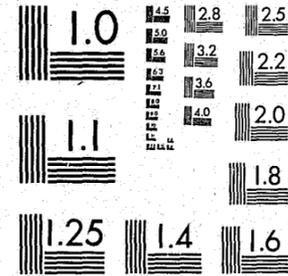


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**I**NTENSIVE **P**ROBATION

**P**ROJECT

LOUISVILLE/JEFFERSON COUNTY, KY.  
Department for Human Services

INTENSIVE PROBATION PROJECT  
Preliminary Evaluation

December, 1978

Prepared by:

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INTENSIVE PROBATION PROJECT

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INTRODUCTION

The search for more effective means with which to treat juvenile delinquents is an ongoing task. Recent thinking in correctional circles has emphasized the need to keep individuals out of the formal correctional processes to the greatest extent possible and to increase reliance on the community in the handling of youthful offenders. The trend toward community-based treatment has increased since it has proven to be more effective and economical.

The intensive supervision of referrals was severely limited because probation officers were faced with high caseloads. Those juveniles who might have been appropriate candidates for probation, if adequate supervision could have been provided, were instead being placed in more costly institutional treatment programs.

In response to this need, a grant application outlining a program of intense supervision for serious offenders who would otherwise be institutionalized was prepared and submitted to the Law Enforcement Assistance Administration (LEAA) through the Kentucky State Crime Commission. Matching funds for the project were from Jefferson County Government's Department for Human Services. The grant was awarded in January, 1978. The three probation officers who comprise the staff for the project began employment on February 1, 1978. The first youth was placed on intensive probation on March 1, 1978.

## METHODOLOGY

The primary methodology of this evaluation involves an examination of the program's objectives and the extent to which they have been met. The population studied includes those placed on intensive probation in the first nine months of the project.

## SECTION I.

### The Goals and Objectives

The purpose of this section is to compare the stated goals and objectives of the project with actual performance.

The overall goal of the Intensive Probation Project is to provide intensive supervision in the community for 50 high risk offenders.

The first staff for the project began employment on February 1, 1978. The project began accepting referrals on February 20, 1978, and the first youth was placed on intensive probation on March 1. In the eight months from February 20 through November 20, a total of 43 juveniles have entered the program. Thus the project is well on its way to meeting its overall goal.

The quantifiable performance and management objectives, as outlined in the grant proposal, will be examined in detail.

1. TO MAINTAIN A RECIDIVISM LEVEL OF LESS THAN 25% FOR ALL YOUTH ACCEPTED INTO THE PROGRAM.

The concept of recidivism has many definitions. Normally, recidivism has been defined as the commission of further delinquent acts both while in a program and following participation in a project. Because the intensive probation program has just begun and few juveniles have even completed the project, it is impossible at this time to do a follow-up recidivism study. However, it is possible to document the extent to which further offenses have been committed while youths have been in the program, and also it is possible to examine the outcome results thus far.

Table 1. Intensive Probation by Number of In-Treatment Offense

NUMBER	No.	%
None	29	67.4
1	12	27.9
2	0	-
3	1	2.3
4	1	2.3
TOTAL	43	99.9

Table 2. Intensive Probation by Type of In-Treatment Offense

T Y P E	No.	%
None	29	67.4
Felony	6	14.0
Misdemeanor	3	7.0
Violation	2	4.7
Status	3	7.0
TOTAL	43	100.1

As the above tables illustrate, about one-third of the Intensive Probation population were charged with a new offense while in the program. The majority of the new charges were for minor or status offenses.

Table 3. Intensive Probation by Reason for Closing

REASON FOR CLOSING	No.	%
Still Active	34	79.1
Successful Completion of Program	1	2.3
Moved from Jurisdiction	2	4.7
New Offense (Institutionalized)	6	14.0
TOTAL	43	100.1

Six of the juveniles committed new offenses which were serious enough to cause the youth to be committed to a delinquent institution.

Because the project has been in existence such a short time, it is too soon to draw conclusions from the results achieved thus far.

The remaining objectives relate to the performance procedures and standards which are indicative of the intensive supervision which

is to be provided by the project.

2. TO CONDUCT AN INTERVIEW WITH THE CHILD AND HIS FAMILY WITHIN 24 HOURS OF THE CHILD'S ADMISSION TO THE PROGRAM IN 95% OF THE CASES.

Table 4. Interview with Child and Family within 24 Hours

	No.	%
YES	37	94.9
NO	2	5.1
Unknown*	4	-
TOTAL	43	100.0

As this table indicates, the objective was met. In all but two cases there was an indication that an initial interview with the youth and his family was conducted within 24 hours.

\*Unknown cases were those recently admitted into the program for whom a case record was not available.

3. TO DEVELOP A WRITTEN TREATMENT PLAN WITH SPECIFIED OBJECTIVES FOR ALL YOUTH WITHIN FOUR WEEKS OF ADMISSION TO THE PROGRAM.

Based on a review of the intensive probation records, it was often unclear as to when the written treatment plans were completed. In many cases, the only data given was one several months after the case was opened. Apparently dates listed reflected when the plans were actually typed and do not accurately indicate when the plans were developed and written.

4. TO PROVIDE A MINIMUM OF ONE FAMILY CONTACT PER MONTH WITH THE FAMILY OR FAMILY SURROGATE.

This was accomplished in all cases. The only possible exception would be the five most recent cases for which documentation was minimal when the study was performed.

5. TO PROVIDE A MINIMUM OF CONTACTS ON THE FOLLOWING SCHEDULE IN 90% OF ALL CASES.

- Phase I - 5 Contacts per Week
- Phase II - 2 Contact per Week
- Phase III - 1 Contact per Week
- Phase IV - 1 Contact Every Other Week
- Inactive - 1 Contact per Month

Table 5. Contacts Made According to Schedule

	No.	%
YES	33	86.8
NO	5	13.2
Unknown	5	-
TOTAL	43	100.0

This table indicates that the schedule of contacts was met in about 87 percent of the cases. In the majority of those cases in which the schedule was not adhered to, the differences between the objective and what was actually done were minimal. (See Section II, Page 13 for further data on length of stay in

each Phase and number of contacts per Phase.)

6. TO PROVIDE AT LEAST ONE CONTACT PER WEEK DURING PHASE I BETWEEN THE HOURS OF 5:00 P.M. AND MIDNIGHT.

This has been achieved in all cases. Once again the only possible exception would be the recent cases for which documentation is minimal.

7. TO INSURE THAT CASELOAD SIZES REMAIN BELOW THE LEVEL OF EIGHT ACTIVE CASES AND FOUR INACTIVE CASES FOR 90% OF THE PROJECT DURATION.

This objective has not been adhered to. In the five month period, from July through mid November, there were periods in which each of the three workers exceeded eight active cases. In this period, one worker had nine active cases for about two and a half months. The second worker had nine active cases for about two

months and 12 active cases for about one month. For the third probation officer there were several brief periods during which he had more than eight active cases.

It should be noted that during the times when caseloads exceeded eight, many of the cases were in Phase III and IV when contacts were less frequent. Likewise, there have been very few cases thus far in inactive status.

8. TO DOCUMENT 100% OF CONTACTS WITH THE CHILD IN A WAY THAT WILL VERIFY THE QUALITY AND NATURE OF THE CONTACT.

Documentation on contacts is maintained in two ways: 1) a typed narrative description of each contact is kept in the case record and 2) summary contact sheets are also maintained on each case.

9. TO INSURE THAT 90% OF THE YOUTH ARE INVOLVED IN SCHOOL, VOCATIONAL TRAINING, OR EMPLOYED WITHIN 30 DAYS OF ADMISSION TO THE PROGRAM.

As the table shows, more than 90 percent of the project's participants attended school, were involved in vocational training, or were employed within 30 days of admission to the project.\*

Table 6. School/Employment Involvement Within 30 Days

	No.	%
School	19	48.7
Vocational Training	3	7.7
Employed	7	17.9
More Than 1 Of Above	7	17.9
None	3	7.7
Unknown	4	-
TOTAL	43	99.9

\*Adherence to this objective was somewhat difficult in the summer when schools were not in session. If plans called for a youth to attend school in the fall, then the objective was considered as being met.

10. TO DEVELOP BEHAVIORAL CONTRACTS WITH ALL YOUTH WITHIN 30 DAYS AND TO MODIFY OR ALTER THE CONTRACTS ON A MONTHLY BASIS.

Table 7. Behavioral Contracts Within 30 Days

	No.	%
YES	33	84.6
NO	6	15.4
Unknown	4	-
TOTAL	43	100.0

Behavioral contracts drawn up within 30 days of admission to the program were evident in about 85 percent of the cases. In the remaining cases, either no behavioral contract was drawn up, or it was not done within

the 30 day period, or there was no copy of a contract in the youth's record.

11. TO HAVE 90% OF THE YOUTH MEET FACE-TO-FACE INFORMALLY WITH THE JUVENILE COURT JUDGE.

This has not been done in any of the cases. The only meetings with judges were formal court hearings of one kind or another.

12. TO PROVIDE FOLLOW-UP CONTACTS WITH ALL COMMUNITY RESOURCES INVOLVED WITH THE YOUTH ON A MINIMUM OF A MONTHLY BASIS.

13. TO HAVE EACH YOUTH AND THE PROBATION OFFICER MEET WITH COMMUNITY RESOURCE SUPERVISORS TO DISCUSS THEIR INVOLVEMENT WITH THE RESOURCE WITHIN 30 DAYS.

In general, the records seem to indicate that outside resources were not being widely utilized. In those cases where other resources were used, there was seldom specific documentation, but rather, such information was contained in the narrative descriptions of the various contacts. Because of the scarcity of clear-cut documentation in this regard, these objectives were not specifically examined.

SECTION II.

Population Characteristics

It is the purpose of this section to present in some detail the characteristics of those juveniles placed in the Intensive Probation Project.

Table 1. Intensive Probation Population by Sex and Race

SEX/ RACE	No.	%
Male		
White	27	62.8
Black	11	25.6
Female		
White	3	7.0
Black	2	4.7
TOTAL	43	100.1

Table 2. Intensive Probation Population by Sex

S E X	No.	%
Male	38	88.4
Female	5	11.6
TOTAL	43	100.0

Table 3. Intensive Probation Population by Race

R A C E	No.	%
White	30	69.8
Black	13	30.2
TOTAL	43	100.0

As can be seen in Tables 1 through 3, the majority of the juveniles in the project were white males. Nearly 30 percent of the population were males, while slightly over two-thirds of the youths were white and less than one-third were black.

Table 4. Intensive Probation Population by Age at Admission To Program

AGE	No.	%
13	2	4.7
14	5	11.6
15	5	11.6
16	16	37.2
17	15	24.9
TOTAL	43	100.0
Mean	15.9	

About 40 percent of the youths resided with their mother only while slightly over one-third were living with both parents.

Table 6. Intensive Probation Population by School Status

SCHOOL STATUS	No.	%
Attending	25	64.1
Withdrawn	14	35.9
Unknown	4	-
TOTAL	43	100.0

The age of the program participants is shown in Table 4. The mean age was nearly 16 years old. Nearly three-fourths of the juveniles were 16 years old or older at the time of admission to the project.

Table 5. Intensive Probation Population by Living Arrangement

LIVING ARRANGEMENT	No.	%
Mother & Stepfa.	6	14.0
Mother Only	17	39.5
Relative	5	11.6
Both Parents	15	34.9
TOTAL	43	100.0

As can be seen in Table 6, over one-third of the youths had already withdrawn from school by the time they were committed to the project.

Table 7. Intensive Probation Population by Family Income

FAMILY INCOME	No.	%
Less than \$ 5,000.	10	38.5
\$ 5,000- 9,000	6	23.1
10,000 14,000	5	19.2
15,000 19,000	3	11.5
20,000 & Over	2	7.7
Unknown	17	-
TOTAL	43	100.0
Mean	\$8,846	

Tables 7 and 8 illustrate the income characteristics of the intensive probation population. Since family income was unknown for a high percentage of the youths, the information given could be a distortion. Based on those for whom family income information was available, the mean income was slightly under \$9,000. About one-fifth of the juveniles were from families with incomes in excess of \$15,000. The majority were from households not receiving public assistance, with fewer than one-fifth of the families actually receiving assistance.

Table 9. Intensive Probation Population by the Number of Prior Offenses

	No.	%
None	5	11.6
1	7	16.3
2	6	14.0
3	10	23.3
4	3	7.0
5	7	16.3
6	2	4.6
7	0	-
8	3	7.0
TOTAL	43	100.1
Mean	3.1	

Table 8. Intensive Probation Population by Receipt of Public Assistance

RECEIPT OF P.A.	No.	%
YES	7	60.5
NO	23	18.4
Social Security	8	21.1
Unknown	5	-
TOTAL	43	100.0

Table 10. Intensive Probation Population by Type of Prior Offenses

	No.	%
None	5	11.6
Dep./Del.	1	2.3
Status	4	9.3
Minor	2	4.7
Major	31	72.1
TOTAL	43	100.0

The Intensive Probation Project was designed for youth with a fairly extensive delinquent background, that is, multiple offenders charged with serious crimes. Tables 9 and 10 reflect the previous history of the population. The average number of prior offenses was 3.1.

Nearly three-fourths of the juveniles had committed at least one prior major offense. However, more than a fourth of the youths had been charged with no more than one prior offense.

Table 11. Intensive Probation Population by Reason Referred

REASON REFERRED	No.	%
Felony Assault	1	2.3
Wanton Endangerment	4	9.3
Robbery	4	9.3
Felonious Sex Offense	1	2.3
Burglary	12	27.9
Theft (Over \$100)	8	18.6
Misdemeanor Assault	1	2.3
Criminal Trespassing	1	2.3
Theft (Under \$100)	2	4.7
Concealed Deadly Weapon	2	4.7
Runaway	1	2.3
Truancy	1	2.3
Ungovernable Behavior	5	11.6
TOTAL	43	99.9

Table 12. Intensive Probation Population by Reason Referred (Grouped)

REASON REFERRED	No.	%
Felony	30	69.8
Misdemeanor	6	14.0
Status	7	16.3
TOTAL	43	100.1

The reasons referred for the Intensive Probation participants are demonstrated in Tables 11 and 12. Burglary and Theft Over \$100 were the most prevalent reasons for referral. Over two-thirds of the juveniles were placed in the

project as the result of a felony offense.

The remaining tables illustrate the length of stay and frequency of contacts in each of the various Phases of the project.

Table 13. Intensive Probation Population by Length in Phase I

DAYS	No.	%
21-30	9	25.7
31-40	11	31.4
41-50	4	11.4
51-60	4	11.4
61-70	3	8.6
71-80	3	8.6
81-90	1	2.9
Still in Phase I	8	*
TOTAL	43	100.0
Mean		44.5

\*Not included in percentages.

Table 14. Intensive Probation Population by Total Contacts

CONTACTS	No.	%
11-20	8	22.9
21-30	10	28.6
31-40	5	14.3
41-50	2	5.7
51-60	1	2.9
61-70	2	5.7
71-80	3	8.6
81+	4	11.4
Still in Phase I	8	*
TOTAL	43	100.1
Mean		42.5
Mean Contacts per Day		.96

\*Not included in percentages.

For those who completed Phase I of the program, the average length of stay was about one and a half months. The average number of contacts in Phase I was 42.5 per juvenile. This works out to an average of approximately one contact per child per day.

Table 15. Intensive Probation Population by Length in Phase II

DAYS	No.	%
21-30	6	24.0
31-40	12	48.0
41-50	2	8.0
51-60	2	8.0
61-70	2	8.0
71-80	0	-
81-90	1	4.0
Still in Phase II	4	*
Not in Phase II	14	*
TOTAL	43	100.0
Mean		40.5

\*Not included in percentages.

The average length of time in Phase II was about six weeks. Frequency of contact during Phase II averages out to slightly more than one contact every other day. Contacts during Phase II, therefore, were more numerous than the minimum standard of two contacts per child per week.

Table 16. Intensive Probation Population by Total Contacts in Phase II

CONTACTS	No.	%
Less than 11	6	24.0
11-20	11	44.0
21-30	4	16.0
31-40	1	4.0
41-50	1	4.0
51+	2	8.0
Still in Phase II	4	*
Not in Phase II	14	*
TOTAL	43	100.0
Mean		21.5
Mean Contacts per Day		.53

\*Not included in percentages.

Table 17. Intensive Probation Population by Length in Phase III

DAYS	No.	%
21-30	1	7.7
31-40	3	23.1
41-50	2	15.4
51-60	5	38.5
61-70	2	15.4
Still in Phase III	11	*
Not in Phase III	19	*
TOTAL	43	100.1
Mean		49.0

\*Not included in percentages.

For those who have completed Phase III, the average length in Phase III was seven weeks. Contacts were made during Phase III at the rate of one contact every third day which is about double the minimum expected rate of one contact per week during this phase.

Only four youths have completed Phase IV thus far in the program. For those who have completed Phase IV, the average length was about a month. Contacts were made at the rate of about one contact every fourth day which is far in excess of the minimum standard of one contact every other week.

Table 18. Intensive Probation Population by Total Contacts in Phase III

CONTACTS	No.	%
Less than 11	5	38.5
11-20	4	30.8
21-30	3	23.1
31-40	0	-
41+	1	7.7
Still in Phase III	11	*
Not in Phase III	19	*
TOTAL	43	100.1
Mean		16.2
Mean Contacts per Day		.33

\*Not included in percentages.

Table 19. Intensive Probation Population by Length in Phase IV.

D A Y S	No.	%
11-20	2	50.0
21-30	0	-
31-40	0	-
41-50	2	50.0
Still in Phase IV	7	*
Not in Phase IV	32	*
TOTAL	43	100.0
Mean		28.5

\*Not included in percentages.

None of the youths have completed Phase V, Inactive Status.

In all of the phases, it is clear that contacts have been more numerous than required.

Table 20. Intensive Probation Population by Total Contacts in Phase IV

C O N T A C T S	No.	%
Less than 11	3	75.0
11+	1	25.0
Still in Phase IV	7	*
Not in Phase IV	32	*
TOTAL	43	100.0
Mean		6.8
Mean Contacts per Day		.24

\*Not included in percentages.

SECTION III.

Impressions and Recommendations

The Intensive Probation Project appears to be well on the way to meeting most of its goals and objectives. A clear impression from a perusal of the project's case records is that the basic purpose of intensive supervision by the probation officers is being followed. In many cases contacts were more numerous than required.

There were, however, two areas where standards were not being met. The standard calling for written treatment plans within four weeks was apparently not adhered to in many cases. This does not appear to be an unreasonable standard and greater effort should be made in seeing that this objective is achieved.

The second problem area concerns the proposed procedure of having each youth meet on an informal basis with a juvenile judge. This was not done. This still seems to be a potentially valuable method in many cases and effort should be made to establish procedures by which it can be done.

The relationship between the project and the juvenile court should be closely monitored. Because the juvenile judges are administratively independent from the Department for Human Services, there have been difficulties historically persuading judges to adhere to admission criteria for various treatment programs. The Intensive Probation Project has been no exception. Because the project is experimental in nature and limited in staff and scope,

it must not be overwhelmed with referrals. There have been times in the project's first eight months when the probation officers have exceeded the eight active cases considered the maximum caseload under which the program can operate efficiently. If caseloads consistently exceed this maximum, the intensive supervision nature of the project will inevitably break down and the project will become little different from regular probation.

In order to properly test the feasibility of the concept of Intensive Probation, the methods and procedures established must be followed for a period of several years.

The difficult problem for the project is that legally it cannot refuse cases committed by the court. Secondly, if judges are discouraged from committing youths to the project when caseloads are full, judges may forget the project when caseloads are not full and an appropriate youth is before the court.

The whole area of relationship and coordination with the court should be addressed by DHS administration. The greatest potential for damaging or destroying the Intensive Probation Project seems to be in this area.

**END**