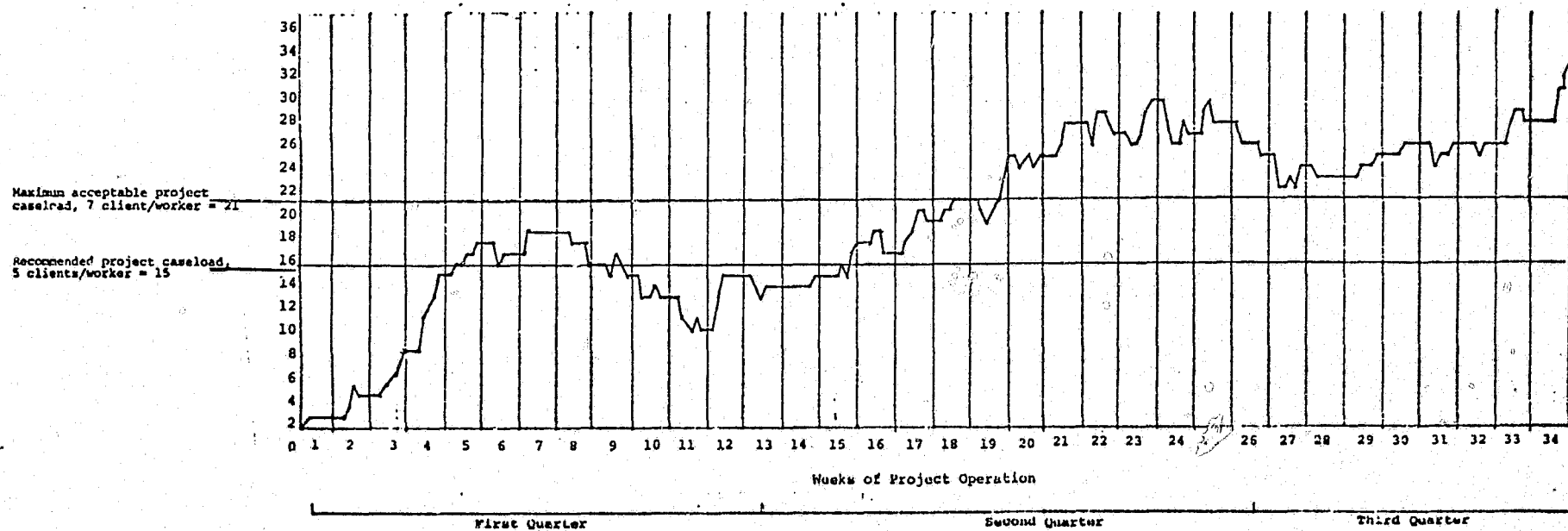
²⁸It is advisable to read the caveats discussed in Section Seven when using the figures cited so as to avoid flippant or invidious comparisons.

²⁹Buchwalter, Omar R.; American Technical Assistance Corporation, Outreach Detention Program Evaluation, (Newport News), May 1973, Table 11, page 24. (Statistics computed by WCCJ.)

³⁰Keve, Paul W. and Zantek, Casimir S.; Research Analysis Corporation (RAC), Final Report and Evaluation of the Home Detention Program, St. Louis, Missouri, August 1972, page 15. (Statistics computed by WCCJ.)

Graph 2: Project Caseload by Day and Week

CLIENTS IN PROGRAM



Other home detention projects have found it necessary to establish a range of acceptable staff:client ratios running from 5:1 to 7:1; and in the recent OHDP grant application the 5:1 ratio has been superceded by the above 5-7 range as an objective. Referring once again to Graph 2, it is obvious that the 7:1 standard was also exceeded beginning in the nineteenth week of program operation.

In interpreting the above information, three observations deserve considering. First, the three paid staff members did have the assistance of volunteers, but the extent of the volunteers' involvement still could not prevent paid staff:client ratios from greatly exceeding the desired range.

Second, one of the most critical variables affecting project caseload is the average length of time clients stay in the program. This variable is, in turn, determined by the time it takes for the court to dispose of its cases.

Since the court, in effect, determines how long clients remain in the OHDP, one of the major determining factors in the great increase of project caseload has been outside of the control of OHDP staff. Statistics to be discussed later show that clients' average length of stay in the program increased from 42.0 days in the first quarter to 64.4 days in the second quarter. In developing the OHDP plan, this great length of time necessary for the court to dispose of its cases was clearly not anticipated. In order to serve the minimum number of clients (150) desired in the first year, and at the same time maintain a maximum staff:client ratio of 5:1, it would be necessary for the average length of client stay in the program to be less than 36.5 days.

The problems of project caseload and length of client participation in the program are discussed in more detail under the rubric of "project difficulties" in Section Eight.

Third, caseload problems caused by court delays created a situation where various project objectives were in conflict. On one hand, if OHDP staff responded to the caseload problem by rejecting new referrals, they would fail to serve the minimum number of client(s) desired (150). On the other hand, if staff responded by terminating many clients before their court dispositions, they would risk project failure in the event those clients committed new offenses, did not appear for court, or were returned to secure detention for lengthy periods. In the end the actual staff response was to put in longer hours and to compromise all three objectives to various degrees so as to avoid failing any one altogether.

C.2. Number of Clients Served

The OHDP originally sought to serve 150-175 youths in the first year of project operation. In assessing the degree to which this objective is fulfilled, it makes a difference whether or not one interprets this statement to suggest (a) that a minimum of 150 clients will have completed their participation in the OHDP (i.e., will have been terminated) by the end of the first year, or (b) that a minimum of 150 clients will have been accepted into the program and served, but not necessarily terminated.

Since the emphasis in the original objective appears to be on service provision, the second interpretation will be used as an index of performance here. As of March 1, 1976 105 clients had been accepted into the OHDP, and 69 of these had been terminated. At that time staff turnover forced a moratorium on new referrals, and project volunteers maintained client supervision of the active cases until April 12, 1976. The project became receptive to new referrals again on April 13, 1976.

During the 42-day moratorium period, 14 active client cases were terminated. Based on court date information available for active cases, evaluation staff estimates that most of the "old" cases active on April 13, 1976 could be terminated by the end of April, and the remainder terminated by the end of May. This means that all 105 "old" cases are likely to have been terminated by the end of May, and that project staff will have portions of April and May available for new referrals, as well as the full month of June.

Based upon the preceding observations it is estimated that the OHDP will succeed in meeting the objective of serving 150 clients in its first year. This projection assumes an average staff:client ratio of 7:1, somewhat higher than was originally anticipated.

It might be noted that if the OHDP were seeking to have completed service to 150 clients by the end of the first year, the problem of court delays would have prevented it from doing so. In Table 5 on the following page we have presented a series of calculations intended to enable a realistic projection of the number of possible client terminations in the first year. Based on these figures it is estimated that 128 clients will be terminated by the end of the first year.

It is also of interest to observe that only about three additional clients would have been terminated by June 30, 1976 without the 42-day moratorium on new referrals. This suggests in an indirect way that the program was able to avoid serious impairment during the period of staff turnover.

Table 5: Projected Number Client Terminations in First Year

1.	# Cases terminated as of March 1, 1976	= 69
2.	# March terminations (old cases - actual)	= 14
3.	# Possible April terminations (old cases - est.)	= 19
4.	# Possible May terminations (old cases - est.)	= 3
	Subtotal	= 105
5.	# Available March supervision days (new cases - actual)	= 190 @ 7 cases/worker
6.	# Available April supervision days (new cases - est.)	= 271 @ 7 cases/worker
7.	# Available May supervision days (new cases - est.)	= 605 @ 7 cases/worker
8.	# Available June supervision days (new cases - est.)	= 630 @ 7 cases/worker
9.	Total # remaining first-year supervision days (new cases)	= 1696 @ 7 cases/worker
10.	Average length client stay in program (est. # client days based on second quarter average)	= 64.4
11.	# Possible new clients terminated in first year <u>without moratorium</u> * (1696 ÷ 64.4)	= 26
12.	Projected total # clients terminated during first year <u>without moratorium</u> * (105 + 26)	= 131
13.	# Supervision days lost due to March-April moratorium* (new clients)	= 209
14.	# Possible new client terminations lost due to moratorium* (new clients) (209 ÷ 64.4)	= 3
15.	# Possible new clients terminated in first year <u>with moratorium</u> *	= 23
16.	Projected total # clients terminated during first year <u>with moratorium</u> * (105 + 23)	= 128

Footnote:

*The term "moratorium" refers to the March 1, 1976 - April 1, 1976 period during which no new clients were being accepted due to staff turnover.

C.2. Types of Client Terminations

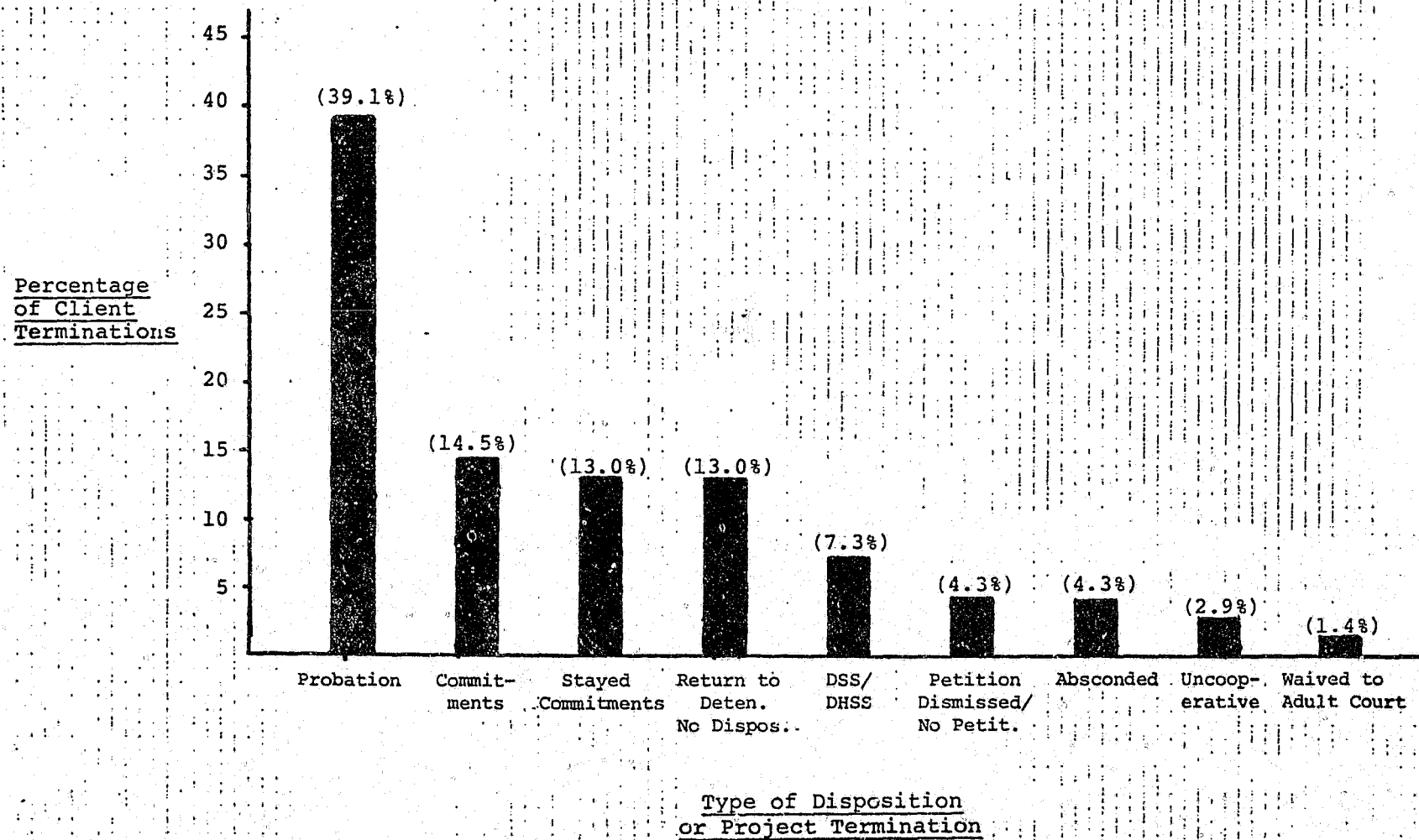
Table 6 of the following page presents a detailed description of the reasons for client terminations from the OHDP, broken down according to the major charge for which clients were initially apprehended. All 69 clients terminated as of March 1, 1976 are represented in this table.

The figures in Table 6 show probation to be the main form of court disposition (39.1%) followed by commitment to a state correctional institution (27.5%). Of the 19 clients receiving a commitment disposition, 9 of these were afforded stays (13.0% of 69), and were placed on probation. If the number of clients receiving such stayed commitments is added to the number placed on probation, then 52.2% of the total number of clients terminated from the program went into formal probation supervision. Graph 3 on page 33 illustrates the relative distribution of various types of client dispositions for all cases terminated by March 1, 1976. Those cases terminated due to client disappearance or return to secure detention are discussed in the following section.

Table 6: Major Charge X Court Disposition

	Probation	Committed	DHSS Custody	DSS Custody	DSS Supervision	No Petition/ Petition Dismissed	Returned to Deten.; No Dispos.	Absconded	Waived to Adult Court	Uncooperative Terminated bef. Dispos.		
	12	6			1	1	3			1	24	Number
<u>Burglary</u>	50.0	25.0			4.2	4.2	12.5			4.2	100.0	% Row
	44.4	31.6			100.0	33.3	33.3			50.0	34.8	% Column
	3	3	1				1				8	Number
<u>Robbery</u>	37.5	37.5	12.5				12.5				100.0	% Row
	11.1	15.8	50.0				11.1				11.6	% Column
<u>Operating Vehicle Without Consent</u>	4	1					2	1			8	Number
	50.0	12.5					25.0	12.5			100.0	% Row
	14.8	5.3					22.2	33.3			11.6	% Column
	2	2	1	1				2			8	Number
<u>Theft</u>	25.0	25.0	12.5	12.5				25.0			100.0	% Row
	7.4	10.5	50.0	50.0				66.7			11.6	% Column
	1	4		1			1				7	Number
<u>Battery</u>	14.3	57.1		14.3			14.3				100.0	% Row
	3.7	21.1		50.0			11.1				10.1	% Column
<u>Receiving Stolen Property</u>						2					2	Number
						100.0					100.0	% Row
						66.7					2.9	% Column
									1		1	Number
<u>Forgery</u>									100.0		100.0	% Row
									100.0		1.4	% Column
							1				1	Number
<u>Arson</u>							100.0				100.0	% Row
							11.1				1.4	% Column
<u>Adminis- tering Dangerous Drugs</u>	1										1	Number
	100.0										100.0	% Row
	3.7										1.4	% Column
<u>Reckless Use of Weapons</u>							1				1	Number
							100.0				100.0	% Row
							11.1				1.4	% Column
<u>Carrying a Concealed Weapon</u>		1									1	Number
		100.0									100.0	% Row
		5.3									1.4	% Column
<u>Unknown</u>	3	2								1	7	Number
	57.1	28.6								14.3	100.0	% Row
	14.8	10.5								50.0	10.1	% Column
	27	19	2	2	1	3	9	3	1	2	69	Number
	39.1	27.5	2.9	2.9	1.4	4.3	13.0	4.3	1.4	2.9		% Row
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0		% Column

Graph 3: Disposition of Client Cases





SECTION FOUR

CLIENT PERFORMANCE

SECTION FOUR: CLIENT PERFORMANCE

In this section two of the project's four primary objectives will be considered:

- (a) To ensure that juveniles in the program are available for their formal court hearings.
- (b) To ensure that juveniles remain trouble-free while in the program.

In conformance with the criteria used to evaluate other home detention projects across the country, the term "trouble-free" has been construed to imply the absence of new offenses leading to new allegations.

A. Court Appearances

In Table 8 on the following page the number of court hearings requiring a client appearance is detailed along with aggregate statistics on the number of actual and missed court appearances. A total of five court hearings (4.7%) were missed out of a required 107 appearances for all clients terminated as of March 1, 1976 (N=69). Since each missed appearance represents a separate client, 7.2% (N=5) of the terminated clients were not available for one of their court hearings. Table 7 below presents an explanation for each of the absences.

Table 7: Explanations of Missed Court Appearances

<u>Client</u>	<u># Missed Court Appearances</u>	<u># Required Court Appearances</u>	<u>Explanation</u>
#1	1	2	Ran away
#2	1	2	Family disappeared
#3	1	1	Ran away
#4	1	4	Returned to detention under new charge. New charge was dismissed for lack of merit and the client returned to the Outreach Home Detention Program until court disposition of the original charge.
#5	1	4	Remained with program until disposition (pre-trial hearing was missed)

Table 8: Client Court Appearances*

<u>Court Appearances</u>			
	# Required Court Appearances	# Actual Court Appearances	# Missed Court Appearances
0	4**	5	64
	5.8	7.2	92.7
1	31	32	5
	44.9	46.4	7.3
2	28	26	
	40.6	37.7	
3	4	6	
	5.8	8.7	
4	2		
	2.9		

Number of
Appearances

Summary: Total # Required Court Appearances = 107
 Total # Actual Court Appearances = 102
 Total # Missed Court Appearances = 5

Footnotes

*Data are reported only for those case terminated as of March 1, 1976 (N = 69).

**All 4 cases were terminated before any required court appearance dates were reached. Reasons:
 Returned to detention (new offense) . . . = 1
 Parent uncooperative = 1
 Client uncooperative = 1
 Turned 18--no petition drawn (free) . . . = 1

Client #5 in Table 7 missed one pre-trial out of four required appearances during his participation in the OHDP. Insofar as this was not an adjudicatory hearing and the client remained with the project, this case has not been included amongst the project "failures." In the discussion of program failures which follows, the remaining four cases have been cited not for their failure to appear in court, but because they had run away or committed a new offense. In this way "double counting" due to overlapping categories has been avoided.

B. New Police Contacts and Charges

Fifteen clients (21.7%) had some form of police contact during the time they were in the OHDP, and twelve (17.4%) of these contacts resulted in new charges against the client. Table 9 below describes the distribution of these cases.

Table 9: New Offense Charge X Police Contact*

		<u>Police Contact</u>		
		Yes	No	
<u>Charged with new Offense</u>	Yes	11 91.7 73.3	1 (Runaway--failure to make court) 8.3 1.8	12 Number 100.0 % Row 17.4 % Column
	No	4 7.0 26.7	53 93.0 98.2	57 Number 100.0 % Row 82.6 % Column
		15 21.7 100.0	54 78.3 100.0	69 Number % Row % Column

Footnote

*This table refers only to those clients who had new police contacts after they had been accepted into the outreach home detention program. Data are reported only for those cases which had been terminated as of March 1, 1976 (N = 69).

Two of the twelve police contacts which led to new charges were ordered by the court due to clients' runaway and concomitant failure to make a scheduled court appearance. One contact occurred while the client was still in the OHDP, and the other occurred after the client had been terminated due to a failure to maintain contact with the outreach worker. For this reason the first case appears under the "yes" category of police contact, while the second case appears under the "no" category.

C. Returns to Secure Detention

A total of seventeen (24.6%) of the 69 terminated clients were returned to secure detention at some point in their participation with the OHDP. The reasons for these clients being returned are described below in Table 10.

Table 10: Reasons for Return to Secure Detention*

	# Clients	% of Total	# Returned to Program
New Charges	10	58.8	1**
Violated Supervision Rules	2	11.8	1
Formal Complaints	2	11.8	2
Client Uncooperative	1	5.9	1
Court Disposition	1	5.9	
Unknown	1	5.9	
TOTAL	17	100.0	5

Footnotes:

*This table refers only to those clients returned to secure detention after they had been accepted and had participated in the Outreach Home Detention Program. Data are reported only for those cases which had been terminated as of March 1, 1976 (N=69). 24.6% of those clients terminated from the program as of March 1, 1976 were returned to secure detention.

**The new charge (burglary) was dismissed for lack of prosecutive merit. The client returned to the home detention program until court disposition of the original charge (robbery).

Commission of a new offense leads the list of causes for clients being so returned. This figure includes one court-ordered remand in the case of a runaway. One additional client was alleged to have committed a new offense but continued in the OHDP and did not return to secure detention, and another client was charged with running away but was not remanded.

One return to secure detention came as a result of a court disposition rather than any problem behavior. The client was returned while awaiting placement in a residential center.

Table 11 below shows those requesting each remand to the Detention Section of the Milwaukee Children's Court Center.

Table 11: Reason for Secure Detention Return X Requested By*

		<u>Requested By</u>						
		Police	OHPD Staff	Court	Parent	Probation		
<u>New Charges</u> (Type)		5	1	2	1	1	10	Number
		Theft - 3 Battery - 1 Operating veh. w/o consent-1	Unknown-1	Runaway-1 Burglary-1	Uncontrol- lable - 1	Theft - 1		
							58.8	% Column
<u>Reason</u>	Violated Supervision Rules		2				2	Number
							11.8	% Column
	Formal Complaints		1		1		2	Number
							11.8	% Column
	Client Uncooperative		1				1	Number
							5.9	% Column
	Court Disposition			1			1	Number
							5.9	% Column
	Unknown			1			1	Number
							5.9	% Column
		5	5	4	2	1	17	Number
		29.4	29.4	23.5	11.8	5.9		% Row

Footnote

*This table refers only to those clients returned to secure detention after they had been accepted into the OHDP program, and reports data only from those cases terminated as of March 1, 1976 (N = 69).

In summary, 29.4% of the returns were requested by the police, an additional 24.9% by OHDP staff, 23.5% were ordered by the court directly, 11.8% were requested by parents, and 5.9% were ordered by Probation Officers.

Of the seventeen clients returned to secure detention, five were shortly re-released to the OHDP and continued in the program until court disposition of their cases. This figure includes one client who was re-released when the new charge against him was dismissed for lack of merit.

D. Summary of Successes and Failures

When adjustments are made for those clients who fall into more than one category of "failure," a total of 11 clients (15.9%) of those 69 terminated clearly failed in the OHDP according to the criteria set forth at the beginning of this section. An additional two clients were charged in some manner with a new offense and might also be classified as program failures.

A description of the above cases can be found in Table 12 on the following page. Two clients listed in Table 12 were terminated due to a lack of client or parent cooperation but were not involved in any problem behavior and should not be considered as OHDP failures.

If client #065 is added to the other clear-cut program failures, then 17.3% (N=12) of the 69 terminated clients failed in the OHDP. This rate of failure does not appear to be excessive given the relatively high-risk nature of the program clientele.

In Section Seven we have sought to place this issue in perspective by comparing the Milwaukee OHDP rate of failure with the rates in the Newport News and St. Louis programs. Those figures show the Milwaukee rate of failure to be substantially higher than the rate for either of the other two programs. On the other hand, the "opportunity" for failure was greater for the Milwaukee program since clients remained in the OHDP for a much longer period of time and it is likely that the OHDP dealt with a slightly higher-risk clientele. For additional discussion of these issues, please refer to Section Seven.

* * *

The preceding four parts of this section have been intended to determine the degree to which the OHDP succeeded in maintaining "trouble-free" status on the part of its clients and in ensuring that all required court appearances were met. The criteria employed in other home detention evaluation

Table 12: Program Failures***

Client #	Age	Race	# Days in Program	New Charges	Returned to Secure Detention
----------	-----	------	-------------------	-------------	------------------------------

I. Clients charged with new offense other than runaway

014	16	Chicano	30	Battery	Yes
018	13	Black	06	Uncontrollable	Yes
024	14.5	Black	40	Theft	Yes
045	17	White	20	Theft	Yes
048	14	White	38	Uncontrollable	Yes
050	14	Black	08	Theft	Yes
056	15.5	Black	72	Theft	Yes
057*	17	Black	44	Burglary	Yes
062	13.5	Black	76	Unknown	Yes
065**	16.5	White	46	Robbery	No - Continued in Program

II. Runaways

028	16.5	Black	40	Runaway	Court-ordered
029	13.5	Black	29		Family Disappeared
030	15	Chicano	05	Runaway	Court-ordered

III. Terminations due to client/parent non-cooperation

021	16.5	Black	30	--	--
060	14.5	Black	06	--	--

Subtotal = 15
 Minus Questionable Cases = 3
 (#021, 057, 060)
 TOTAL = 12

Footnotes

*Client #057 was charged with burglary. This new charge was dismissed for lack of prosecutive merit and the client was re-released to the OHDP.

**Client #065 was charged with a new offense but remained in OHDP.

***This table refers only to those cases which have been terminated as of March 1, 1976 (N = 69).

studies across the nation were used to determine the Milwaukee failure rate in order to arrive at a figure amenable to national comparisons. In Part E below we discuss some additional indicators used in the OHDP to alert staff to client behavioral difficulties.

E. AWOL's and Formal Complaints

OHDP staff systematically recorded the incidence of AWOL's and formal complaints against clients as separate indices of client behavioral difficulties. AWOL's ("Away Without Leave") were defined as any consecutive five-day period during which staff members were unable to establish or maintain client contact.

In Table 13 below we have presented a breakdown of those clients who missed a court appearance and those client who went AWOL at one time during their participation in the OHDP.

Table 13: Missed Court Appearances X AWOL's*

		AWOL's**			
		Went AWOL at one time	No AWOL		
<u>Missed</u> <u>Court</u> <u>Appearances</u>	Missed a Court Appearance	4	1	5	Number
		80.0 44.4	20.0 1.6	100.0 7.3	% Row % Column
	Did not miss any Court Appearances	5	59	64	Number
		7.8 55.5	92.2 98.3	100.0 92.7	% Row % Column
		9 13.0 100.0	60 87.0 100.0	69	Number % Row % Column

Footnotes

*This table refers only to those clients who went AWOL after they had been accepted into the outreach home detention program. Data are reported only for those cases which had been terminated as of March 1, 1976 (N = 69).

**AWOL's have been defined as any five-day period during which OHDP workers were unable to maintain direct contact with clients.

As Table 13 shows, 9 (13.0%) of the 69 terminated clients were AWOL at one time. In four of these cases the consequence was a missed court appearance. The remaining five clients re-established contact with the OHDP without further incident. One additional client ran away from home but maintained contact with the OHDP, did not miss a court appearance, and was not involved in any other problem behavior.

With respect to formal complaints, 22 (31.9%) of the terminated clients had formal complaints registered against them at some time during their participation in the OHDP. The majority of these complaints were received from clients' parents, followed in frequency by complaints from school officials. Table 14 below describes the origin of these behavior complaints.

All complaints from law enforcement personnel have been registered as "police contacts" and have been excluded from Table 14. However, there was considerable overlap between police contacts and formal complaints lodged against clients from other sources. Table 15 on the following page shows that overlap in tabular form. Fifty percent (N=11) of those clients with formal complaints against them from parents, schools, and others (N=22) also experienced some form of contact with the police. Only approximately 11% (N=5) of the clients without formal complaints (N=46) experienced such police contact.

Table 14: Origin of Formal Complaints About Clients

Formal Complaints About Client

	# Clients	% Complaint Total (N=22)	% Total Terminated (N=69)
Parent	13	59.1	18.8
<u>From</u> School	7	31.8	10.1
Other*	2	9.1	2.9
TOTAL	22	100.0	31.9

Footnote:

*Neighbors for one client, other unknown.

Table 15: Client Police Contact X Formal Complaint

		<u>Formal Complaint About Client</u>			
		Yes	No		
<u>Client Police Contact</u>	Yes	11**	5	16	Number
		68.8 50.0	31.2 10.9	100.0 23.5	% Row % Column
	No	11	41	52	Number
		21.1 50.0	78.9 89.1	100.0 76.5	% Row % Column
		22 32.3 100.0	46 67.7 100.0	68*	Number % Row % Column

Statistics:

Gamma (measure of association) = -.78
 Chi-Square (test of significance) = 10.58
 with ldf, p = .001
 p < .05

Footnotes:

*Information regarding formal complaints was not available for one terminated case (68 + 1 = 69 = N). However, this client did have police contact and was charged with a new offense.

**Included in this figure is one client who ran away and failed to make a court appearance. A detention order was then drawn and police apprehended the client. Since apprehension occurred just after the client was terminated from OHDP, this client was not included in the totals found in Table 11, and this accounts for the disparity between Table 11 and Table 13 here with regard to the number of clients with police contacts (N=15 vs. N=16).

Table 15 is accompanied by a statistical measure of the association between the incidence of formal complaints against clients and the incidence of client contact with the police. For those who have succeeded in avoiding painful initiation into the use of such statistics, it may be helpful to refer to Appendix D for a brief explanation of the measures being utilized.

Since most police contacts resulted in allegations of a new offense, it is reasonable to assume that the incidence of new charges would be highly associated with the incidence of formal complaints. Table 16 below shows this to be the case. Of those clients charged with a new offense (N=12), two-thirds had been the object of formal complaints.

Tables 15 and 16 suggest that the receptiveness of OHDP staff to the lodging of formal complaints against clients affords them with a useful indicator of clients' potential for failure in the program.

Table 16: New Offense X Formal Complaint

		<u>Formal Complaint About Client</u>			
		Yes	No		
<u>Client</u> <u>Charged with</u> <u>New Offense</u>	Yes	8	4	12	Number
		66.7	33.3	100.0	% Row
		36.4	8.7	17.6	% Column
	No	14	42	56	Number
		25.0	75.0	100.0	% Row
		63.6	91.3	82.4	% Column
		22	46	68*	Number
		32.3	67.7		% Row
		100.0	100.0		% Column

Statistics:

Gamma (measure of association) = -.71
 Chi-Square (test of significance) = 6.05
 with 1df, p = .014
 p < .05

Footnote:

*Information regarding formal complaints was not available for one client ((68 + 1 = 69 = N). However, this client was charged with a new offense.





SECTION FIVE

PROJECT SUPERVISION and SERVICES

SECTION FIVE: PROJECT SUPERVISION and SERVICES

A. Staff-Client Contacts

The OHDP originally sought to maintain three contacts per day with each client and his or her parent(s). No further specification was attempted with regard to the type (face-to-face, phone) or the precise "target" (client, parent, others) of these contacts in the original statement of intent.

Evaluation staff members have obtained information on three main types of contacts and their targets:

- (a) Face-to-face contacts with clients.
- (b) Phone contacts with clients.
- (c) Other contacts with parent(s), school officials, lawyers, etc. regarding the clients.

Of the total number of clients terminated as of March 1, 1976 (n=69), the above information was available for 65 clients. In the remarks which follow, the number of face-to-face contacts and the number of total contacts will be considered separately for those 65 clients before assessing the program's aggregate supervisory performance. The primary statistic employed in this discussion is the average number of contacts per client per day. To arrive at these figures, the total number of contacts for each client was divided by the number of days each client remained in the OHDP.

A.1. Face-to-Face Contacts

The number of face-to-face contacts per day for the 65 terminated clients for whom the requisite information was available ranged from an average of 2.5 contacts per day for one client to an average of .16 such contacts per day for another client. The total aggregate average of face-to-face contacts for all 65 clients was .57 contacts per client per day. The median average rate of contacts per day was .58.

There was a slight overall tendency for the rate of face-to-face contacts to decrease the longer clients remained in the program, as might be expected. The

average rate for those clients remaining in the program 21 days or less (N=18) was .73 contacts per client per day. The average rate for those in the program longer than 21 days was .51 contacts per client per day.

Table 17 below shows the distribution of face-to-face contact frequencies broken down into three groupings according to the number of days clients remained in the OHDP. It may be of interest that there was little difference between the rate of contact for those clients in the OHDP 22-49 days compared to the average rate for those in the program fifty days or more. The aggregate average for those clients falling to the former category was .49 contacts per client per day compared to an average of .54 contacts for those in the latter category.

Table 17: Face-to-Face Contacts Per Client Per Day X Client Days in Program*

		<u># Client Days in Program</u>				
		0-21	22-49	50-145		
<u>Face-to-Face</u> <u>Contacts Per</u> <u>Client Per Day</u>	.0-.49	5	18	9	32	# of Clients
		15.6	56.2	28.1	100.0	% Row
		27.8	69.2	42.9	49.2	% Column
	.50+	13	8	12	33	# of Clients
		39.4	24.2	36.4	100.0	% Row
		72.2	30.8	57.1	50.8	% Column
		18	26	21	65*	# of Clients
		27.7	40.0	32.3		% Row
		100.0	100.0	100.0		% Column

Statistics:

Gamma (measure of association) = -.31
 Chi-Square (test of significance) = 7.816
 with 2df, p = .020
 p < .05

Footnotes:

*Information regarding the number of staff contacts made was not available for 4 of the 69 cases which had been terminated as of March 1, 1976.

**This ratio was computed by dividing the number of face-to-face contacts made with each client by the number of days each client participated in the OHDP.

A.2. Total Staff-Client Contacts

The average number of total staff-client contacts per day ranged from a low of .26 for one client to a high of 5.5 for another. The total aggregate average for all clients was 1.6 contacts per client per day, and the median number of contacts was 1.36. These figures take into account all types of contacts made with the individual clients, with their parents, and with others (e.g. lawyers, school officials, etc.).

When all staff-client contacts were taken into account, there was a greater overall tendency for the rate of contact to decrease the longer clients remained in the program than was the case for face-to-face contacts alone.

Table 19 on page 48 presents a crosstabulation which has divided the project clientele into three main group according to the number of days clients remained in the OHDP (columns). Each of these three groups has then been subdivided in two according to the average rate of total staff-client contact (rows).

The data in Table 19 show a relatively strong tendency for the rate of total contacts to decrease the longer clients remain in the program. Fortunately, this tendency can be seen clearly without the statistical measures presented beneath the table ($\gamma = -.71$, $p = .05$). To illustrate this point, we have rearranged below the data in Table 19 to emphasize the relative distribution of clients in each column (# client days in program). In looking at Table 18 below, it is clear that as one moves from left to right

Table 18: Column Percentages

Total Contacts Per Client Per Day X Client Days in Program

		<u># Client Days in Program</u>			
		0-21	22-49	50-145	
<u>Total Contacts Per Client Per Day</u>	.00-.99	11.1 N=2	30.8 N=8	47.6 N=10	30.8 % Column N=20 # of Clients
	1.00+	88.9 N=16	69.2 N=18	52.4 N=11	69.2 % Column N=45 # of Clients
		100.0 N=18	100.0 N=26	100.0 N=21	65
		1.95	1.42	1.45	Aggregate Ave. Contacts/Client/Day

Table 19: Total Contacts Per Client Per Day X Client Days in Program*

		# Client Days in Program				
		0-21	22-49	50-145		
Total Contacts Per Client Per Day***	.00-.99	2	8	10	20	Number
		10.0	40.0	50.0	100.0	% Row
		11.1	30.8	47.6	30.8	% Column
1.00+		16	18	11	45	Number
		35.5	40.0	24.4	100.0	% Row
		88.9	69.2	52.4	69.2	% Column
		18	26	21	65*	Number
		27.7	40.0	32.3		% Row
		100.0	100.0	100.0		% Column

Statistics:

Gamma (measure of association) = -.71
 Chi-Square (test of significance) = 6.065
 with 2df, p = .049
 p < .05

Footnotes:

*Information regarding the number of staff contacts made was not available for 4 of 69 cases which had been terminated as of March 1, 1976.

**This ratio was computed by totalling the number of face-to-face, phone, and other contacts made with each client and dividing by the number of days each client participated in the OHDP.

***The cut-off point (1.00) for the staff contact variable (rows) was selected to reflect the project objective of maintaining one client contact per day for each client under project supervision.

the proportion of clients having a low contact ratio (.00-.99) tends to increase substantially, from 11.1% for those in the program 0-21 days to 47.6% for those in the program fifty days or more. Graph 4 on page 50 illustrates this tendency with great visual aplomb.

A.3. Discussion of Staff-Client Contacts

Table 20 on page 51 presents a summary of the distribution of clients with respect to the staff-client contact frequencies for the various types of contact recorded. These ratios report the average number of contacts per client for each day the client remained in the OHDP. Graph 5 on page 52 portrays the percentage of clients falling into three categories of contact frequencies for various types of staff contact.

From the data reported in Table 20 it should be clear that OHDP staff did not come close to achieving their original objective of maintaining a total of three contacts per client per day. Such an objective was fulfilled for only nine (13.9%) clients. This failure, however, should not be interpreted as indicative of an ailing program. The following four observations should make this point clear.

First, the "three contacts per day" objective as stated in the original grant application was unrealistic. Even with a staff:client ratio as low as 1:5 it would be difficult to maintain an average of three contacts per day for every client on the project caseload while at the same time achieving some form of useful or therapeutic interaction. Without the time necessary to enable such quality of interaction, required contact as frequent as an average of three times per day for all clients may well border on harassment, may be perceived as such, and may impair supervisory relationships.

According to all information available to Program Evaluation Staff, no other home detention project requires staff to contact clients as frequently as three times a day. Most projects seek one contact each day, with the emphasis on face-to-face formats.

Second, if the standard applied to most other home detention projects is used (one contact per client per day), the Milwaukee OHDP results appear to be much more favorable. From Table 20 we can see that 66.2% (N=43) of the clients were contacted, in some manner, on an average of at least once each day they participated in the project, and over



Graph 4: Percentage Distribution of Clients by Average Total Contact Frequency and Length of Stay in the OHDP

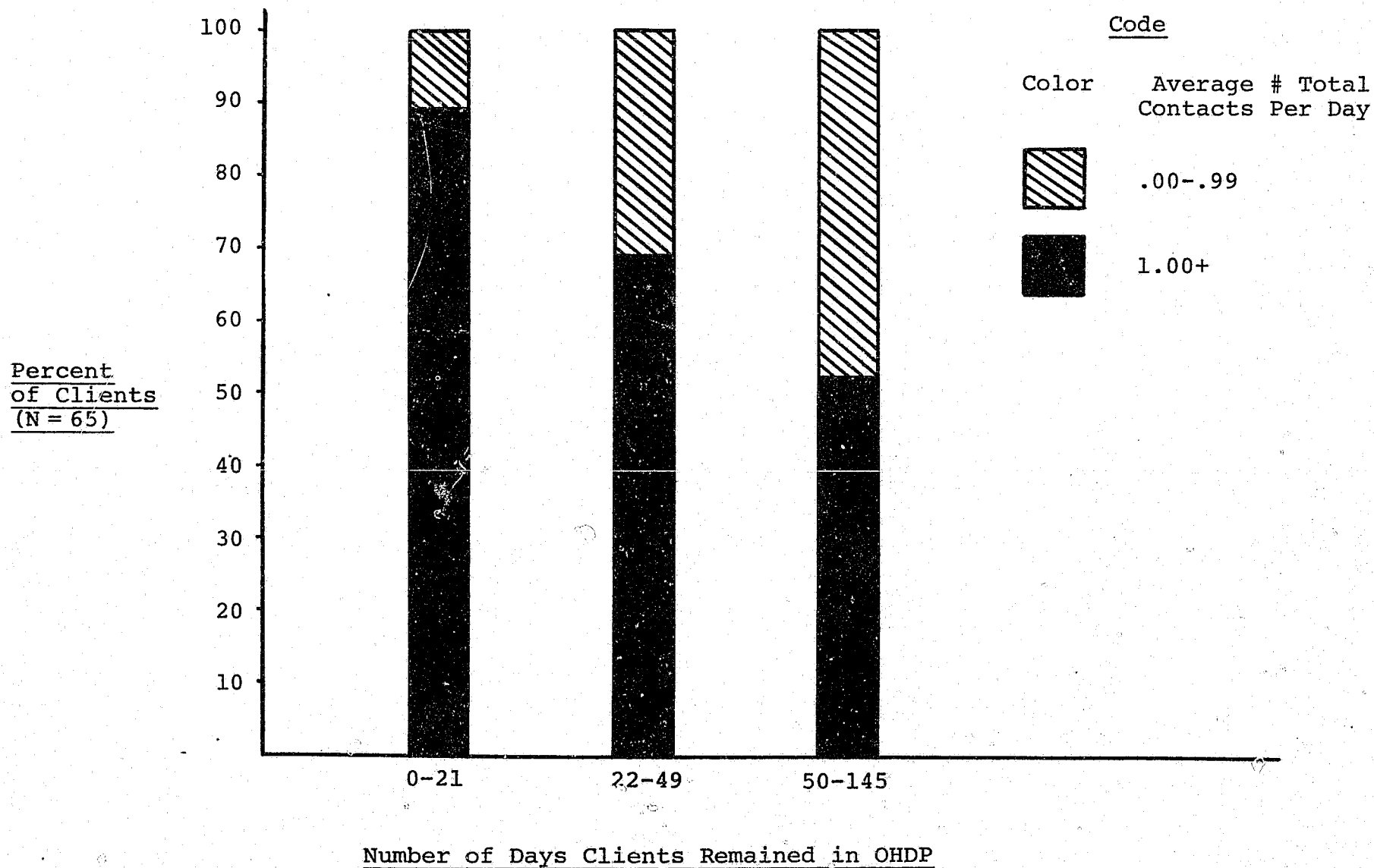


Table 20: Summary of Client Distribution by Average Contact Frequencies

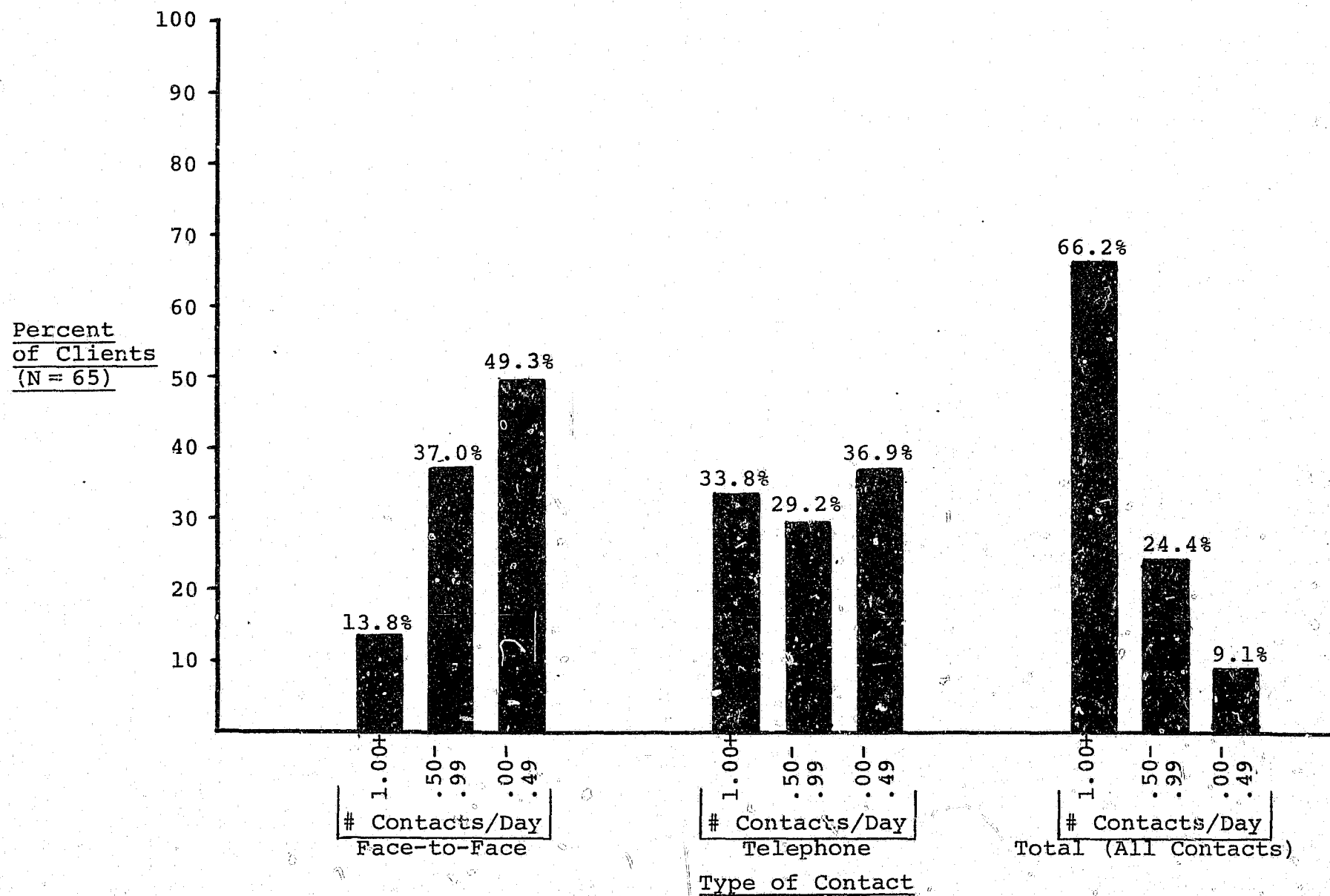
Types of Staff-Client Contact

Average # Contacts Per Day	Face-to-Face			Telephone			Other			Total Contacts (All types of contact)		
	Number of Clients	% of Total (N = 65)	Cumulative % (N = 65)	Number of Clients	% of Total (N = 65)	Cumulative % (N = 65)	Number of Clients	% of Total (N = 65)	Cumulative % (N = 65)	Number of Clients	% of Total (N = 65)	Cumulative % (N = 65)
3.00+	0	0	0	1	1.5	1.5				9	13.9	13.9
2.50- 2.99	0	0	0	1	1.5	3.0				3	4.6	18.5
2.00- 2.49	1	1.5	1.5	4	6.2	9.2				4	6.2	24.7
1.50- 1.99	1	1.5	3.0	3	4.6	13.8				14	21.5	46.2
1.00- 1.49	7	10.8	13.8	13	20.0	33.8				13	20.0	66.2
.90- .99	0	0	13.8	0	0	33.8				5	7.7	73.9
.80- .89	4	6.2	20.0	3	4.6	38.4				2	3.0	76.9
.70- .79	5	7.7	27.7	6	9.2	47.6				2	3.0	79.9
.60- .69	3	4.6	32.3	6	9.2	56.8	6	9.2	9.2	5	7.7	87.6
.50- .59	12	18.5	50.8	4	6.2	63.0	4	6.2	15.4	2	3.0	90.6
.40- .49	9	13.9	64.7	6	9.2	72.2	3	4.6	20.0	3	4.6	95.2
.30- .39	7	10.8	75.5	5	7.7	79.9	5	7.7	27.7	1	1.5	96.7
.20- .29	10	15.4	90.9	5	7.7	87.6	5	7.7	35.4	1	1.5	98.2
.10- .19	5	7.7	98.6	1	1.5	89.1	5	7.7	43.1	1	1.5	99.7
.00- .09	1	1.5	100.1*	7	10.8	99.9*	37	57.0	100.1*	0	0	99.7*
	65**			65**			65**			65**		

Footnotes: *Percentages do not add up to precisely 100.0 due to rounding error.

**This table presents information on those cases terminated as of March 1, 1976. The necessary data were available for 65 of the 69 terminated cases, and all percentages have been computed on the basis of 65.

Graph 5: Distribution of Clients by Average Staff-Client Contact Frequency



90% were contacted on the average of at least every other day.³¹

Third, the success or failure of client supervision undoubtedly depends a great deal on the quality of interaction between staff members and clients. Summary statistics describing average frequencies of contact obviously reveal nothing about such matters. Since time did not allow evaluators to conduct systematic interviews with clients, this issue must remain unaddressed. In the absence of such information it is all the more critical to appreciate the limitations of the data that are reported.

Finally, from both a theoretical and practical point of view, it may be advisable to avoid fixed standards intended to apply to all clients in favor of a more flexible standard which can be varied according to the needs of different types of clients. Such a criterion might specify both a minimum and a maximum desired rate of contact for all clients and might offer guidelines for the rate and type of contact with different types of clients within that flexible range. For elaboration on this point, please refer to Section Ten (Program Recommendations).

* * *

On the basis of the above remarks it should be observed that statistics showing OHDP failure to fulfill the "three contacts per day" objective do not constitute an indictment of the program. On the contrary, failure to fulfill an unrealistic objective may be laudable if the endeavor to do so stimulates the development of more useful guidelines. It is with this development in mind that the program recommendations found in Section Ten have been included in this report.

B. Supplementary Service Provision

Supplementary services and advocacy were provided to approximately 50% of the 69 terminated clients. The major activity in this regard was mediation with school authorities and assistance in client re-entry into the schools (23 clients, 33.3%).

³¹ Evaluation staff members have been unable to discover reliable figures which would allow for comparison between the Milwaukee OHDP results and those of other home detention programs with respect to this standard.

Table 21 below shows the number of clients receiving each type of service. It should be stressed that considerable recreational opportunities were also provided, but information on these activities was not recorded on a systematic basis. OHDP staff are currently working to develop a summer employment program for clients in conjunction with other youth-serving agencies in Milwaukee.

One activity related to client advocacy was OHDP staff input into court proceedings at dispositional hearings. Since information on such input was not collected on a systematic basis, it is impossible to draw any definite conclusion about this role. However, the issue of OHDP influence on client court disposition is addressed in the following section as much as is possible.

Table 21: Supplementary Service Provision*

		<u>Services Provided</u>			
		Yes	No	Total	
<u>Type of Service</u>	<u>Mediation with School</u>	23	46	69	Number
		33.3	66.7	100.0	% Row
	<u>Mediation with Police</u>	4	65	69	Number
		5.8	94.2	100.0	% Row
	<u>Job Hunting Assistance</u>	5	64	69	Number
		7.2	92.8	100.0	% Row
	<u>Family Crisis Intervention</u>	3	66	69	Number
		4.3	95.7	100.0	% Row
	<u>Other**</u>	4	65	69	Number
		5.8	94.2	100.0	% Row

Footnotes:

*Considerable recreation activities were also included as part of the supervision program. However, no data on this service were collected on a systematic basis and it is not possible to render a reliable estimate of the magnitude or scope of such service provision. It should be noted that the OHDP did receive a \$1,000 grant from the Junior League to provide clients with sports, musical, art, and other recreation/cultural opportunities.

**"Other" consisted of the following:

<u>Client #</u>	<u>Service</u>
34	Tutoring for G.E.D.
36	Assistance in welfare application
65	Assistance in enrolling in driver's education
	Tutoring for G.E.D.
66	Arranging for drug counseling



SECTION SIX

SYSTEM IMPACT

SECTION SIX: SYSTEM IMPACT

In this section we will consider four different types of impact which the OHDP has had upon the juvenile justice system in Milwaukee County. The first topic concerns an issue which has been addressed previously in this report on a smaller scale: system-wide reduction in the use of secure detention for juveniles awaiting adjudication. Cost savings to the community is a second topic which merits discussion, and this is followed by a third issue relating to the possible influence exercised by OHDP staff on clients' court dispositions. The fourth and final issue to be addressed is the working relationship established between the OHDP and officials at the Milwaukee Children's Court Center.

A. The Use of Secure Detention

Without a control group to compare with OHDP clientele, it is extremely difficult to estimate the precise extent of OHDP impact on the rate at which juveniles were detained in secure detention in Milwaukee County. Two different approaches to this question are used in the analysis which follows. The first approach makes exclusive use of aggregate statistics on the average monthly rate of overnight secure detention of juveniles in Milwaukee County. The second approach employs individual OHDP client data together with some aggregate statistics on all juveniles securely detained in Milwaukee County in 1975.

A.1. Approach #1: Aggregate Data

Since approximately 93% of OHDP participants spent some time in the confines of secure detention before being referred to the project,³² it is unlikely that the OHDP would have had an impact on the number of secure detention admissions. It is more likely that the OHDP would have influenced the average overnight secure detention population in Milwaukee County, and Program Evaluation Staff have

³²See page 24.

obtained the relevant aggregated population statistics for the years 1973 through 1975.³³

For a variety of reasons the average overnight secure detention population of juveniles in Milwaukee County has been declining for several years. Despite differences between the years, however, this overnight population has in the past tended to vary according to the season. Graph 6 on the following page depicts these variations and shows that the average overnight population has generally peaked once around March and again around October to November.

Data for 1973 and 1974 show that this average population has tended to increase between July and November. During 1975 the OHDP was actively engaged in client supervision for the six months from July through December. To address the question of system impact, it is necessary to derive an estimate of what the average overnight secure detention population would have been had there been no OHDP. To this end evaluation staff first computed the average overnight secure detention population during July through December for 1973 and 1974. The resulting averages were 87.2 clients in 1973 and 74.8 clients in 1974. These figures were then compared with the June figures for their respective years (81.0 and 66.0) in order to estimate the expected average rate of increase during the July-December season over the June base period. Such calculations showed an average rate of increase in the overnight secure detention population of 7.0% in 1973 and 13.4% in 1974 over their respective June base periods. By averaging these two figures we can derive a rough estimate which suggests that the average overnight population generally tends to increase by approximately 10.2% during the July-December season compared to the average June population.

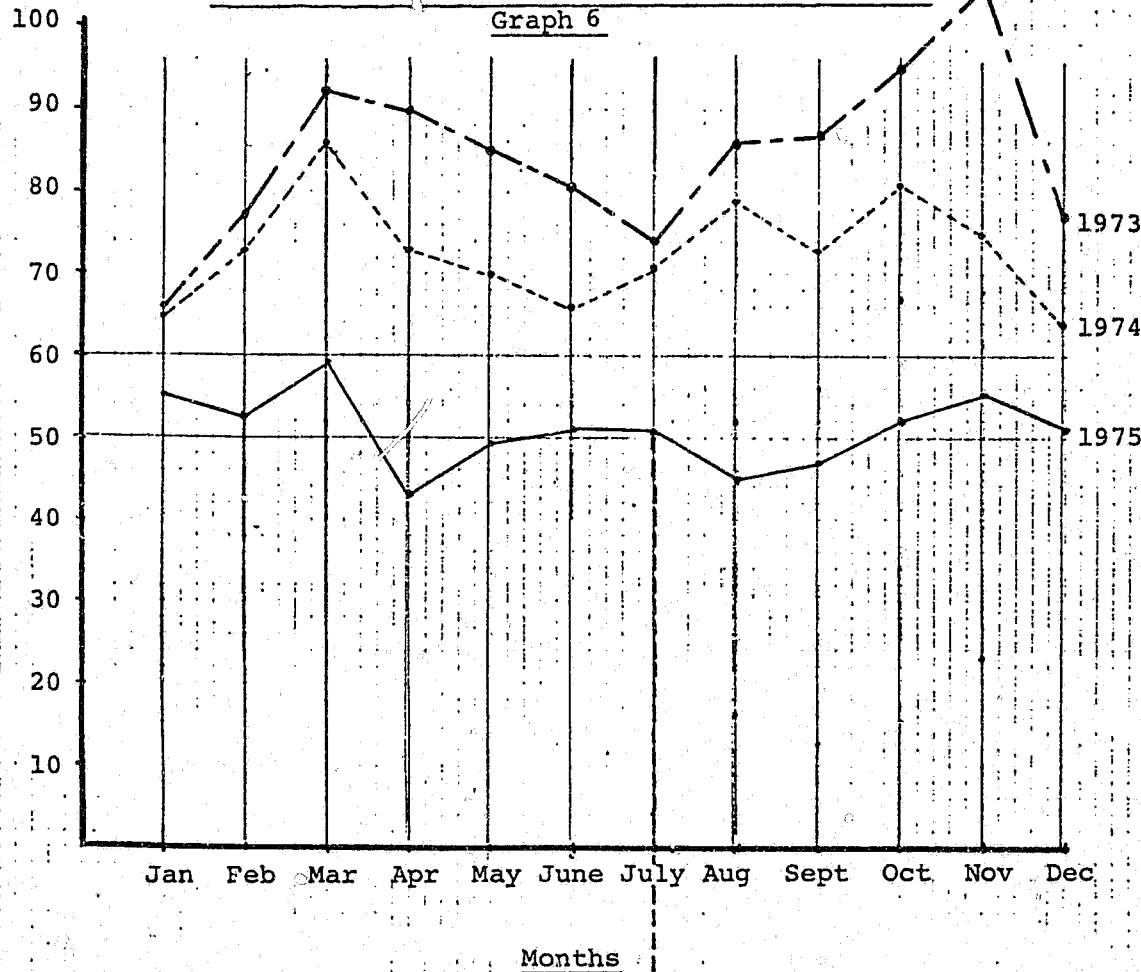
After performing the above computations with the relevant 1975 figures, we find that the average rate of increase for the July-December period was -1.7%. In other words, the average overnight secure detention population actually declined during the second half of 1975 compared to the June base period. Considering that past seasonal variations suggested a normal increase of 10.2% for this period, we may infer that the average overnight secure detention population for the last 6 months of 1975 was 11.9% (10.2% + 1.7%) lower than expected.

³³The relevant data for January and March of 1976 were not available, and the OHDP impact during this period will not be analyzed by the aggregate statistics method.

Number of
Clients

Average Total Monthly Overnight Population
in the Milwaukee Children's Detention Center

Graph 6



→ Date OHDP began accepting referrals

On the basis of interviews with officials at the Milwaukee Children's Court Center, it appears that only one significant policy or program change, other than implementation of the OHDP, occurred during the July-December period which might account for part of the above 11.9% discrepancy between the expected and the actual overnight population figures. That change was the implementation of an eleven-member Juvenile Court Intake Screening Unit funded by the Wisconsin Council on Criminal Justice.

We expect, however, that the main impact of the Intake Screening Unit has been in reducing the number of admissions to secure detention, and not in reducing the average overnight population. In other words, the Intake Screening Unit has most likely not affected the impact measure being used here. There are two reasons for this. First, the Screening Unit did not begin operating until September of 1975, well after the decline in the average overnight secure detention population became evident. Second, the Screening Unit has focused exclusively on a highly divertible group of juveniles consisting of youths under 12 and first or second-time status offenders. Most of these youths would not have entered secure detention in any case, and those few who might otherwise have done so would on the average have spent very little time in such confines. On the other hand, the OHDP served precisely those clients who would otherwise have spent a great deal of time in the Detention Section.

The question remains whether or not some external factor, such as variations in the number of referrals to the Court Center or in the number of admissions to the Detention Section, might account for the 11.9% decline in average overnight detention population. Analysis of past figures for 1974 and 1975 shows this average population to be relatively unaffected by fluctuations in either the number of referrals to the Court Center or the number of detention admissions.

Insofar as no factors other than the OHDP present themselves as plausible explanations of the discrepancy between expected and actual average figures, evaluators suggest that a great deal of the estimated 11.9% "reduction" in the average overnight secure detention population during July through December of 1975 was effected by the Milwaukee Outreach Home Detention Program.

The preceding estimate of OHDP system impact is admittedly crude and subject to error.³⁴ However, it does allow for a plausible explanation of the extent and direction of OHDP impact and can be rendered more credible if supported by alternative but slightly more reliable methods of estimating system impact. In the remarks immediately below we have outlined one such alternative method.

A.2. Approach #2: Individual Client Data

In pursuit of a better estimate of system impact, information about OHDP participants may be useful if the following two questions can be answered:

- (a) Would OHDP participants have remained in secure detention without the outreach program?
- (b) How long would participants have remained in secure detention without the OHDP?

With respect to the first question, the data presented in Section 3.A.2 suggest that nearly all clients would probably have remained in secure detention for a substantial period of time had they not been released to OHDP. Ninety-two percent of the clients were charged with offenses of a felonious nature and 8% were alleged to have committed offenses of a misdemeanor nature. Thirty-seven percent of the clients were charged with more than one delinquent offense at the time of referral, and most clients had been serious repeaters in the past. In addition, all but one Probation Officer interviewed stated that the clients they had referred to the OHDP would most likely have remained in secure detention without the OHDP. The one Probation Officer who indicated otherwise had referred one client and suggested that this youth would probably have gone to the Milwaukee Children's Home if there had been no OHDP.³⁵

³⁴We cannot be absolutely certain, for example, whether the seasonal variations which occurred in past years would actually have occurred again in 1975. And if such seasonal trends would have been repeated, we cannot be sure the variance between the expected and actual average overnight secure detention population would have been close to the 11.9% difference estimated here. Finally, even if the average overnight population was indeed 11.9% lower than expected, we cannot be absolutely certain that the discrepancy was caused primarily by OHDP activities no matter how persuasive the logic and evidence presented here may appear.

³⁵See Appendix D, "Excerpts from Probation Officer Interviews"

CONTINUED

1 OF 2

With respect to the question of how long clients would have remained in secure detention without the OHDP, the following two observations are relevant:

- (a) Characteristics of the project clientele conform to the characteristics of those youths who have in the past remained in secure detention until their court date.
- (b) All but one Probation Officer interviewed stated that their clients would most likely have remained in secure detention until their court date had they not been released to OHDP. The one exception to this is described on the previous page and refers to one client who would probably have been sent to another institution without the OHDP.

On the basis of the above observations, we will assume for the sake of the impact analysis that approximately 90% of the OHDP clients would otherwise have remained in secure detention until their court disposition date.

To estimate the average number of additional youths who would have been held overnight in secure detention each day had the OHDP not existed, it is necessary first to determine the total number of overnight secure detention days saved by the OHDP. This figure is equal to the number of OHDP clients who would have stayed but were removed from secure detention, times the average number of nights those clients would have waited until their release (i.e., until their court disposition date). To obtain an estimate of the daily average, this product must then be divided by the total number of nights between July 1, 1975 and March 1, 1976.

While the total number of clients accepted into the OHDP during the eight months under consideration was 105 and their total average length of stay in the program was 56.5 days, these figures cannot be used to obtain the above estimate for four reasons. First, nearly all clients spent some time in secure detention before being released to the OHDP. This figure was, on the average, 8.0 days.³⁶

Second, a number of clients were returned to secure detention after being accepted into the OHDP. Twelve clients were so returned and not re-released. An additional five clients were returned for an average of 2.8 days before being re-released to the OHDP.

³⁶See pages 24-25.

Third, it is possible that some OHDP clients would not have remained in secure detention until their court disposition date. Evaluators have estimated that approximately 90% of OHDP clients would have so remained.

Fourth, and most importantly, even the above 90% of OHDP clients would not have remained in secure detention for as long a time as they remained in the OHDP. In order to understand this point it is necessary to appreciate the fact that juveniles placed in secure detention receive top priority in the scheduling of court dates.³⁷ Juveniles released to the OHDP fall into the "other" category and do not receive such priority.

The average length of stay for all juveniles who remained in secure detention until their court disposition date for the months from July, 1975 through February, 1976 was approximately 21.1 days.³⁸ Of course, this average varied from month to month. Based on the monthly distribution of client cases accepted in the OHDP, it is estimated that OHDP clients would have awaited their court disposition date an average of 21.9 days had they remained in secure detention. Insofar as the average length of stay in the OHDP was 56.5 days, this means that OHDP clients remained in the program an average of 34.6 days longer than they would have remained in secure detention.

Only if the above factors are taken into account can we arrive at a reliable estimate of the OHDP system impact. The formula and figures necessary to do this are detailed in Table 22 on the following page. These figures show that the total number of secure detention nights saved by the OHDP was 1162.8 (numerator of computation step #5). Computation step #6 shows that the average number of additional youths who would have been held overnight in secure detention each day during the July-February period without the OHDP was 4.78.

Finally, Table 22 shows that the average overnight secure detention population of juveniles in Milwaukee County would have been approximately 9.4% higher during July, 1975 through February, 1976 had the OHDP not existed.

³⁷As part of this policy the Milwaukee Juvenile Court has recently adopted a policy of reserving each Wednesday for secure detention cases. Information is based on interviews with officials at the Milwaukee County Children's Court Center, April 8, 1976.

³⁸Computed from statistics in Monthly Reports from the Detention Section of the Milwaukee Children's Court Center.

Table 22: Equation for System Impact Estimate

A. Formula

$$N_1 = \frac{[(.90)(N_2 - R_1)(D_1 - .9)] - [(.90)(N_2 - R_1)(S_1 - 1) + (R_2)(S_2 - .8)]}{(D_2 - 1)}$$

B. Symbols

1. N_1 = Average number of additional juveniles per day who would have been held in secure detention overnight without OHDP
2. N_2 = Total number of clients accepted into the OHDP = 105
3. R_1 = Total number of OHDP clients returned and remaining in secure detention = 12
4. R_2 = Total number of clients returned to secure detention but shortly re-released to OHDP = 5
5. D_1^* = Average number of days OHDP clients would have had to wait for their court disposition date had they remained in secure detention (estimate) = 21.9
6. D_2^* = Total number of days from July 1, 1975 through March 1, 1976 = 244
7. S_1^* = Average number of days OHDP clients spent in secure detention before being released to the OHDP = 8.0
8. S_2^* = Average number of return days spent in secure detention for those 5 clients returned to the Detention Section but shortly re-released to OHDP = 2.8

C. Computation

1. $N_1 = \frac{[(.90)(105 - 12)(21.9 - .9)] - [(.90)(105 - 12)(8.0 - 1) + (5)(2.8 - .8)]}{(244 - 1)}$
2. $N_1 = \frac{[(.90)(93)(21.0)] - [(.90)(93)(7.0) + (5)(2.0)]}{243}$
3. $N_1 = \frac{[(83.7)(21.0)] - [(83.7)(7.0) + (10)]}{243}$
4. $N_1 = \frac{(1757.7) - (595.9)}{243}$
5. $N_1 = \frac{1161.8}{243}$
6. $N_1 = 4.78$ additional overnight clients
7. To obtain the percentage decrease in the average overnight secure detention population effected by the OHDP during July 1975 through February 1976, we must then simply divide the above figure by the actual total average monthly overnight secure detention population for those eight months, as follows:

$$\frac{4.78}{51.08} = 9.4\% \text{ decrease}$$

Footnote:

*Since these variables are defined in terms of days, it is necessary to subtract one full day or a percentage of a day from each in order to obtain the number of nights. Hence, D_2 becomes $D_2 - 1$. Since $D_1 = 21.9$, it is necessary to subtract .9 rather than 1.0 to obtain the number of nights.

* * *

The formula presented in Table 22 can also be used to estimate the impact of the OHDP on the total number of child care days provided by the Detention Section of the Milwaukee County Children's Court Center. To do this we will not need the denominator in the equation; and since we are interested here in the total number of secure detention child care days, rather than nights, saved by the ODHP, we need not subtract anything from any of the variables involving number of days (e.g., $(D_1 - .9)$ becomes simply (D_1)). The modified formula is presented below with the required calculations:

$$\begin{aligned} \text{Number of Secure Detention} &= [(.90)(N_2 - R_1)(D_1)] - \\ \text{Child Care Days saved} &= [(.90)(N_2 - R_1)(S_1) + (R_2)(S_2)] \\ &= 1833.09 - 683.60 \\ &= 1149.49 \text{ days} \end{aligned}$$

The total number of child care days provided by the Detention Section during the July, 1975 through February, 1976 period was approximately 12,639. Insofar as the OHDP saved an estimated 1149.49 days, this means that the number of child care days which the Detention Section would have had to provide during the eight-month period would have been approximately 9.1% greater if the OHDP had not been operating (1149.49 ÷ 12,639).

B. Financial Impact

B.1. The Milwaukee Program

As of March 1, 1976 the OHDP had expended \$35,463 in total operating costs. The total number of child care days provided up to that date was approximately 4690. These two figures translate into an average cost per client day of approximately \$7.56 ($\$35,463 \div 4690$). The average cost per client day in the Detention Section of the Milwaukee Children's Court Center for the entire year of 1975 was \$57.02.³⁹

To the extent that it would have been necessary to provide 1149.49 additional secure detention child care days had the OHDP not existed,⁴⁰ the cost incurred would

³⁹ Statistics supplied by the Superintendent of the Detention Section, based exclusively on operating costs.

⁴⁰ See the preceding page.

have been approximately \$65,543.92 ($\57.02×1149.49). If we subtract the costs incurred by the OHDP, we can estimate a net savings to the community of \$30,080.92, or approximately 45.9% ($30,080.92 \div 65,543.92$).

OHDP planners originally sought to achieve a net savings to the community of 50% of the cost that would have been required to maintain OHDP clients in secure detention. By reaching a net savings of 45.9%, they achieved 91.8% of their original objective ($45.9 \div 50.0$).

B.2. Other Home Detention Projects

Data from the St. Louis⁴¹ and Newport News⁴² Home Detention Projects show that their average cost per client day was \$4.85 and \$9.85 respectively. The John Howard Association reports \$8.00 per client day to be a general average.⁴³ At \$7.56 per client day, the cost of the Milwaukee OHDP compares favorably with those of other home detention projects.

With respect to system impact, neither the St. Louis nor the Newport News Evaluation Reports contains a systematic analysis of the impact of the projects upon the local juvenile justice system. For this reason no comparative analysis of system impacts is possible here.

C. Judicial Disposition Influence

In proceedings before the juvenile court, Probation Officers often find themselves confronting possible role conflicts in which they must make a subtle choice between acting as juvenile advocates on one hand, or acting as de facto prosecutors on the other.

In theory, OHDP workers are not beset by the above role conflict and are free to serve as advocates for all youths under their charge. Project objective number eight⁴⁴ recognizes this function explicitly and has been construed by OHDP staff to imply, in part, advocacy before juvenile court disposition

⁴¹Keve, Op. Cit., page 20.

⁴²Buchwalter, Op. Cit., page 28.

⁴³John Howard Association, Standards and Goals for Juvenile Justice Handling; Unpublished; Chicago, 1974.

⁴⁴See page 9 of this report.

proceedings. The question to be addressed here is the nature and extent of any impact OHDP activities may have had on the type of court disposition rendered to their clients.

There are two basic forms which such OHDP judicial input may take. First, OHDP staff may provide information to Probation Officers and such information may reach the Court indirectly through the Officers' Court testimony and disposition recommendation. Second, OHDP staff may be called upon directly by the Court to offer written or verbal testimony for the disposition proceedings. In many cases OHDP input takes both forms. Because information on these activities was not recorded on a systematic basis, it is not possible to draw any clear conclusions about the OHDP performance of this function.

In the remarks which follow we present information obtained from interviews which suggest that the OHDP has indeed exercised some influence on court sentencing, but the precise direction and extent of such impact cannot be ascertained.

C.1. OHDP Court Impact

Six of the eight Probation Officers interviewed had referred youths to the OHDP. Of these six, all but one reported that OHDP staff had been present for the disposition hearing of some of their clients. Three reported that staff members had also given some form of testimony to the court.⁴⁵ OHDP staff have suggested that some form of judicial input has been given for approximately 30% - 40% of their clients. When OHDP testimony has been provided for the juvenile court, it has seldom been in written form.

C.2. OHDP Impact on Court Dispositions

Three of the relevant six Probation Officers interviewed stated that OHDP staff input had on some occasions induced them to change their recommendations to the court and in all probability resulted in different court dispositions than would otherwise have been the case.⁴⁶ They were also able to cite specific examples where OHDP input had led to less severe dispositions, such as the following.

⁴⁵Both Probation Officers who had referred more than 10 clients reported that such testimony had been given. See Appendix C.

⁴⁶This includes both Probation Officers who had referred more than 10 youths, and one Probation Officer who had referred 4-10 youths. See Appendix C.

Probation Officer #1: "Very frankly, before I had [OHDP worker's] information I did not see any other alternative than 24-hour a day locked door care for [client name]. So instead he was given probation until age 18."⁴⁷

Probation Officer #3: "There was one kid, [client name], who would have gone to Wales but did not because of Outreach. [OHDP Volunteer Worker] did casework and appeared at his hearing and made a disposition recommendation."⁴⁸

Despite the above evidence which suggests that OHDP input has resulted in less severe sentencing for their clients than would otherwise have been the case, it is not at all certain that the direction of the impact has been uniformly in favor of the less restrictive dispositions. As one Probation Officer observed:

"To be fair, I have also picked up some things I did not know negatively. [OHDP worker] returned [client] to detention and he was placed in residential treatment rather than given probation."⁴⁹

Given that twelve of the sixty-nine terminated clients returned and remained in secure detention until their court dates, it is likely that such information regarding their performance in the OHDP may have had some similar influence on court dispositions.

C.3. Summary of Disposition Impact

Available information suggests that the OHDP has indeed had some impact on client court dispositions, and that this impact has resulted in less severe sentences for some clients, and more severe sentences for others. Because information on this function was not maintained

⁴⁷See Appendix C.

⁴⁸See Appendix C.

⁴⁹See Appendix C.

on a systematic basis, it is impossible to determine either the overall direction of the impact or its precise magnitude.

However, the above concerns should not overshadow what is perhaps a more important judicial function of the OHDP. If youths are maintained in secure detention and simply sit there until their court date, Probation Officers must make their disposition recommendations on the basis of whatever information they are able to compile about the client and about his or her past behavior, no matter how spotty that information may be. If, on the other hand, youths are released to the OHDP, it is likely that the OHDP staff will furnish Probation Officers and Court with additional information about the needs and ability of those clients to maintain themselves trouble-free in the "real world."⁵⁰

To the extent that the provision of more complete information about clients' abilities and needs ultimately leads to more informed court dispositions, then this unlauded and unanticipated consequence may in the end be one of the more significant contributions of the Outreach Home Detention Program.

D. System Support

In this part of Section Six we focus primarily on the relationship established between the OHDP and officials at the Milwaukee Children's Court Center, with particular emphasis on the reactions of the Probation Officers. Approximately 22 Probation Officers have used the OHDP, and random stratified sampling was used to select six of these Officers who had used the program to varying degrees. Two Officers who had not used the OHDP were also interviewed.⁵¹

D.1. Probation Officers Using the OHDP

All Probation Officers interviewed had learned of the OHDP at a staff meeting in June of 1975, and showed a good understanding of the purpose and nature of the program. All tended to use the clients' willingness to cooperate and "degree of risk" as the primary criteria in deciding whether or not to refer clients to the OHDP.

⁵⁰See Appendix C.

⁵¹See page 3 of this report for a more detailed discussion of the methodology employed.

However, the specific client attributes which the Officers examined in deciding the degree of risk posed by the youths to themselves and to the community varied considerably, as did the various levels of client risk which the Officers considered appropriate for OHDP supervision.⁵²

All of the six Probation Officers interviewed support the project concept and operation, and intend to continue making referrals. This support is indicated by the following response to the evaluators' questions.

Question: How useful do you think the program has been?⁵³

<u>Response</u>	<u>Number</u>	<u>%</u>
Very Useful	4	66.7%
Somewhat Useful	1	16.7%
Not Useful	1	16.7%
Total	6	100.1%

Question: What about the concept itself, how useful do you think that is?⁵⁴

<u>Response</u>	<u>Number</u>	<u>%</u>
Very Useful	5	83.3%
Somewhat Useful/ Good Idea	1	16.7%
Not Useful	0	
Total	6	100.0%

Question: Would you use the program again? If yes, do you think you might use it less, at about the same level, or more?⁵⁵

<u>Response</u>	<u>Number</u>	<u>%</u>
Yes, Possibly more	2	33.3%
Yes, About the same level	4	66.7%
No	0	
Total	6	100.0%

⁵²See Appendix C.

⁵³See Appendix C.

⁵⁴See Appendix C.

⁵⁵See Appendix C.

The one Probation Officer who thought the program had not been useful had referred only one client and had been disappointed to find that the OHDP worker assigned to supervise the youth was not performing this obligation. The Officer did indicate, however, that he thought the concept of outreach home detention was useful and that he would use the program again.

Two other Probation Officers also indicated that they had experienced some difficulties with OHDP supervision of clients, and cited failure to contact the clients with sufficient frequency as the primary problem. Nearly all such instances occurred after December when the project caseload began to become unmanageable and the staff:client ratio approached 1:10.⁵⁶ One Probation Officer took care to emphasize that this had not been a problem in the early months of project operation when staff:client ratios were much lower. He observed:

"The only real hang-up was how they were running things at the end...But when the program first started, it was the best thing since Seven-Up."⁵⁷

D.2. Probation Officers Not Using OHDP

Two Probation Officers who knew of the OHDP but had declined to use the program were interviewed with the intent of determining their specific reasons for not making referrals. One of these Officers thought the program might be useful but since his caseload consisted almost exclusively of parolees, he considered his clients to be inappropriate for OHDP.

The other Probation Officer was an area supervisor and had no caseload to refer. However, he indicated that he neither encouraged nor discouraged his Probation Officers to refer their clients to OHDP since he did not think the concept of outreach home detention to be very worthwhile. His primary objection was that general supervision would not be sufficient to meet the needs of the clients and that much more intensive involvement with clients would be necessary for any such program to be genuinely worthwhile. Two main problems he saw in the concept are paraphrased on the following page.

⁵⁶See Graph 2, page 27 of this report.

⁵⁷See Appendix C.

- (a) Staff cannot set up controls for the clients and have no authority to back them up.
- (b) Youths are already being counseled to death. What they need is not more counseling or supervision, but something which could get them into constructive activities. If the OHDP could develop liaison with the business community, could get the clients jobs, and could get them involved in recreation and career things, then it might be useful.

To the extent that the above are representative of the reasons why some Probation Officers have appeared to be unreceptive to the OHDP, then the lack of participation by some Probation Officers is not indicative of any serious support difficulties. The first Officer supervised a clientele he considered inappropriate for the OHDP. While the second Officer was generally pessimistic about the utility of the concept, he suggested certain functions which could be performed and which might change his opinion. Many of these functions have indeed been performed on a limited scale by the OHDP.

D.3. Other Officials and Agencies

While the OHDP staff initially experienced some difficulty implementing and coordinating their efforts with other officials at the Milwaukee Children's Court Center, these appear to have been resolved for the most part. In February of 1976 Judge Jennaro transmitted a letter to the OHDP Director indicating his support of the program and crediting it with a ten to twenty percent reduction in the level of secure detention.



SECTION SEVEN

COMPARATIVE ANALYSIS OF THREE HOME DETENTION PROJECTS

SECTION SEVEN: COMPARATIVE ANALYSIS OF THREE HOME DETENTION PROJECTS

The intent of this Section is to allow for the development of a fuller perspective on OHDP performance by comparing the results of the Milwaukee project with those of the St. Louis and Newport News Home Detention Programs.⁵⁸

A. Profile of Programs and Clientele

A.1. Genesis and Purpose

In July of 1971 the Research Analysis Corporation (RAC) of McLean, Virginia received a grant from the U.S. Department of Health, Education, and Welfare (HEW) to design, implement, and evaluate a demonstration project for the diversion of delinquent youth from secure detention in St. Louis, Missouri. The project was implemented in September, 1971 and was one of the first of its kind. It had a yearly operating budget of approximately \$80,000 and a staff of eleven outreach workers. The St. Louis program also benefited from a considerable amount of technical assistance money included in the grant award for RAC's design, research, and implementation activities, beyond the \$80,000 operating budget.

The Newport News Outreach Detention Program was based on the St. Louis model and emerged under the financial auspices of the Virginia Division of Justice and Crime Prevention (LEAA) in February, 1972. The program was implemented in April of 1972 with an operating budget of approximately \$35,000 and a staff of four outreach workers. In addition to the above sum, the Newport News Juvenile

⁵⁸All information in this Section about the Newport News and St. Louis programs was taken directly, or computed, from data reported in the following two publications:

1. Buchwalter, Omar R.; American Technical Assistance Corporation, Outreach Detention Program Evaluation, (Newport News), May 1973.
2. Keve, Paul W. and Zantek, Casimir S.; Research Analysis Corporation (RAC), Final Report and Evaluation of the Home Detention Program, St. Louis, Missouri, August 1972.

and Domestic Relations Court used grant monies to subcontract with the Research Analysis Corporation for design, implementation, technical assistance, and evaluation of the program.

The Milwaukee OHDP was also funded by LEAA monies and was implemented in July, 1975 with an operating budget of approximately \$50,000 and a staff of three. In contrast to the above two projects, the Milwaukee grant did not contain funds for technical assistance, and the design and initial groundwork for the program were performed by volunteers from the Junior League of Milwaukee.

All three programs had the same basic performance objectives and differed only slightly with respect to their methodologies and implementation. Table 23 on the following page presents a summary comparison of the three home detention programs with respect to sixteen project attribute and performance variables.

A.2. Clientele

The data presented in Table 23 show that in comparison with the other two home detention projects, the Milwaukee OHDP clientele was:

- (a) slightly older on the average. Graph 7 on page 75 illustrates the different age distributions of the Newport News and Milwaukee programs.
- (b) comprised of a higher percentage of males.
- (c) comprised of a higher percentage of clients charged with offenses which would be felonies for adults. Graph 8 on page 76 illustrates this difference vividly. Table 24 on page 77 presents a more detailed breakdown of the major allegations against clients at the time of their admission into each of the three projects.

Given that the above three attributes (age, sex, seriousness of offense) are generally held to be indicative of the probability that youths will commit new offenses, it is reasonable to suggest that the Milwaukee OHDP dealt with a slightly higher risk clientele than the other two

Table 23: Summary Comparisons of Three Home Detention Projects

Row	Item	Milwaukee	Newport News*	St. Louis*
A.	Number of Staff	3	4	11
B.	Cost per Child Care Day	\$7.56	\$9.85	\$4.85
C.	Alternative Cost/Day (Detention Center)	\$57.02	\$21.28	\$17.54
D.	Savings per Child Care Day	\$49.46	\$11.43	\$12.89
E.	Cost per Terminated Case	\$337.74	\$234.85	\$234.48
F.	Average Length Client Stay (# Days)	56.5	21.9	39.6
G.	Attempted Frequency of Total Contacts	3/day	1/day	1/day
H.	Actual Average Frequency of Total Contacts	1.6/day	NA**	NA**

I.	Average Age	15.6	14.8	15.1
J.	Sex: Male	95.0%	80.5%	89.0%
	Female	5.0%	19.5%	11.0%
K.	Admitting Allegations			
	Felonies in Nature	92.0%	46.9%	43.9%
	Misdemeanors in Nature	8.1%	26.5%	33.1%
	Status	0.0%	26.5%	22.8%
L.	Average # Days Spent in Secure Detention Before Assignment	8.0	2.9	14.2

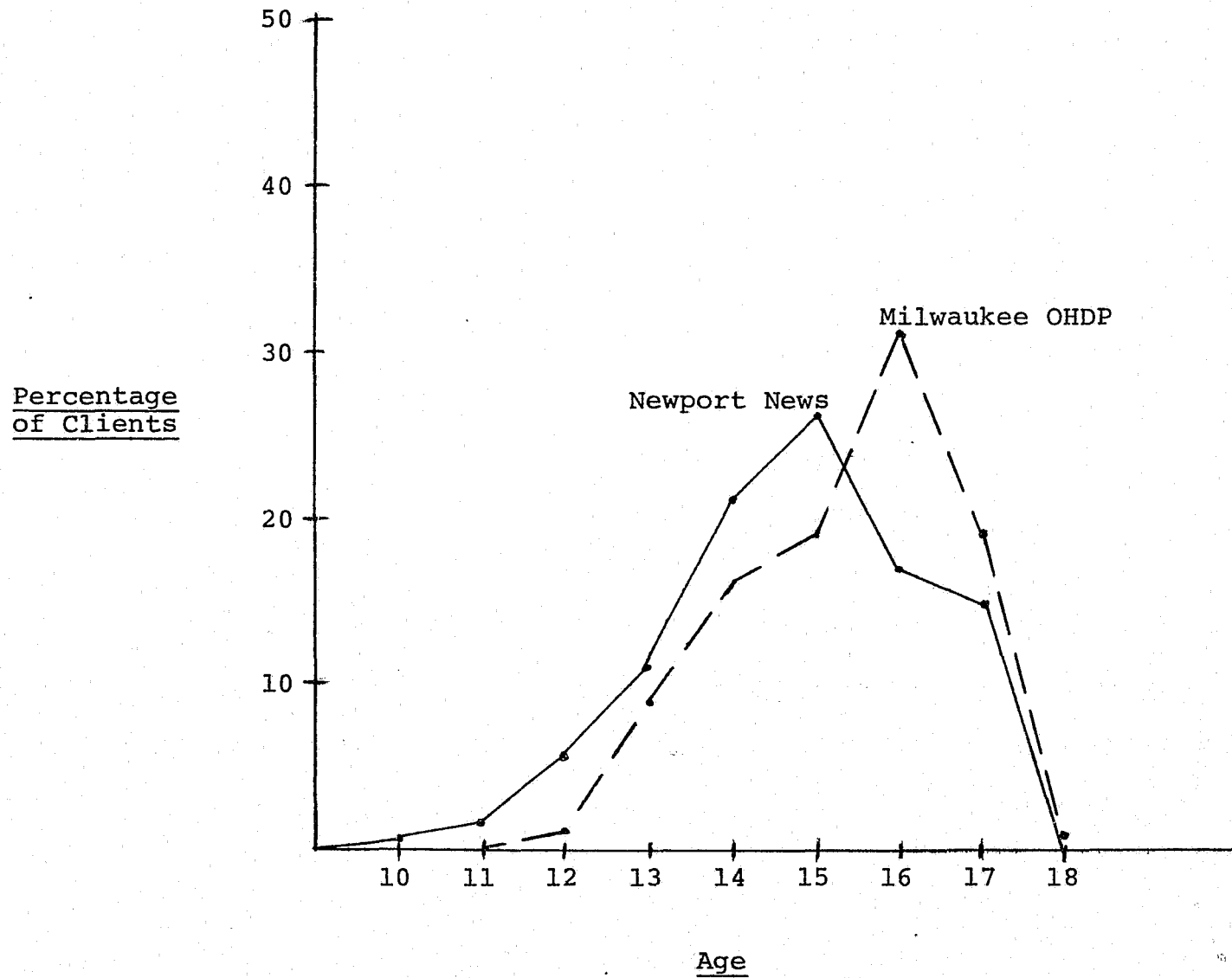
M.	% Successes	82.6%	92.9%	94.8%
N.	% Failures	17.3%	6.0%	5.2%
O.	% Terminated Due to Return to Detention Without New Offense	4.3%	14.9%	21.0%
P.	Total Number Terminated Cases	69	148	258

*Source: See source footnote #58, page 72.

**Information not available.



Graph 7: Comparison of Age Distribution
For Two Home Detention Projects



Graph 8: Clients' Major Admitting Allegations
Comparison of Three Home Detention Projects

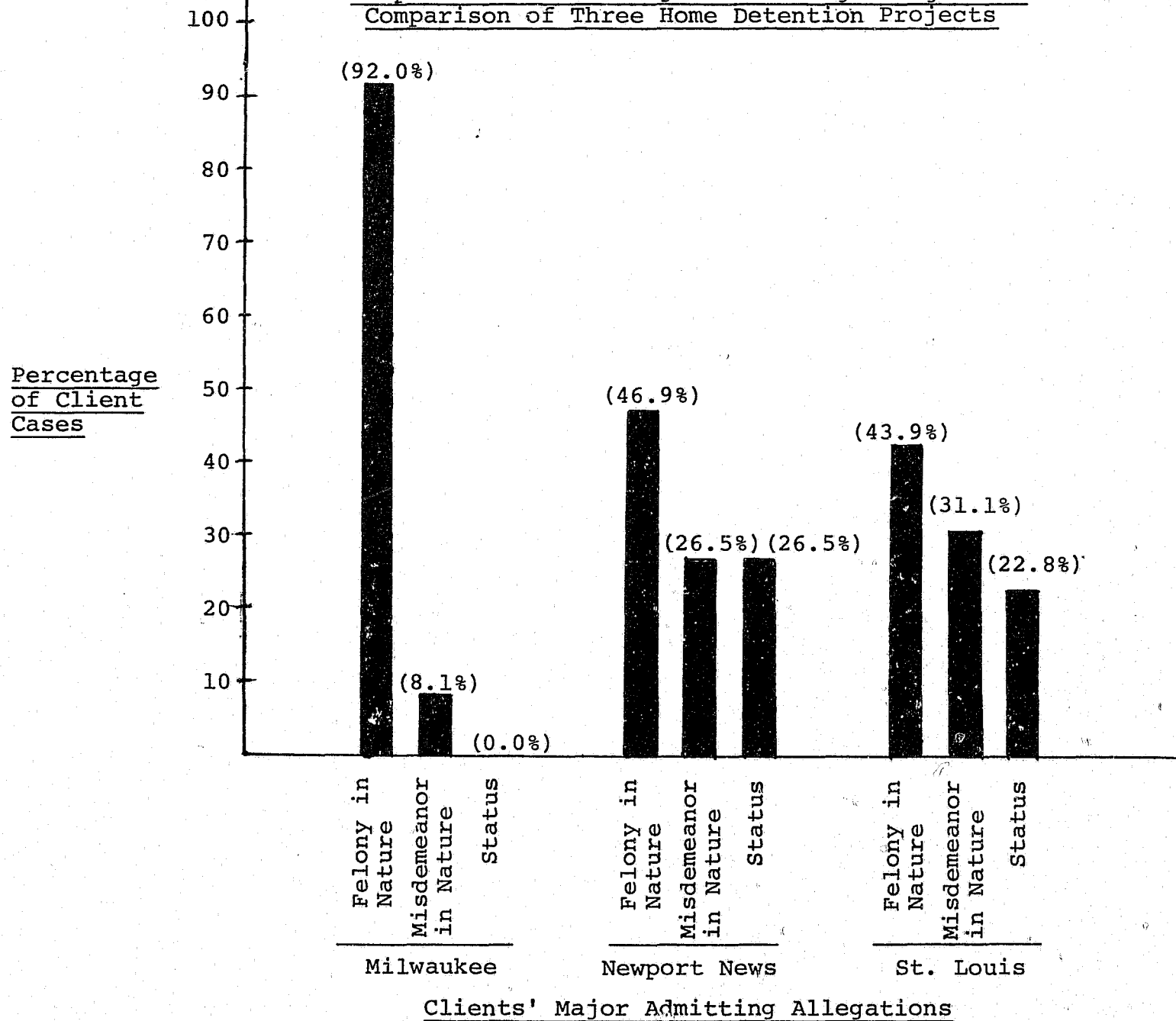


Table 24: Profile of Clientele by Admitting Allegations
Comparison of Three Home Detention Projects

	Milwaukee	Newport News*	St. Louis*
<u>A. Felonies in Nature</u>	%	%	%
1. Burglary	38.4	22.2	0.0
2. Robbery	16.3	0.0	0.0
3. Felonious Theft	10.5	0.0	0.0
4. Operating Vehicle Without Owner's Consent	10.5	9.3	12.8
5. Battery	9.3	3.7	25.9
6. Dangerous Drugs	1.2	11.7	1.7
7. Other	5.8	0.0	3.5
<u>B. Misdemeanors in Nature</u>			
8. Theft	0.0	11.7	31.5
9. Receiving Stolen Property	2.3	1.2	.3
10. Disorderly Conduct	1.2	6.8	.3
11. Other	4.6	6.8	1.0
<u>C. Status Allegations</u>			
12. Runaway	0.0	14.8	22.8
13. Other	0.0	11.7	0.0
Total Percentages	100.1*	99.9*	99.8*
<u>A. Total Felonies in Nature</u>	92.0	46.9	43.9
<u>B. Total Misdemeanors in Nature</u>	8.1	26.5	33.1
<u>C. Total Status Allegations</u>	0.0	26.5	22.8
D. # Clients/Information Available	86	162	289
E. # Clients/Information Unavailable	15	7	19
F. Total # Clients	101	169	308

Footnote:

*Percentages do not add up to 100.0 due to rounding error. All percentages were computed on the basis of the number of clients for which the admitting allegation was known (N=86, 162, 289, respectively).

programs.⁵⁹ This tentative inference should be kept in mind in the discussion of relative success rates, below.

In the past, the home detention concept has demonstrated its feasibility for a select group of youths characterized by attributes conforming to those found amongst clients in the Newport News and St. Louis projects. The differences between the Milwaukee clientele and those of other programs suggest that the concept may be used successfully for a greater variety of clients than was originally thought possible.

B. Successes and Failures

The same basic criteria were used to ascertain the rate of client success in all three projects: client "failures" consisted of all clients terminated due to the commission of a new offense or failure to make a court appearance. Clients who were returned to secure detention but neither committed a new offense nor missed a court appearance were not counted as "failures." The purpose of using this criterion in evaluating the Milwaukee OHDP was to allow for a comparison of the success rates amongst different home detention projects, and this comparison can be found in Table 25 on page 79. Table 25 shows the success rate of the Milwaukee OHDP to be approximately 12% lower than the average rate in the other two projects. $(100.0 - 82.6 \div 94.3)$

There are three plausible explanations for the slightly lower success rate in the Milwaukee project. First, it appears that the Milwaukee project dealt with a slightly higher risk clientele.⁶⁰ Second, clients remained in the Milwaukee project for a much longer period of time than in the other two projects. The average length of client stay in the Milwaukee OHDP (56.5 days) was 2.6 times the average length in the Newport News project (21.9 days) and 1.4 times the average length in the St. Louis project (39.6 days). This implies

⁵⁹The Milwaukee clientele also consisted for the most part of youths who had been serious repeaters in the past, and 37.1% of the clients had more than one charge against them at the time of admission to the OHDP. Furthermore, 56.1% of the Milwaukee clients lived with only one parent with 38.5% of these single-parents working full-time. These and other factors are suggestive of a high risk potential, but commensurate data were not collected on the Newport News or St. Louis projects. Thus, a more detailed comparison of the respective clientele is not possible.

⁶⁰See preceding footnote.

Table 25: Successes and Failures
Comparison of Three Home Detention Projects

	Milwaukee	Newport News	St. Louis
<u>A. Successes</u>	%	%	%
1. Normal Court Disposition	69.8	79.0	71.4
2. Terminated due to return to detention without new offense	4.3	14.9	21.0
3. Other	8.7	0.0	2.4
<u>B. Failures</u>			
4. New Offense	13.0	2.7	5.2
5. Absconded	4.3	3.3	0.0
C. Total Percentage	99.9*	99.9*	100.0
D. Total # Terminated Cases	69	148	252
E. Total Active Cases	32	21	56
F. Total # Cases	101	169	308
<u>G. Summary</u>			
Successes	82.6	93.9	94.8
Failures	17.3	6.0	5.2

*Percentages may not add to 100.0 due to rounding procedures.

again a slightly higher likelihood that clients would recidivate while in the Milwaukee project than in the other

Third, it appears that the other two projects made much greater use of the "therapeutic" remand to secure detention than did the Milwaukee OHDP. Approximately 15% of the Newport News clients, and 21% of the St. Louis clients, were terminated and returned to secure detention without their having committed a new offense. Only 4.3% of the Milwaukee clients were so returned.

Given that the objectives of these projects involved not only keeping clients trouble-free and ensuring that court appearances were met, but also removing the clients from the confines of secure detention, this implies a second and more stringent standard for assessing project performance. If this second standard is used and the above terminated clients are included amongst the list of "failures," then the relative success rates of the three projects appear to be fairly consistent:

<u>Program</u>	<u>Success Rate #2</u>
Milwaukee	78.3
Newport News	79.0
St. Louis	73.8

C. System Impact

Table 23 on page 74 shows the average cost per client day to vary between \$4.85 and \$9.85 for each of the three projects, with the Milwaukee cost figure falling between the extremes (\$7.56). In all three cases these figures represent a significant advantage over the cost that would have been incurred had the home detention youths been maintained in the local secure detention facilities.

A simple comparison of the home detention cost per client day versus the secure detention costs does not, however, provide a good estimate of the net savings to the local communities since in all three projects most clients spent some time in secure detention prior to home detention release, others were returned to secure detention, and not all clients would have remained in secure detention for as long a time as they remained in their respective home detention programs.

In Section Six we attempted to take all of the above factors into account and estimated a net savings to the Milwaukee community of approximately \$30,000 or 46%.⁶¹ No similar

⁶¹See page 65 of this report.

attempt was made to estimate system impacts by evaluators of the Newport News or St. Louis programs, and a comparative analysis of system impacts is therefore impossible.⁶²

D. Summary

Comparative analysis of the three home detention projects considered here has shown their performance and impact to be fairly consistent even within different legal and social systems. These projects have recommended themselves as worthy alternatives to normal detention practices for a variety of clienteles by performing the same societal functions as secure detention at less cost. It is worth observing at this point that even if the home detention program proved to be no more cost-effective than confinement in secure detention, the concept is to be recommended on humanitarian grounds alone. In many instances these projects have also gone far beyond performance of the "detention" functions and have provided a variety of supportive services (e.g., job procurement, recreation, service referral, tutoring) which are excluded from the confines of secure detention centers.

In essence, the apparently facile replication of the home detention program in a variety of contexts may be attributed to the relative simplicity of the concept itself and the willingness of concerned citizens to take advantage of a concept which has demonstrated itself to be operationally and economically feasible, as well as humanitarian.

⁶²Evaluators of the St. Louis project did, however, concede the following: "The only substantial disappointment in the detention situation in St. Louis is the fact that the Home Detention Program has not reduced the number of cases in the Detention Center commensurate with the number in the program. At this point it is not possible to say with certainty why this is so." Keve, Op. Cit., page 22.

While evaluators of the Newport News and St. Louis projects did not attempt a statistical analysis of system impact, they did contend that the net savings to the local communities was about 50%, a figure close to the 45.9% figure for Milwaukee.



SECTION EIGHT

PROJECT PROBLEMS and POLICY ISSUES

SECTION EIGHT: PROJECT PROBLEMS and POLICY ISSUES

Five general categories of project difficulties are addressed in this Section. The discussion culminates in a list of recommendations for dealing with these problems which can be found in the following Section arranged under the same topical headings. Evaluation staff have previously brought many of these issues to the attention of OHDP staff. In many cases project staff were aware of the existence of problems and have already begun seeking their resolution.

A. Project Caseload

On pages 26-28 we observed that project caseload, and therefore staff:client ratios, greatly exceeded the desired levels (1:5 to 1:7). The major reason for this was the fact that clients remained in the program for a much longer period of time than was originally anticipated. In order to serve 150 clients per year and at the same time maintain a staff:client ratio of 1:5, the average length of client stay can be no greater than 36.5 days. If a staff:client ratio of 1:7 is maintained, the average can be no more than 51.1 days.⁶³ The actual average length of client stay for all terminated clients was 56.5 days.

Since the length of time clients remain in the OHDP is determined by the time it takes for the Juvenile Court to dispose of its cases, this would appear to be a fairly immutable or inflexible problem, one which could be resolved only if the OHDP established a maximum limit on the number of days clients could remain in the program. However, further analysis shows that this is not entirely the case and suggests that a number of additional solutions may also be attempted.

Graph 2 on page 27 illustrates the fairly uniform increase in project caseload over time. While the rate at which new clients were accepted into the program did vary somewhat, this alone cannot account for the progressive increase in caseload levels. This leaves two other possible explanations:

⁶³See Table 28, page 89.

- (a) "Pile-up." If clients remained in the OHDP an average longer than 51.1 days and this length of stay remained fairly constant over time, it would mean that these clients would "accumulate" in the program and caseload levels would rise beyond the acceptable range even with a constant rate of client admission into the program.
- (b) "Something happened." On the other hand, "something" may have occurred to cause clients to remain in the OHDP longer in the second and third quarters than in the first quarter of project operation.

In order to control for the effects of "pile-up," we have categorized OHDP clients according to their length of stay in the program and their date of entry. Table 26 on the following page shows this tabulation and reveals a moderate tendency ($\text{Gamma} = .41$) for clients to remain longer in the program as time progressed.⁶⁴ The average length of client stay was 42.0 days for those clients admitted into the program during the first quarter, and was 64.4 days and 61.8 days for clients entering the second and third quarters respectively. However, 7 of the 46 clients entering during the second quarter, and 15 of the 25 clients entering during the third quarter, remained active cases as of April 13, 1976, when the last site visit was made. To obtain more reliable figures on the average lengths of client participation, we have used information on the scheduled court dates for these active clients to estimate the actual length of time they will remain in the OHDP. These projections, combined with the actual figures for all terminated clients, yielded the following:

<u>Quarter</u>	<u>Ave. Length Client Participation (# days)</u>
First	42.0
Second	65.7
Third	71.2

The above estimates were also used to reconstruct Table 26, and this appears as Table 27 on page 85 and is illustrated more vividly in Graph 9 on page 86.

⁶⁴The Gamma association is statistically significant, $p < .05$. Obviously a regression analysis would be the more elegant statistical technique to use here. This analysis was indeed employed and was supportive of the cross-tabulation results. The relevant data are not reported here since regression is more difficult to comprehend and the cross-tabulation Gamma statistic allows for a greater margin of error in the data.

Table 26: Number of Client Days in Program X Date of Entry*

		Date of Client Entry				
		1st Quarter July-Sept.	2nd Quarter Oct.-Dec.	3rd Quarter Jan.-Feb.		
# Client Days in Program	0-21	9 45.0 26.5	10 50.0 21.7	1 5.0 4.0	20 100.0 19.0	Number % Row % Column
	22-49	16 41.0 47.0	12 30.8 26.1	11 ² 28.2 44.0	39 100.0 37.1	Number % Row % Column
	50-145	9 19.6 26.5	24 ¹ 52.2 52.2	13 ³ 28.3 52.0	46 100.0 43.8	Number % Row % Column
		34 32.4 100.0	46 43.8 100.0	25 23.8 100.0	105	Number % Row % Column

Statistics:

Gamma (measure of association) = .41
 Chi-Square (test of significance) = 10.312
 with 4df, p = .040
 p < .05

Footnotes:

*Second and third quarter totals include 22 cases which remained active as of April 13, 1976. In computing length of stay, these cases were treated as if they had been terminated on that date.

¹Of these 24, 7 cases (29.2%) remained active as of April 13, 1976.

²Of these 11, 6 cases (54.5%) remained active as of April 13, 1976. All six cases had accumulated 44-47 days in the program as of that time. Thus, it is likely that all six will move into the 50-145 day category by the time they are terminated.

³Of these 13, 9 cases (69.2%) remained active as of April 13, 1976.

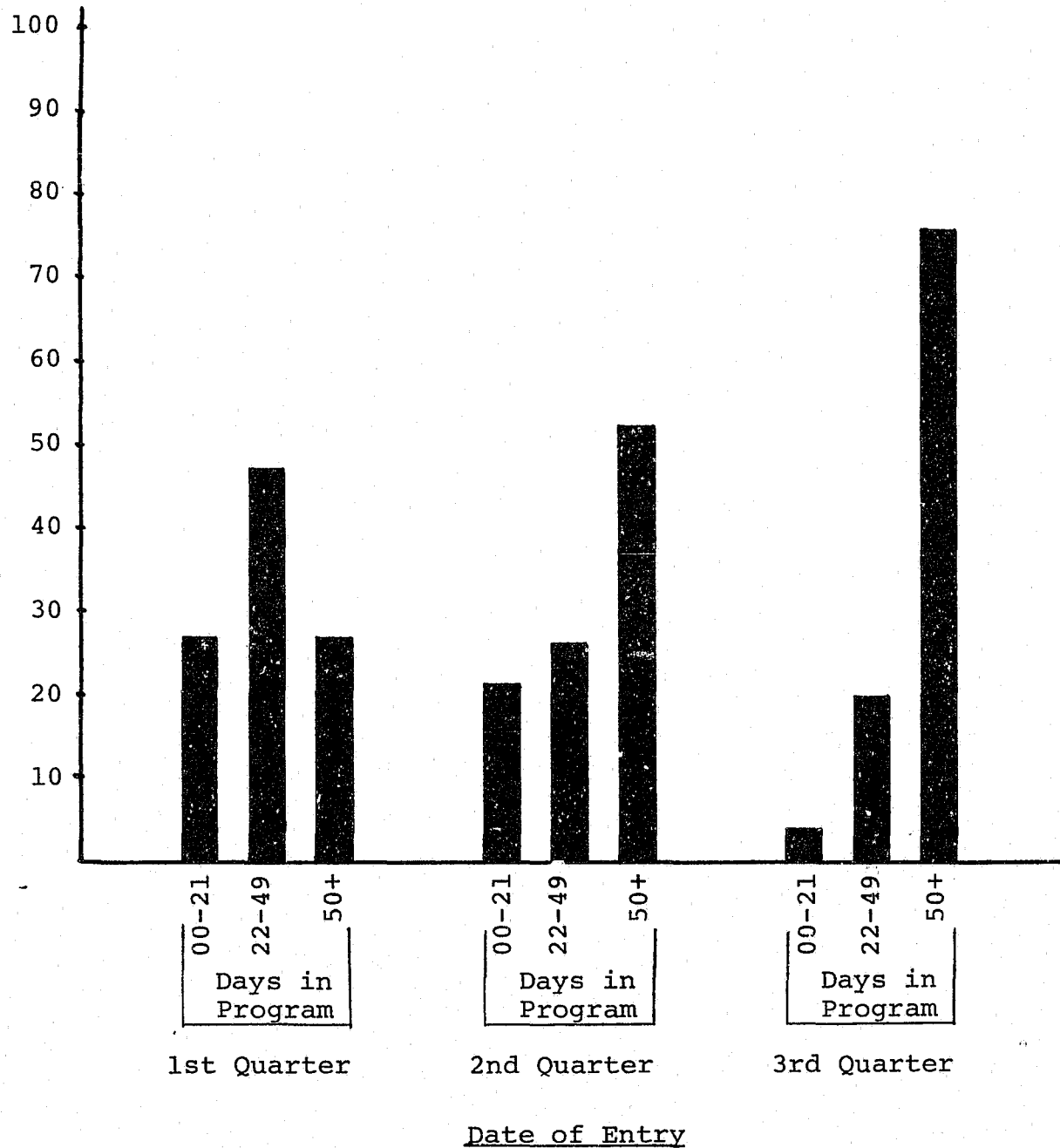
Table 27: Projected Column Percentages

Number of Client Days in Program X Date of Entry

		<u>Date of Client Entry</u>			
		1st Quarter July-Sept.	2nd Quarter Oct.-Dec.	3rd Quarter Jan.-Feb.	
<u># Client Days in Program</u>	0-21	26.5 N=9	21.7 N=10	4.0 N=1	19.0 N=20
	22-49	47.0 N=16	26.1 N=12	20.0 N=5	31.4 N=33
	50-145	26.5 N=9	52.2 N=24	76.0 N=19	49.5 N=52
		100.0 N=34	100.0 N=46	100.0 N=25	105

Graph 9: Projected Column Percentages
Client Days in Project X Client Date of Entry

Percentage
of Clients
Per Quarter



Obviously "something happened" to cause clients to remain longer in the OHDP during the second and third quarters. Since there was no change in the type of clientele accepted into the project, and since the average length of time it took for the Juvenile Court to dispose of its cases did not show the same variation over time, it is likely that the above trend was related to discretionary policy procedures at the Milwaukee Children's Court Center. As such, it is also likely that the problem is less intractable than would be the case if the average length of stay in the OHDP had been constant over time and had been caused exclusively by Court backlog.

When it is determined that a youth will be referred to the Milwaukee County Juvenile Court, the Probation Officer assigned to the case makes a petition referral to the D.A.'s office, which in turn draws up the necessary petition. The head of the Administrative Services Section then works with the Probation Officer and other appropriate Court officials in scheduling the requisite court hearings. Judicial policy at the Milwaukee Children's Court Center gives top scheduling priority to those youths held in secure detention. Such youths generally await their court dates anywhere from two to four weeks. There is no official second priority group. When a youth is released from secure detention to the OHDP, he or she falls into the "other" category. For this reason OHDP clients have awaited their court dates an average of 34.6 days longer than they would have had to wait if they had remained in the Detention Section.⁶⁵

Since the Probation Officers have some input into the scheduling decisions, Program Evaluation Staff asked each Officer interviewed if they had any de facto second priority group beyond those youths held in secure detention. One Officer indicated his second priority to be "serious cases, then all others." Such a group would presumably include most OHDP clients. Four Officers replied that they had no second priority group. But one Officer indicated explicitly that OHDP clients constituted his second priority and stated the following:

"Yes, those in OHDP. If I know that someone is [working hard] with someone, then I try to get them through as a matter of courtesy."⁶⁶

The two Officers who indicated that they did have a second priority group which included OHDP clients were among the first and most frequent users of the Outreach project. The

⁶⁵This is an estimate. See page 62 of this report.

⁶⁶See Appendix C.

other Officers interviewed had begun to use the project later in the first quarter or in the second quarter of program operation. It is therefore possible that in the second and third quarters of operation the OHDP clientele came to consist of a greater proportion of youths whose Probation Officers did not give any kind of second scheduling priority to OHDP clients.

To the extent that the above has been the case, it may be possible to decrease the length of time clients remain in the OHDP by encouraging all Probation Officers using the project to give OHDP youths second priority in the scheduling of court dates.

* * *

The importance of the length of time clients remain in the OHDP to the objectives of serving 150 clients per year while at the same time maintaining a staff:client ratio between 1:5 and 1:7 should not be underestimated. In Table 28 on the following page we have shown the effect of different average lengths of client stay in the OHDP on the average project caseload. In order to serve 150 clients annually, project caseload would have to average more than 26 clients and staff:client ratios would average almost 1:9 if the second quarter's average length of stay (64.4 days) were maintained (Row I). If the third quarter's estimated average length of client stay were maintained (Row J), project caseload would have to average more than 29 clients and staff:client ratios would have to average almost 1:10.

B. The Use of Secure Detention

The use of secure detention for OHDP clients occurs in two general instances: before clients are assigned to the OHDP, and after they have been accepted into the project. Because the policy issues involved in each type of use are different, they are discussed separately below.

B.1. Before Assignment

OHDP clients spent an average of 8.0 days in secure detention before being released to the project.⁶⁷ This was the single most important factor in preventing the OHDP's system impact from being greater than it was. For example, if the average number of days clients spent in the Detention

⁶⁷The median was 7 days. See pages 24-25.

Table 28: Project Caseload Contingencies

		Acceptable Caseload Range																			
Row	Category	5 clients/ worker										7 Clients/ worker									
A.	Total Ave. Proj. Caseload (# Clients in Program)	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	
B.	Total # Staff Needed @ 5 Clients/Worker	2.4			3.0		3.4			4.0					5.0	5.2				6.0	
C.	Total # Possible Super- vision Days (Caseload x 365)	4380	4575	5110	5475	5840	6205	6570	6935	7300	7665	8030	8395	8760	9125	9490	9855	10220	10585	10950	
D.	Average # Client Days in Program (Total Super- vision Days ÷ 150)	29.2	31.6	34.0	36.5	38.9	41.4	43.8	46.2	48.6	51.1	53.5	55.9	58.4	60.8	63.3	65.7	68.1	70.6	73.0	
E.	First Quarter Actual Average Project Caseload (11.6 Clients)	X																			
F.	Second Quarter Actual Average Project Caseload (22.1 Clients)											X									
G.	Third Quarter Actual Average Project Caseload (25.6 Clients)															X					
H.	Projected # Clients Served Annually, with 1st Quarter Ave. Length of Client Stay (365/42.0 X Project Caseload)	104	113	121	130	139	148	156	165	174	182	191	200	208	217	226	234	243	252	260	
I.	Projected # Clients Served Annually, with 2nd Quarter Ave. Length of Client Stay (365/64.4 X Project Caseload)	68	74	79	85	91	96	102	108	113	119	125	130	136	142	147	153	159	164	170	
J.	Projected # Clients Served Annually, with Estimated 3rd Quarter Ave. Length of Client Stay(365/71.2 X Project Caseload)	62	67	72	77	82	87	92	97	103	108	113	118	123	128	133	138	144	149	154	

Section before being released to OHDP had been 3 days instead of 8 days, an additional 418.5 secure detention child care days would have been saved. This would have resulted in an additional net cost savings to the community of \$20,669, so that the total net savings to the community would have been 56.8% rather than 45.9% of the cost required to maintain OHDP clients in secure detention.⁶⁸

Probation Officers suggested the following reasons to account for the relatively large amount of time specific OHDP clients spent in secure detention prior to home detention release:

- (a) Client's attitude was initially unreceptive
- (b) Parent demanded secure detention
- (c) Attitude of the Court Commissioner was not receptive to home detention release
- (d) Difficulty in locating a placement resource-- there was no place for the youth to stay
- (e) Needed time to assess the youth's attitude, needs, and home situation

The above factors suggest that the time OHDP clients spent in secure detention before release was indeed purposeful. However, it is questionable whether such a lengthy period of time is necessary for the performance of the above functions, particularly when it is recognized that approximately 49% of the OHDP clients spent nine or more days in secure detention before being released to the program. Program Evaluation Staff asked the Probation Officers interviewed if it would be possible to provide home detention release sooner than had been the case in the past. This question elicited the following responses:⁶⁹

<u>Response</u>	<u># P.O.'s</u>
Yes, sometimes	2
Maybe/possibly	2
No	<u>2</u>
Total	6

Insofar as two-thirds of these Officers indicated that such a reduction might be possible, we suggest that efforts directed toward this goal may be both successful and significant.

⁶⁸All calculations are based on the formula in Table 22, page 63.

⁶⁹See Appendix C.

B.2. After OHDP Assignment

A total of seventeen clients were returned to secure detention while they were in the OHDP. Six of these clients were returned without allegations of a new offense (or a court disposition), and four of these six were later re-released to the OHDP.⁷⁰

The placement or return of youths in secure detention without allegations of a legal offense has been termed "therapeutic remand." Whether or not one believes in the need or effectiveness of such a practice, it does raise questions of legal propriety.⁷¹ It is advisable that the OHDP consider the legal issues involved and develop an explicit policy on this matter to guide Outreach staff.

A related issue concerns not the reasons for returning clients to the Detention Section so much as the process for doing so. Since OHDP staff do not have the legal authority to perform this function, they must work with the police and relevant court officials, specifically Probation Officers, who are invested with such powers. Interviews with Probation Officers have suggested that there has been some confusion in the past about the appropriate procedures to be used, and it is therefore advisable that these procedures be clarified and coordinated with the Probation Officers.

C. Client Supervision and Project Management

In addition to the issues already discussed in this Section, Probation Officers cited instances indicative of the following possible problem areas. While the remarks below generally relate to isolated rather than generalized occurrences, they do suggest certain policy issues which OHDP staff should consider carefully.

⁷⁰See Table 10, page 37.

⁷¹See Children's Code, Wisconsin Statutes, Chapter 48.28, which defines the conditions under which a juvenile may be held in secure detention. These statutes prohibit the use of therapeutic remand except when the Court determines that the "welfare of a child demands that it be immediately removed from its present custody" with intent to place the child with a licensed welfare agency, or "when it is reasonably believed that the child has violated the terms of his probation, parole, or other field supervision."

C.1. Staff:Client Frequency of Contact

Two Probation Officers mentioned problems which had arisen due to OHDP failure to see clients with the agreed frequency. The instances cited occurred in the second and third quarters of program operation, and were not restricted to any one OHDP worker. This suggests again that the effects of an inordinate project caseload and a high staff:client ratio were far reaching.

A related issue concerns the lack of a conscious policy governing the choice of both contact types (face-to-face, phone) and contact frequency for different clients. Data presented in Section Five show frequency and type of contact to have varied considerably. This is a laudable practice to the extent that such variation answers differences in the needs of various clients. The only problem in the lack of a conscious policy on this matter is that it is impossible for OHDP administrators to determine or to ensure that the variation in contact type and frequency is indeed dictated by client needs rather than by extraneous factors such as the degree to which OHDP staff enjoy particular individuals.

C.2. Degree of Staff:Client Involvement

One Probation Officer observed that there was a danger in OHDP staff becoming too involved with clients and suggested that the acceptable degrees of personal involvement on the part of OHDP staff be given careful consideration. This does not appear to have been a serious problem and we cite this observation primarily as an invitation to OHDP staff to assess the issue as a policy matter. Aside from possible supervision difficulties or potential interference with parent-child relationships, the level of personal involvement on the part of staff should be considered in terms of its potential influence in determining (a) the frequency and extent of client contact, (b) the type of client contact, and (c) choices relating to whatever post-disposition activities OHDP staff may be planning.

C.3. Coordination With Probation Officers

In addition to problems attendant to the remand of clients to secure detention, some lack of coordination in the scheduling or re-scheduling of appointments was noted by one Probation Officer. This Officer was particularly concerned about changes made in appointment dates without notification or involvement on the part of the P.O., and concluded: "If there is any changing, it should be coordinated change."

C.4. Coordination With Parents

Some Probation Officers noted the danger of OHDP staff interfering with parent-child relationships. One Officer also observed that some parents were disturbed by lack of notification regarding destination and travel plans when OHDP staff pick up clients. Once again these do not appear to have been serious problems in the past but are noted in order to alert OHDP staff to potential areas of difficulty.

D. Location and Logistics

One Probation Officer suggested that the location of the OHDP office in downtown Milwaukee was less than ideal insofar as (a) it is far removed from the Children's Court Center, and (b) there are few parking spaces nearby and low-income families comprising the OHDP clientele are required to absorb high parking fees when making the initial admission interview.

Of more immediate concern is the lack of privacy in the OHDP office; the physical structure of the office simply does not afford clients or their families with the opportunity to speak with confidence without interference from on-going office activities. For this reason serious consideration should be given to moving the OHDP office.

E. Staff Training

There has not been a great deal of effort devoted to staff training (see page 14), and several Probation Officers emphasized the need for additional training. This need is all the more acute in light of the recent staff turnover.



SECTION NINE

PROJECT RECOMMENDATIONS

SECTION NINE: PROJECT RECOMMENDATIONS

The following project recommendations are arranged to correspond to the discussion of problems and policy issues in Section Eight, and are intended to assist OHDP staff in dealing with those and other issues discussed in this report.

A. Project Caseload and Clientele

A.1. Recommendation #1: OHDP staff should take steps to ensure that staff:client ratios do not exceed the 1:7 maximum standard specified in the grant application.⁷² It is recommended that the following two activities be undertaken in pursuit of this objective:

(a) Limiting the maximum length of client stay in the OHDP to no more than 73 days.⁷³ Approximately 24% of the clients to date exceeded this length

⁷²Page four of the second-year grant application specifies that each worker is to supervise five to seven cases. As noted in earlier discussions, staff experienced supervision difficulties when the staff:client ratio exceeded 1:7. The Newport News and St. Louis Home Detention Programs also found the 5-7 caseload range to be the most workable, and the recent Juvenile Justice Standards and Goals Study Committee similarly recommends that such projects "not exceed a maximum client:staff ratio of 7:1." See Juvenile Justice Standards and Goals, Wisconsin Council on Criminal Justice, Final Report, December, 1975, pages 65 and 68.

⁷³See pages 82-88 for problem analysis. Assuming that the OHDP succeeds in obtaining an additional staff worker as planned, there will be three Adjustment Assistants with caseloads ranging from 5-7 clients, and a Director with a caseload of 3-5 clients. This translates into a project caseload ranging from 18-26 clients. Table 28 on page 89 shows that the average length of client stay in the project must range from 43.8 to 63.3 days (Row D) to correspond to this caseload range. Seventy-three days is therefore a reasonable maximum to ensure that the actual average falls in-between these extremes and project caseload at no time exceeds 26 clients.

of stay. By implementing this limit the OHDP should be ensured of serving the desired 150-175 youths annually without overly restricting the utility of the program, and thereby its acceptance, for the referring Probation Officers.

- (b) Seeking the cooperation of relevant court officials in having OHDP clients designated as an official second priority group for purposes of court scheduling.⁷⁴ If this occurred, it might seldom be necessary to invoke the above 73-day limit.

- A.2. Recommendation #2: Resolution of the caseload problem should precede any efforts to expand either the intensity or the scope of program operations (e.g., post-court disposition activities on behalf of clients).

B. The Use of Secure Detention

- B.1. Recommendation #3: OHDP staff should seek to reduce the length of time clients remain in secure detention before being released to the OHDP.⁷⁵ Such efforts might include:

- (a) Increasing the availability of OHDP staff for attendance at detention hearings and for consultation with Probation Officers (e.g., attending on a regular basis the Wednesday detention hearings).
- (b) Consultation with the Court Commissioner.
- (c) Consultation with each Probation Officer with emphasis on the desirability of earlier referrals.

There is an inherent conflict between the need to accept a relatively high-risk clientele and the goal of reducing the amount of time clients spend in the Detention Section. Given the nature of this clientele, it would be unreasonable to expect that the use of secure detention could be

⁷⁴ See pages 87-88 for a discussion of relevant court procedures. This recommendation suggests that court scheduling priorities would be:

1. Detention Section youths
2. OHDP clients
3. All others

⁷⁵ See pages 89-90 for a problem analysis.

eliminated or even reduced to no more than one or two days for all clients. However, it is quite probable that the average length of time clients spend in secure detention before being released to the OHDP could be reduced from 8 to 3 or 2 days.⁷⁶

- B.2. Recommendation #4: OHDP's policy on therapeutic remand to secure detention should be clarified and possibly re-defined in cooperation with Probation Officers and with particular attention to the standards of legal propriety embodied in Wisconsin Statutes Chapter 48.28.⁷⁷

Recommendation #5: The procedures necessary and appropriate for returning clients to secure detention should be clarified in cooperation with Probation Officers and used by all OHDP staff or volunteers recommending that clients be remanded to the Detention Section.⁷⁸

C. Client Supervision and Program Management

Recommendation #6: OHDP staff should reassess the criteria used in determining the type, intensity, and frequency of contact with different clients for purposes of maximizing the ability to meet clients' needs and enhance program effectiveness. To the extent that clients have different needs and "risk," it may be useful to prioritize the allocation of supervision resources to conform to those differences both between clients and for each individual client over time.⁸⁰ For example, clients who do not appear to have as great a supervision or advocacy need as others may be switched gradually from predominantly face-to-face contacts to more phone contacts. In every case, however, the primary consideration should be the degree of client needs.

Recommendation #7: OHDP staff should consider refining and possibly revising the project objective of providing one

⁷⁶See pages 89-90 for an explanation of this rationale.

⁷⁷Return of clients to secure detention for any reason other than intent to lodge a legal complaint or client violation of supervision rules.

⁷⁸See page 91 for problem analysis.

⁷⁹See page 91 for problem analysis.

⁸⁰See pages 49-53 and page 92 for a discussion of these issues.

contact per client each day in favor of a more flexible approach which also specifies the desired type of contact (face-to-face, phone). A more flexible standard which can be varied according to the needs of different types of clients might specify both a minimum and a maximum desired average rate of contact for all clients and might offer guidelines for the desired rate and type of contact for different clients within that flexible range.

Recommendation #8: OHDP staff should develop a policy on the delivery of court testimony which recognizes the need to limit judicial uses of OHDP client information to dispositional hearings.⁸¹ OHDP court testimony should be rendered in written form whenever possible and the policy governing such testimony should be developed in cooperation with relevant court officials. It is important to note that OHDP court testimony, together with relevant information regarding client performance, should be made available to Probation Officers in time for their disposition recommendation to the court.

Recommendation #9: OHDP staff should seek better coordination with Probation Officers and should discuss possible program changes with them prior to implementation. Among the topics which merit discussion with such Officers are the following:

- (a) Refining referral procedures, so that (1) earlier referrals can be made and clients can be released to OHDP from secure detention sooner, and so that (2) all referrals conform to the desired intake criteria in the sense that project clientele consists exclusively of those youths who would otherwise remain in the Detention Section until their court dates.
- (b) Refining court scheduling priorities so OHDP clients are designated as an official second priority group in the scheduling of court dates.
- (c) Setting a limit on the maximum number of days clients may remain in the OHDP.
- (d) Clarifying the policy on client return to secure detention.
- (e) Clarify the procedures to be used in client remand to the Detention Section.
- (f) Developing an explicit policy on OHDP staff delivery of court testimony or other OHDP judicial input.

⁸¹See Special Condition #10, Program 15, Subsection A, Wisconsin Council on Criminal Justice, 1976 Criminal Justice Improvement Plan, page 283.

- (g) Problems of OHDP accessibility for purposes of referrals, client/parent interviews, attendance at judicial hearings, coordination of effort, etc.
- (h) Any plans for post-court disposition activities.

D. Location and Logistics

Recommendation #10: The OHDP should be moved to an office which can guarantee by virtue of its physical structure the privacy and confidentiality necessary for candid discussions and interviews with clients and their families.

Recommendation #11: OHDP staff should consider making the program more accessible to clients and court officials. In terms of physical location alone, OHDP staff should consider the following possibilities:

- (a) Obtaining an office or desk and phone at the Children's Court Center so that referrals, interviewing, and attendance at court hearings can be facilitated.⁸²
- (b) Relocating to a physical location more accessible to clients and their families.
- (c) Expanding the role of the Probation Officer liaison or similar position to coordinate and mobilize appropriate referrals.

E. Staff Training

Recommendation #12: It is strongly recommended that OHDP staff develop and implement a plan for staff training consisting of no less than 40 hours of annual training for each staff member.⁸³ Such training should include elements of each of the following four general topic areas:

- (a) Judicial and administrative policies and procedures at the Milwaukee Children's Court Center.

⁸² Having some form of authoritative representation at the Children's Court Center may not only increase program effectiveness (e.g. reducing referral time, increasing coordination with P.O.'s, etc.) but may also increase program efficiency. Given the creative use of court delays and frequent re-scheduling of court dates and times, attendance at judicial hearings is not only difficult, it is also relatively inefficient with respect to OHDP staff time since the OHDP office is so far removed.

⁸³ See Special Study Committee on Criminal Justice Standards and Goals, Juvenile Justice Standards and Goals, Final Report, December, 1975, Subgoal No. 7.5(c), page 57.

- (b) Other substantive aspects of the functioning juvenile justice system in Milwaukee County (e.g., Law Enforcement, Treatment Homes, Correctional Facilities, etc.).
- (c) Community resources and their policies/practices in Milwaukee County (YSB's, shelter care, alternative schools, GED and tutoring programs, etc.).
- (d) Outreach counseling techniques.

Recommendation #13: OHDP administrators should also consider the feasibility of reimbursing staff for college, university, or other professional development course expenses related to job responsibilities contingent upon successful completion of the training program.⁸⁴

⁸⁴Ibid., Subgoal 7.5(f), page 57.



SECTION TEN

SUMMARY OF FINDINGS

SECTION TEN: SUMMARY OF FINDINGS

A. Project Findings

Program Evaluation Staff of the Wisconsin Council on Criminal Justice conducted an intensive evaluation of the Milwaukee Outreach Home Detention Project. A total of ten site visits were conducted between December of 1975 and April of 1976. Detailed information was obtained for each client terminated by March 1, 1976, and some relevant information was collected on the 36 cases active at that time (total # = 105 clients). During April interviews were conducted with eight Probation Officers selected by a process of stratified random sampling.

The major finding of such evaluative research is that the OHDP staff have faithfully implemented the program outlined in the original grant award and have been successful in achieving nearly all of their original objectives.

Analysis of client performance shows that 92.7% of all required court appearances were met. The OHDP had an overall client success rate of approximately 83%, measured in terms of clients' ability to appear for all required court appearances and to remain legally trouble-free during their participation in the project.

Analysis of the project's system impact suggests that the average overnight secure detention population at the Milwaukee Children's Court Center would have been an estimated 9.4% higher during the period from July 1975 through February 1976 had the OHDP not existed. With a cost per child care day approximately \$49.46 less expensive than the cost for secure detention in Milwaukee County, it is estimated that the OHDP yielded a net savings to the community of \$30,081, or approximately 46%.

Finally, performance indicators for each OHDP service and outcome objective are detailed in the following few pages of this summary.

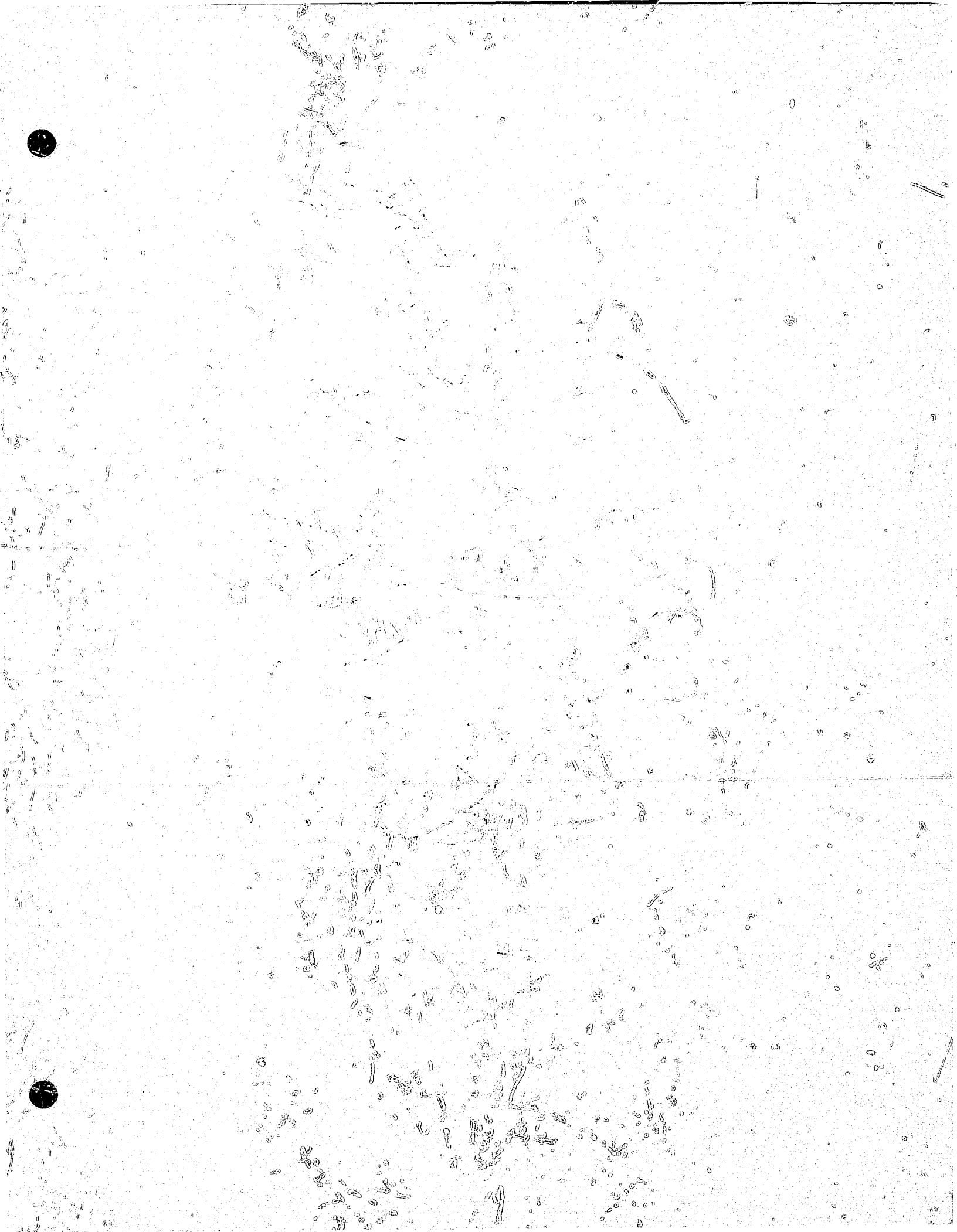


Table 29

Summary of Goal Achievement: Milwaukee Outreach Home Detention

Objectives	Degree of Achievement	Comment
<u>I. Primary Objectives</u>		
1. To serve 150-175 alleged delinquents during the first year.	Achieved with Qualification	<p>This objective can be construed to have been fulfilled only if (a) the first project year of operation is defined as running from July 1, 1975 to June 30, 1976, and (b) the term "serve" is construed to mean all clients who have been accepted into the OHDP but not necessarily terminated by the end of the project year. Any alternative construction of these terms will mean that the objective has not been fulfilled.</p> <p>The first year of project operation was originally scheduled to run from May 1, 1975 to April 31, 1976. Two months were spent in start-up activities and the program did not begin to accept referrals until July. Recently the project has been granted an extension of the first year operating period to June 30, 1976. These observations suggest that the definition of the first year operating period as running from July 1975 through June 1976 is a reasonable one. Given such a definition, our finding of objective fulfillment is based on a projection of the number of clients who will have been accepted into the OHDP by June 30, 1976.</p>
2. To serve a clientele consisting of alleged delinquents who would otherwise be held in secure detention until formal disposition of their cases.	Achieved 100%	All clients in the program were alleged to have committed delinquent acts. Of those clients for whom information on the admitting allegation was available (N=86), 92% were alleged to have committed offenses which would be felonies for adults, and approximately 8% were alleged to have offenses of a misdemeanor nature. In addition, most clients had been serious repeaters in the past.
3. To ensure that juveniles in the program are available for their formal court hearings.	Achieved 92.7%	A total of five clients missed a required court appearance. Four of these absences occurred in conjunction with some form of problem behavior (3 runaways, 1 new offense) and are counted again with respect to objective #4 below. The total number of required court appearances was 107 for all terminated clients ($107 - 5 \div 107 = 92.7\%$).
4. To ensure that juveniles remain trouble-free while in the program.	Achieved 82.7%-84.4%	A total of 12 clients (17.3%) were program failures out of the 69 cases terminated as of March 1, 1976. A total of 13 clients (15.6%) were program failures out of the 83 clients terminated by April 13, 1976. Neither of these failure rates is excessive given the relatively high-risk nature of the project clientele and the great amount of time clients spent in the program.

Objectives	Degree of Achievement	Comment
<p><u>II. Secondary Objectives</u></p> <p>5. To establish a referral arrangement with the Court Commissioner to ensure that no juvenile accepted into the OHDP is detained in secure detention beyond a 24-hour period.</p>	<p>Not Achieved</p>	<p>Two qualifications to this finding should be appreciated. <u>First</u>, the discretion necessary to accomplish this objective resides primarily with the administrators and officials at the Milwaukee Children's Court Center, and not with OHDP staff. <u>Second</u>, the objective as stated is excessively stringent given the relatively high-risk nature of the clientele. The average length of time clients spent in secure detention prior to release to the OHDP was 8 days. Evaluators have information on two other home detention programs in the U.S. with a similar but somewhat lesser-risk clientele (Newport News and St. Louis). The comparable figures for these two programs are 2.9 days and 14.2 days respectively. Neither even approached the "24-hour" objective.</p>
<p>6. To allow for a cost savings to the community of approximately 50% of the amount it would normally cost to detain such children in a detention facility.</p>	<p>Achieved 91.8%</p>	<p>The average cost per child care day in the OHDP was \$7.56 for the first 8 months ending March 1, 1976. The average cost in the Detention Section of the Milwaukee Children's Court Center was \$57.02 for 1975, or \$49.46 more than the cost for the OHDP.</p> <p>The above figures do not reveal the true savings to the community, however, since a number of clients were returned to secure detention, and many others spent time in secure detention prior to assignment to the OHDP. In addition, since secure detention clients have top priority in court scheduling, clients would not have remained in those confines for as long as they stayed in the OHDP. The average length of stay for those clients terminated by March 1, 1976 was 56.5 days. It is estimated that 90% of OHDP clients would have remained in secure detention an average of 21.9 days.</p> <p>When all of the above factors are taken into account, it is estimated that the total cost to the community for the successful clients would have been \$65,543.92. The OHDP cost was \$35,463. This reveals a net savings of \$30,080.92 or 45.9%, and is 91.8% of the savings desired.</p>

Objectives	Degree of Achievement	Comment
7. To "demonstrate that it is both operationally and economically more feasible to supervise many children, successfully, outside of secure detention facilities.	Achieved 100%	With a success rate of 83-84% and a cost savings to the community of approximately 46%, this objective has been met.
8. To serve as an advocate on behalf of the juveniles in the program.	Achieved 100%	Supplementary services and advocacy were provided to approximately 50% of the 69 terminated clients. The major activity in this regard was mediation with school authorities and assisting client re-entry into the schools (23 clients, 33.3%).
9. To work with juveniles in their family settings in an effort to forestall any future delinquent behavior.	Addressed Systematic Information not Obtained	Family crisis intervention was provided for 3 clients (4.3%). Information on other activities was not collected on a systematic basis and is anecdotal in nature; this information does indicate that the objective was addressed, however.
<u>III. Methodology Objectives</u>		
10. The project will serve clients between the time of their initial police contact and formal court disposition of their cases.	Achieved 100%	
11. The project will have a Director and two outreach workers (Adjustment Assistants), each of whom will be assigned a caseload.	Achieved 100%	

Objectives	Degree of Achievement	Comment
12. "The outreach detention workers should have no more than five juveniles to supervise at one time."	Not Achieved	<p>The OHDP greatly exceeded the desired staff:client ratio after the fifteenth week of project operation. At the end of the evaluation period, this ratio stood at approximately twice the desired level.</p> <p>The major cause of the failure to achieve this objective was the great amount of time necessary for the court to dispose of its cases and thereby enable the OHDP to terminate its clients. In order to complete service to 150 clients in one year and at the same time maintain a staff:client ratio of 5:1, the average length of client participation in the program cannot exceed 36.5 days. In the first quarter of program operation, this figure was 42.0 days, and rose to 64.4 days for those clients entering in the second quarter.</p>
13. "The workers would be required to have at least three contacts, daily, with the parents and child..."	Not Achieved	<p>This objective as stated was somewhat unrealistic. No other home detention program requires three contacts per day; most require one or two contacts according to information available to evaluation staff.</p> <p>The average frequency of total contacts (with client, parent, and others) was 1.6 per day per client for the 69 terminated cases. The average frequency of face-to-face contacts with the individual clients themselves was .57 per client per day. The average frequency of both face-to-face and phone contacts with the individual clients was 1.4 per client for each day. Thus, if the intent had been a desired level of one face-to-face contact per day for each client, the objective would not have been met. If it had been one face-to-face or phone contact per day for each client, the objective would have been accomplished easily.</p>
14. Records will be maintained to outline and confirm staff contacts with parent, child, and others.	Achieved 100%	The records maintained by the OHDP are attached to the grant application as Exhibit #2.

Objectives	Degree of Achievement	Comment
15. "The workers in addition to their supervision should be willing to work with other community groups and institutions that serve youths."	Achieved 100%	In addition to working with schools, OHDP staff and volunteers have been active in seeking job opportunities for clients and are currently working to develop a summer employment program.
16. Intake criteria	Achieved 100%	The intake criteria were followed closely.



APPENDIX A

CLIENT DATA FORM

HOME DETENTION CLIENT DATA FORM - SUMMARY INFORMATION - WCCJ HOME DETENTION EVALUATION		
A. Project (M or D) _____	B. Staff Worker _____	E. Client Name _____
C. # Client's Prior Admissions to Project _____	F. Address _____	
D. Client Entry / / Exit / / #Days _____	G. Phone _____	

ELABORATE ON SUPPLEMENTAL FORM E-2 FOR INFORMATION NOT FITTING ON THIS FORM

I. DEMOGRAPHIC DATA 1. D.O.B. / / Age _____ 2. SEX () 0. Male () 1. Female 3. RACE () 0. Black () 3. Chicano () 1. White () 8. Other () 2. Native American 4. SCHOOL STATUS AT ENTRY () 0. Attending () 3. Formally Dropped () 1. Not Attending e.g., 72 Form () 2. Restricted by F.O. 5. PRESENT/LAST GRADE _____ 6. SCHOOL NAME _____ 7. SCHOOL TYPE () 0. Public () 1. Alternative 8. CLIENT WORK STATUS AT ENTRY () 0. Not Working () 2. Full-Time () 1. Part-time: # hrs./week _____ 9. CLIENT LIVES WITH: Step/Nat. () () 0. Mother () 5. Foster Parent () () 1. Father () 6. Instit. () 2. Relative: Who _____ 10. PARENTS' MARITAL STATUS () 0. Married () 3. Widowed () 1. Separated () 4. Never Married () 2. Divorced 11. PARENTS' LIFE STATUS () 0. Mother Dead () 2. Both Par. Dead () 1. Father Dead () 3. Both Par. Living 12. FATHER'S OCCUPATION () 0. Not Working () 9. Don't Know () 1. Part-time, as _____ #hrs/wk () 2. Full-time, as _____ 13. MOTHER'S OCCUPATION () 0. Not Working () 9. Don't Know () 1. Part-time, as _____ #hrs/wk () 2. Full-time, as _____ 14. SIBLINGS IN HOUSEHOLD (include step) () Total Number _____ () # Boys, ages _____ () # Girls, ages _____	IV. REFERRAL AND SCREENING 25. REFERRED TO PROJECT BY: () 0. Judge () 4. J. Recep. Ctr. (Dane) () 1. Probation () 5. Co. DSS () 2. D.P.W. () 6. DFS () 3. Juv. Ct. Commis. () 7. Legal Serv. () 8. Oth _____ 26. ELIGIBILITY SCREENING: Date / / Proj. Screener _____ () 0. Accepted & Entered Program () 1. Accepted But Client Declined () 2. Accepted But Not Released () 3. Not Accepted-Why? _____ (Elaborate on Form E-2) STOP HERE IF CLIENT DOES NOT ENTER PROG. 27. APPREHENSION: Date / / Time _____ 28. SECURE DETEN. ENTRY: () 0. No Entry () 1. Yes: Date / / Time _____ 29. DETENTION HEARINGS: Total # _____ () 1st Date / / Time _____ () 2nd Date / / Time _____ () Latest Other: Date / / _____ 30. PROJECT INTERVIEW Date / / Time _____ () Same as Initial Elig. Screening (#26) 31. TIME IN SECURE DETENTION # Days _____ # Hours _____ 32. D.A. ACTION: PETITION DATE / / () 0. No Petition Drawn (go to #36) () 1. Petit. Drawn as Police Recorded () 2. Petit. Drawn: Reduced Charge Name _____ () 3. Petit. Drawn But Pros. Declined 33. NON-DETN. PRE-TRIAL HEARINGS: Tot# _____ 1st / / Type _____ 2nd / / Type _____ 3rd / / Type _____ (List all others on Form E-2) 34. LAST PRE-TRIAL FINDING () 0. Case Continued (go to #35) () 1. Petit. Dismissed (go to #37) () 2. Petit. Inactivated (go to #36) () 3. P.O. Option (go to #35) () 7. No Pre-Trial () 8. Oth _____ 35. ADJUDICATED FINDINGS: Date / / () 0. Not Guilty () 1. Guilty as Petition Charged () 2. Guilty: Reduced Charge () 3. Dismissed Without Finding () 8. Oth _____ 36. DISPOSITION: Date / / () 0. Jud. Instructions _____ () 1. Probation til _____ () 2. DSS Supervis. til _____ () 3. DSS Custody til _____ () 4. DHSS Custody til _____ () 5. Service Referral to _____ for _____ () 6. Committed to _____ Sentence Length _____ () 8. Other _____	40. FORMAL COMPLAINTS AGAINST CLIENT IN THE PROJECT: Total # _____ Date _____ Type _____ From _____ (Elaborate on Form E-2) 41. AKOLS (no contact for 5 days) #times _____ 1st Day _____ # Days _____ Missed Court _____ () 0. Yes () 1. No () 0. Yes () 1. No () 0. Yes () 1. No 42. NEW POLICE CONTACTS WHILE IN PROJECT #Contacts _____ Dates / / #Times Charged (new offense) _____ Dates / / (If no new charge, go to #46) 43. CLASSIFICATION OF NEW CHARGE(S) () 0. Del. Only () 2. Status Only () 1. Del. Plus Status (go to #45) 44. NEW DEL. CHARGE(S): Total # _____ () # Felony () # Misdems. Victim (Major Charge) () 0. Person () 0. Person () 1. Property () 1. Property () 2. Self () 2. Self Major Charge _____ 45. NEW STATUS CHARGE(S): Total # _____ Charge(s) _____ 46. RETURN TO SECURE DETEN: () 0. No () Yes - At Request of: () 1. Police () 4. Project Staff () 2. Court () 5. Parent/Guardian () 3. Probation () 8. Oth _____ Reason _____ 47. TERMINATION FROM PROJ. Date / / () 0. Ct. Dispos. () 3. No Pet/Pet. Drog () 1. Absconded () 8. Oth _____ () 2. Ret. to Det. _____																								
II. PRIOR JUVENILE JUSTICE HISTORY <table border="1"> <tr> <th>Priors</th> <th>Del.</th> <th>Status</th> </tr> <tr> <td>15. # Arrests</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>16. # Petitions</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>17. # Convictions</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>18. # Probations</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>19. # Commitments</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>Total Time</td> <td>Where</td> <td></td> </tr> <tr> <td>20. # Detentions</td> <td>Tot. # Days</td> <td></td> </tr> </table> 21. PROBATION/PAROLE STATUS AT ENTRY () 0. Not on Probation/Parole () 1. On Probation/Parole	Priors	Del.	Status	15. # Arrests	_____	_____	16. # Petitions	_____	_____	17. # Convictions	_____	_____	18. # Probations	_____	_____	19. # Commitments	_____	_____	Total Time	Where		20. # Detentions	Tot. # Days		VI. CLIENT PERFORMANCE 37. REQUIRED COURT APPEARANCES: # _____ 38. ACTUAL COURT APPEARANCES: # _____ 39. MISSED COURT APPEARANCES: # _____ Explain _____	VII. PROJECT SERVICES TO CLIENT 48. RESIDENTIAL PLACEMENT (Mult. Resp. OK) () 0. Return to a Parent's Home Dates / / til _____ () 1. Temp. Foster Care: # Days _____ () 2. Relative: Who _____ How Long _____ () 8. Oth _____ 49. CONTACTS WITH CLIENT () # Face-to-face: Ave. Length _____ () # Phone _____ 50. MEDIATION (Describe, Date, Elab. on E-2) () Intervention w/school: #Times _____ () Intervention w/police: #Times _____ () Job Hunting Assistance _____ Outcome _____ () Fam. Crisis Intervention: #Times _____ () Accompany to Court: #Times _____ Dates / / () Recreation _____ () Other _____
Priors	Del.	Status																								
15. # Arrests	_____	_____																								
16. # Petitions	_____	_____																								
17. # Convictions	_____	_____																								
18. # Probations	_____	_____																								
19. # Commitments	_____	_____																								
Total Time	Where																									
20. # Detentions	Tot. # Days																									
III. CURRENT CHARGES 22. POLICE CASE CLASSIFICATION (Incid. Rpt) () 0. Del. Only () 2. Status Only () 1. Del. Plus Status (go to #24) 23. DEL. ALLEGATIONS: Total # _____ () # Felony () # Misdems. Victim (Major Charge) () 0. Person () 0. Person () 1. Property () 1. Property () 2. Self () 2. Self Maj. Charge _____ 24. STATUS ALLEGATIONS: Total # _____ Name Charges _____	51. FOLLOW-UP: () 0. Yes () 1. No (Elaborate on Form E-2 if yes)																									

APPENDIX B

PROBATION OFFICER QUESTIONNAIRE

APPENDIX B: PROBATION OFFICER QUESTIONNAIRE

1. Can you recall the number of cases you referred to the OHDP?
2. Do you remember when your first referral occurred?
3. How did you first learn of the OHDP? When?
4. For each client, why did you decide to use the OHDP? Did anyone suggest you use it?
5. In general, what criteria did you or do you use in deciding whether or not to refer a client to the OHDP?
6. What types of cases do you consider as inappropriate for OHDP?
7. How useful do you think the program is? What about the concept?
8. Which staff members did you work with?
9. How was your working relationship with them?
10. Did OHDP staff have any input into:
 - a) detention hearings
 - b) pre-trials
 - c) adjudicationWere they present? Did they give testimony?
11. Can you recall any instances where OHDP staff had an impact on any judicial proceedings or court dispositions?
12. Could you have used the program more? Why or why not?
13. Would you use the program again? If yes, do you think you might use it less, at about the same level, or more?
14. When clients were assigned to the OHDP, did you make any special agreements with the staff members-- for example, agreements on supervision, casework preparation, reporting of violations, etc.?
15. How long did each of the clients stay in secure detention before being assigned to the OHDP?
16. If those clients had not been assigned to the OHDP, would they have been released or would they have stayed in secure detention? How long?
17. When you work with Jack Lange in scheduling hearings, do you have any priorities for the types of cases you try to get through as quickly as possible?
18. How large is your caseload, excluding intake? How much intake do you have?
19. How often do you generally see your supervision clients? What range of frequency?
20. Has the OHDP saved you work?
21. Has the OHDP provided services aside from home supervision which you would not have provided?
22. Were any of your OHDP clients returned to secure detention?
23. If the OHDP called you saying that they were having problems with a client and wanted to return him or her to detention for a couple of days, what would your response be?

24. Why did (some) of your clients spend a fair amount of time in secure detention before being assigned to the OHDP?
25. Would it be possible to assign juveniles to the OHDP and release them from secure detention sooner?

26. Do you have any other things you would like to say about the program? Any other problems?

APPENDIX C

EXCERPTS FROM PROBATION OFFICER INTERVIEWS

APPENDIX C

Appendix C may be procured upon application to the Chief of the Program Evaluation Section, Wisconsin Council on Criminal Justice.



APPENDIX D

A NOTE ON STATISTICAL MEASURES

APPENDIX D: A NOTE ON STATISTICAL MEASURES

Two statistical measures were used in this report to assess the relationship between pairs of variables. The first statistic, Gamma, measures the degree of association between pairs of variables which are thought to hold some logical relation.

Gamma has the unique advantage of reflecting the strength of such associations in probability terms; in short, it predicts how much two variables are related. For example, Table 19 on page 48 shows that the average frequency of staff:client contacts (Variable 1) is associated with the number of days (Variable 2) clients remained in the OHDP, and shows a Gamma of $-.71$. This simply means that 71% of the relevant pairs (Variables 1 and 2) are consistent with the observed relationship; i.e., the average contact frequency tended to decrease the longer clients remained in the program.

In a 2×2 , four-cell table, Gamma is the same as Yules Q. It should be stressed that the Gamma statistic measures only the degree of association and cannot be interpreted as defining a causal relationship where A is said to cause B.

The second statistic is Chi-square and is used to measure the probability that the observed relationships may have occurred by chance. A probability of .05 is conventionally accepted as an adequate standard test of the degree to which relationships are statistically significant. Any relationship found to have a probability of occurring by chance greater than five times in a hundred ($p > .05$) is generally rejected as not being statistically significant.

In summary, Gamma measures the degree to which two variables are associated with each other, and Chi-square measures the probability that such an association may have occurred by chance.

END