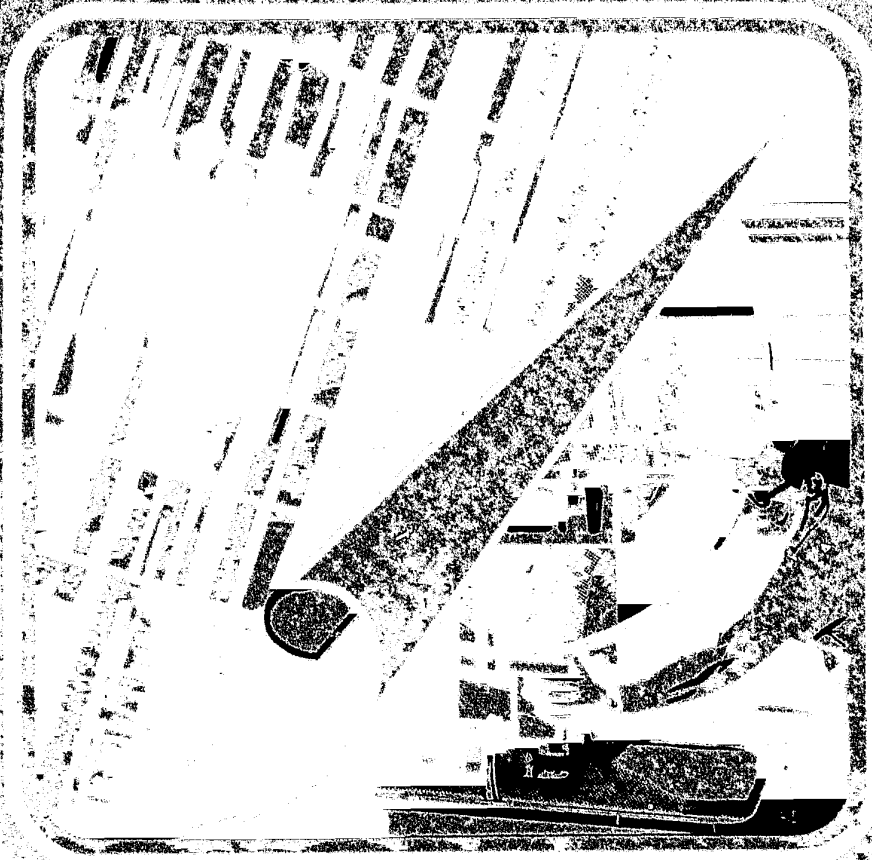


CORRECTIONS IN ALABAMA

A MASTER PLAN



**VOL
2**

VOLUME TWO

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Corrections in Alabama
A Master Plan

Volume ² ~~II~~

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October 10, 1973

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Introduction

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

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

Organization of the Master Plan

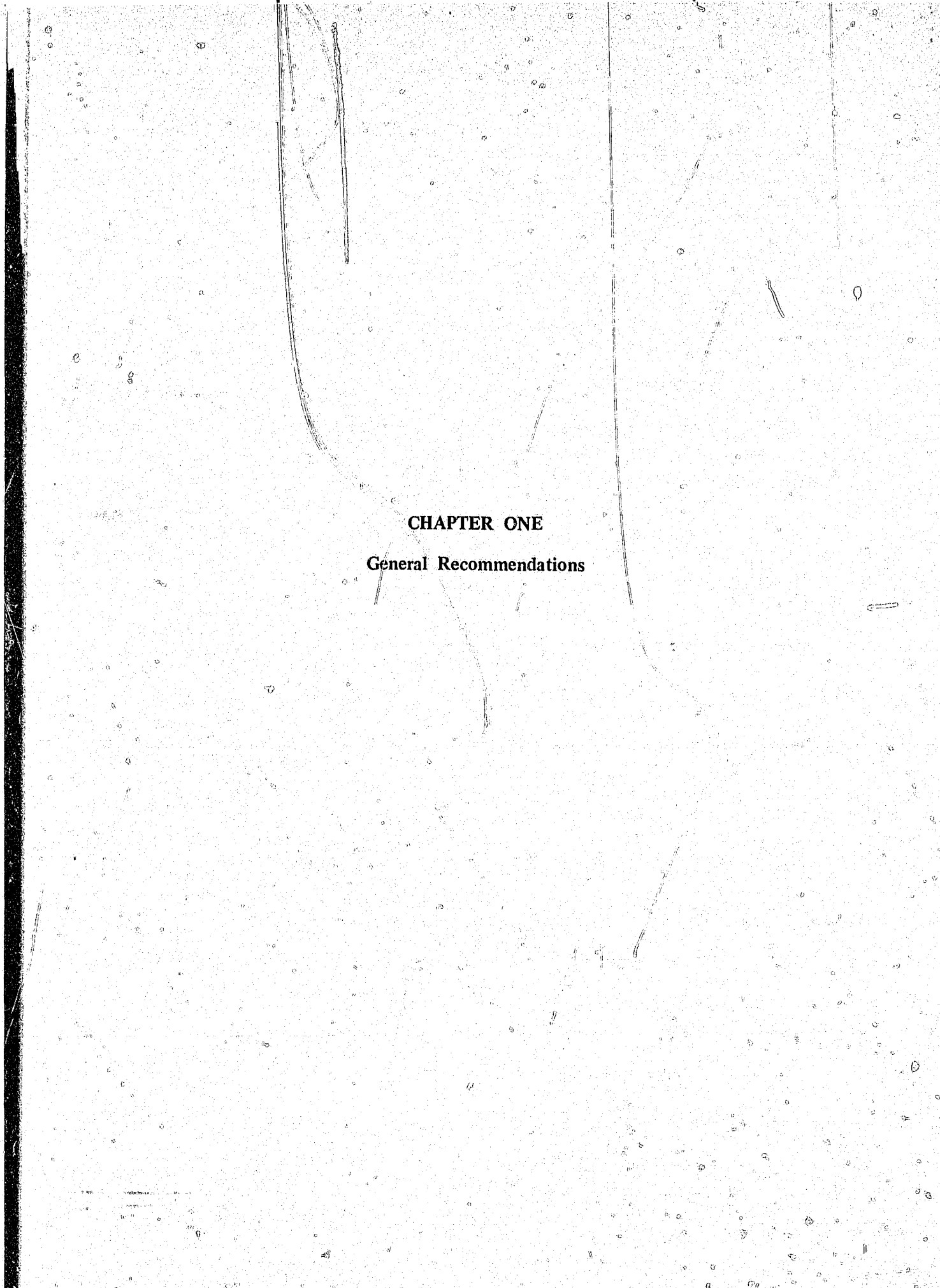
The plan is organized into four volumes as indicated in the overall table of contents (Appendix A). In the interest of convenience, a brief description of each volume is presented here.

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

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

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

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



CHAPTER ONE
General Recommendations

GENERAL RECOMMENDATION NO. 1: ALL CORRECTIONAL COMPONENTS OF THE STATE, INCLUDING PROBATION AND PAROLE, ADULT CORRECTIONS, AND JUVENILE SERVICES, SHOULD BE CONSOLIDATED INTO A NEW DEPARTMENT OF OFFENDER REHABILITATION TO BE ADMINISTERED BY A STATE DIRECTOR ACCOUNTABLE TO THE GOVERNOR AND THE BOARD OF OFFENDER REHABILITATION. (THE BOARD OF PARDONS AND PAROLES WILL CONTINUE TO FUNCTION AS AN INDEPENDENT BODY BUT WILL BE RELATED TO THE SYSTEM.)

Rationale:

Currently, corrections in Alabama is characterized by an uncoordinated, nonsystematic delivery of services. There exists no coordination of juvenile services either at the state or local level. The three state residential juvenile institutions operate as separate autonomous entities. Similarly, juvenile services in the 67 counties in the state are all administered separately.

The departments of probation and parole and adult corrections are separate state agencies charged with the responsibility of delivering services to essentially the same clients. The organizational structures of each department (see Figures 1 and 2) provide for costly duplication of services, such as record keeping, purchasing, and business and fiscal operations. Training programs are operated separately with a total lack of coordination and interchange between the respective departments.

Jail operations throughout the state are fragmented; they lack standards and direction, and provide only minimal services to those confined. These correctional facilities affect the lives of approximately 4,000 persons a day and more than 108,000 persons over the period of a year.

The concept of a unified department, overseeing the administration and delivery of all state correctional services, is strongly supported in the Commission Report of the Advisory Commission on Intergovernmental Relations, August, 1971, which states:

Virtually all observers agree that corrections represents a highly fragmented governmental function. This applies to the manner in which corrections activities are carried out by state, county, and municipal jurisdictions, as well as pattern of administration at the state level. Usually two, three, or more state departments or agencies are charged with some responsibility for the corrections function--ranging from direct operation of penal institutions to a supervisory, standard-setting role. Parole determination and supervision, for example, in most states is the responsibility of an independent board or commission appointed by the Governor. Juvenile corrections functions, including institutional operation and supervision of local training

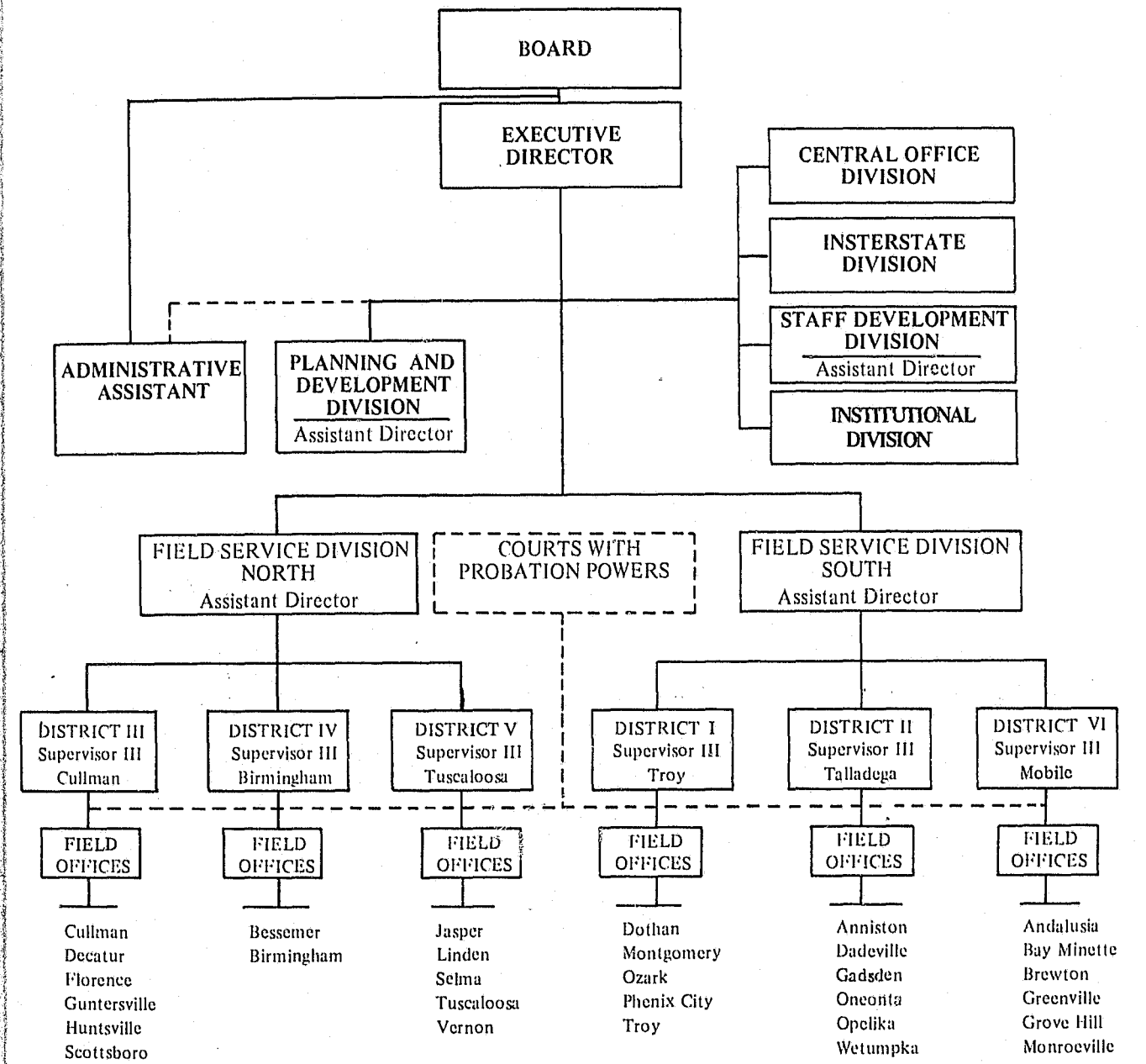
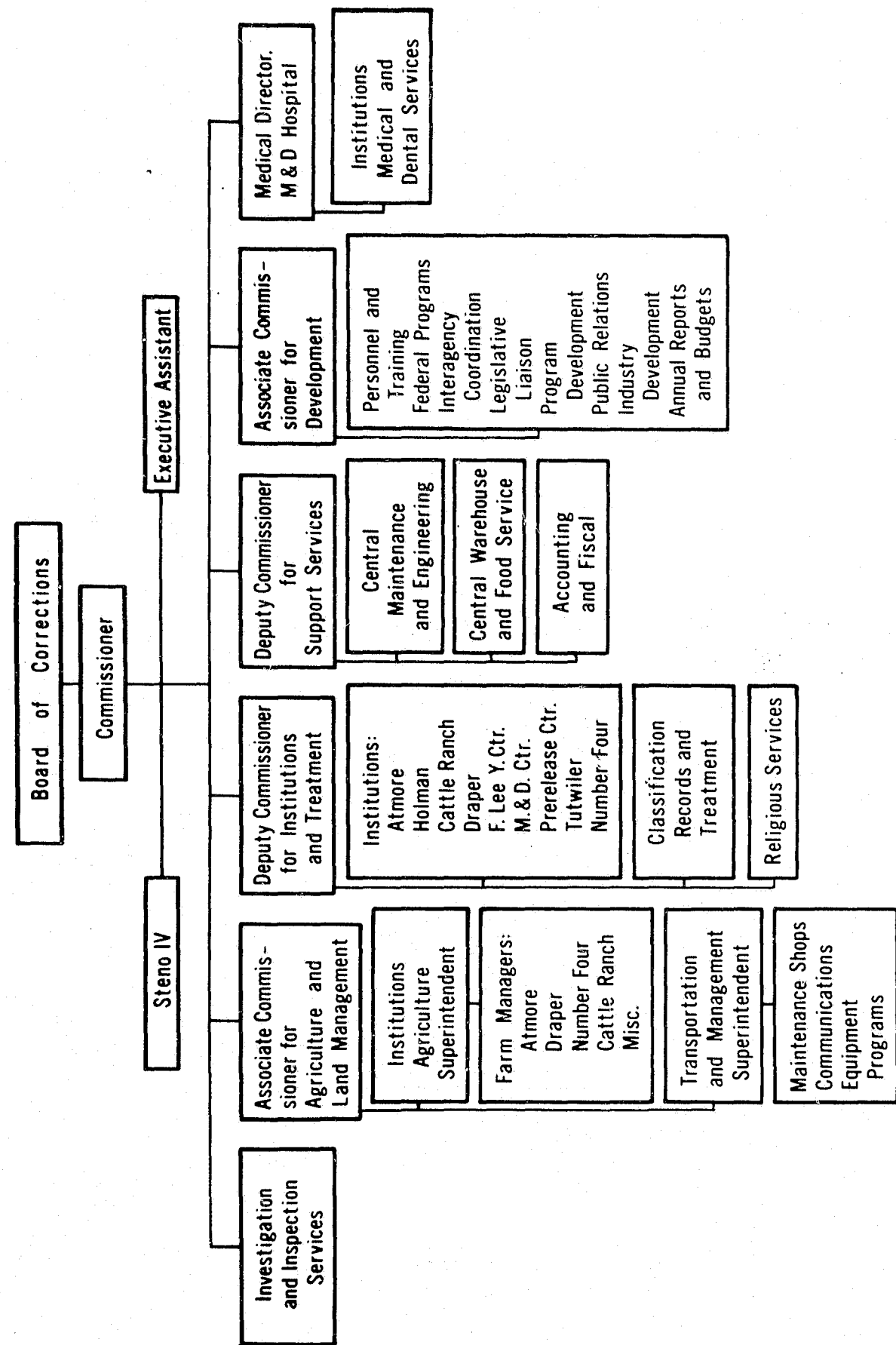


Fig. 2. Administrative organization of the Board of Pardons and Paroles.

schools, are quite frequently the responsibility of a state department of social welfare.

Many of these diverse patterns are rooted in history and are difficult to change. Even where reorganization has occurred, administrative responsibility for juvenile and adult programs and institutions has been separated in a number of states. Tradition coupled with a desire to achieve greater visibility, especially in the case of juveniles, contribute to the maintenance of this organizational division.

Many observers contend that, ideally, corrections should be viewed as a continuum—beginning with the detention process and ending with parole, aftercare, and successful reintegration of offenders into the community. Implementation of the continuum concept is essential in order to achieve effective and dynamic utilization of a full variety of correctional resources. It becomes even more essential as new community-based correctional programs are developed and as punitive incarceration is rejected.

The thrust of the continuum argument, in the view of most of its proponents, supports the general need for consolidation of the state's various corrections responsibilities. State programs in this area should be combined into the smallest number of agencies possible, they contend. Without this consolidation, so the argument runs, overlapping of functions will continue and purposeful direction will not be brought to the many diverse, but interrelated, activities which make up the corrections field. Reducing the number of agencies and focusing responsibility also tend to generate more gubernatorial and legislative involvement, and hereby to facilitate the development of more concerted state leadership in a field which badly needs it.

No one argues the case of fragmentation per se, but there are those who support the need for maintaining basic organizational distinctions in state level operations. Some fear that if developmental control of community-based treatment programs, for example, is vested in a state agency which has incarceration and penal institution operations as its basic orientation purpose, there will be a dilution of efforts to find new and to expand existing alternatives to institution-based programs. Other critics contend that decisions concerning parole policies and eligibility should not be placed in the same administrative agency that is responsible for corrections, since the former are adjudicatory functions which can best be administered by independent boards or commissions. Some who advocate a separate or independent parole board for the adjudicatory function, however, concede that supervision of parole is basically an administrative task that can be assigned to the state

corrections agency. They note that parole supervision is closely related to probation and to other correctional activities and that it could benefit from being combined organizationally with these related programs. Yet, other observers prefer to see parole supervision remain with a separate board.

On balance, the commission supports the general view that the maximum possible organizational consolidation is essential to correct the excessive fragmentation that now exists in most states. The commission concludes, however, that there is good and sufficient reason to maintain a separate board or boards for the adjudicatory determinations involved in paroles and pardons. But the administrative aspects of parole, especially supervision, should be performed by the state corrections department.

With respect to combining adult and juvenile correctional functions within a single state agency, the commission concludes that the advantage of greater visibility of a single agency in the eyes of the public and its elected representatives merits prime consideration. Moreover, the resulting integration of services and flexible utilization of staff outweigh the advantages of having a separate organization for juvenile correctional services. Within the corrections department, of course, a unit specializing in juvenile problems still could be established. Accordingly, the commission believes that states should take action to consolidate adult and juvenile and all related correctional services in a single state agency directly responsible to the Governor.

In addition, the President's Commission on Law Enforcement and Administration of Criminal Justice, a 1969 study by the State of Illinois, and a 1970 study from the Commonwealth of Pennsylvania, all have supported and lent further credibility to the notion of unification. Furthermore, the State of Alabama Governor's Cost Control Survey, August, 1972, has recommended that "youth and adult correctional agencies as well as the pardons and paroles functions...be combined into one division. This would permit the development of coordinated criminal rehabilitation plans and programs." Among the gains which will be realized through unification are:

Creation of a Division of Youth Services.

Delivery of correctional services as efficiently and economically as possible.

Coordination of common functions of the various components, such as: business and fiscal operations, record keeping, recruitment and training of personnel, delivery of program services, food services, medical services, and custodial and maintenance services.

Provision of coordinated research units to furnish evaluation and statistical data to all components.

Provision of a system of state standard setting and subsidy to local units of government providing correctional services.

Provision of a central training and recruitment unit to service all manpower needs in corrections.

Development of more efficient administrative control.

Augmentation of ability to secure financial support for correctional services.

Development of a common correctional mission and of common objectives, strategies, and techniques.

This recommendation preserves the independence of the Board of Pardons and Paroles in its adjudicatory functions. However, the service role of the board will be absorbed by the new department. This recommendation will provide the mechanism to accomplish the above goals, in addition to assuring a system-wide approach of maintaining the "new philosophy" of the department. Emphasis will be directed at "doing something for the offender" to provide the best possible opportunity for the offender to regulate his or her life in accord with societal mores.

The board of the proposed Department of Offender Rehabilitation will be appointed by the Governor. Its membership should be limited to no more than nine representatives from criminal justice agencies and from the professions of medicine, mental health, and law.

The success of the Department will depend largely on the director and his administrative staff, and will demand from all levels of personnel a genuine commitment to change. This will enable Alabama to carry out most effectively those responsibilities critical to new correctional goals. Efforts must be made to seek out professionals of high capability to staff administrative positions in the department. Educational level as well as experience in the field of corrections are critical, and must be established as priorities in selecting candidates for these positions.

Implementation and Costs:

A. Year of Implementation:

1975

B. Legislation will be required.

C. Cost of Implementation:

1. 1975-76

Administrative and Business Component

1 Director	\$ 25,000
1 Assistant Director (Planner)	21,000
3 Division Directors	58,500
1 Medical Services Director	25,000
1 Treatment Services Director	17,500
1 Community Resources Director	14,000
1 Adult Operations Director	12,500
1 Adult Program Director	12,500
1 Adult Jail Specialist	12,500
5 Secretaries @ \$6,500	32,500

Records

Office Equipment	30,000
Office Supplies and Expenses	2,200
Telephone and Telegraph	2,200
Travel	25,000
Total	<u>\$290,400</u>

Training Component

At this time the funds budgeted to the individual components for training will be transferred to the unified system budget.

Probation and Parole (See Recommendation No. 7, Probation and Parole)	\$106,321
Adult Corrections (See Recommendation No. 2, Adult Male Corrections)	136,000 <u>38,700</u>
Total	<u>\$281,021</u>

Research Component

At this time the funds budgeted to the individual components for research and evaluation will be transferred to the unified system budget.

Probation and Parole	\$ 25,231
Adult Corrections	<u>114,700</u>
Total	<u>\$139,931</u>
Total Expenditure 1975-76	<u>\$711,352</u>

2.	1976-77		
	Administrative and Business Component	\$290,400	
	Training		
	Probation and Parole	\$110,421	
	Adult Corrections	136,000	
		38,700	
	Research		
	Probation and Parole	\$ 25,231	
	Adult Corrections	109,700	
	Total Expenditure 1976-77	<u>\$710,452</u>	
3.	1977-78		
	Administrative and Business Component	\$290,400	
	Training		
	Probation and Parole	114,521	
	Adult Corrections	136,000	
		38,700	
	Research		
	Probation and Parole	25,231	
	Adult Corrections	109,700	
	Total Expenditure 1977-78	<u>\$714,552</u>	
4.	1978-79		
	Administrative and Business Component	\$290,400	
	Training		
	Probation and Parole	118,621	
	Adult Corrections	65,000	
		38,700	
	Research		
	Probation and Parole	25,231	
	Adult Corrections	109,700	
	Total Expenditure 1978-79	<u>\$647,652</u>	
5.	1979-80		
	Administrative and Business Component	\$290,400	

	Training		
	Probation and Parole	122,721	
	Adult Corrections	65,000	
		38,700	
	Research		
	Probation and Parole	25,231	
	Adult Corrections	109,700	
	Total Expenditure 1979-80	<u>\$651,752</u>	
6.	1980-81		
	Administrative and Business Component	\$290,400	
	Training		
	Probation and Parole	126,001	
	Adult Corrections	65,000	
		38,700	
	Research		
	Probation and Parole	25,231	
	Adult Corrections	109,700	
	Total Expenditure 1980-81	<u>\$655,032</u>	
7.	1981-82		
	Administrative and Business Component	\$290,400	
	Training		
	Probation and Parole	128,051	
	Adult Corrections	65,000	
		38,700	
	Research		
	Probation and Parole	25,231	
	Adult Corrections	109,700	
	Total Expenditure 1981-82	<u>\$657,082</u>	
8.	1982-83		
	Administrative and Business Component	\$290,400	
	Training		
	Probation and Parole	130,101	
	Adult Corrections	65,000	
		38,700	

Research	
Probation and Parole	25,231
Adult Corrections	<u>109,700</u>
Total Expenditure 1982-83	<u>\$659,132</u>

Impact:

Will create a Department of Youth Services; will result in efficient, effective delivery of correctional services as economically as possible.

Will coordinate the common functions of the various components, such as: business and fiscal operations, record keeping, recruitment and training of personnel, delivery of program services, food services, medical services, and custodial and maintenance services.

Will provide for coordinated research units to furnish evaluation and statistical data to all components.

Will provide for a system of state standard setting and subsidy to local units of government offering correctional services.

Will provide better and more efficient administrative control.

Will increase ability to secure financial support for correctional services.

Will allow the development of a common correctional mission and of common objectives, strategies, and techniques.

Will result in a more integrated system of state and local level corrections.

GENERAL RECOMMENDATION NO. 2: THE SERVICES OF THE ALABAMA CORRECTIONS SYSTEM SHOULD BE ORGANIZED ON A REGIONAL BASIS.

Rationale:

At the present time approximately 45% of Alabama's population is distributed in rural areas of low population density. These areas are typically economically deprived, and lack a sufficient tax base to support independent and adequate services and programs for offenders in each county. Because of the relatively small number of offenders in any single rural county, governing officials generally place a very low priority on appropriating monies for offender programs. The expense of adequate programs of probation, pretrial diversions, work-release, misdemeanor parole, and juvenile services seems unjustifiable when viewed from a single rural county perspective. This picture changes, however, when the state situation is viewed as a whole. Rural areas handle roughly 85,000 offenders each year. These offenders do not come in contact with the positive effects of adequate

corrections programming. Law enforcement officers and judges have few or no alternatives to incarceration, resulting in the "all or none" administration of justice.

Although certain urban areas such as Birmingham, Mobile, Montgomery, and Huntsville can readily justify the expense of offender programs and services, the majority of Alabama's communities cannot. In these areas the most practical solution is the cooperative development of regional programs, facilities, and services. State, county, and local governments should be involved in this effort.

A regional office for the administration of programs and services should include a director, a jail specialist, a community resource manager, a coordinator of probation and parole services, and a placement and vocational development coordinator. This staff could approach the offender from the standpoint of problem solving. By working together, they could effect minimum penetration into the corrections system and maximum utilization of rehabilitative resources for the benefit of the offender and his community.

In considering the delineation of geographic regions, the community resources, the existing criminal justice systems, and the cost of establishing an office should be taken into account. In light of these factors, the existing seven regions of the Law Enforcement Planning Agency are considered the most efficient organization of the counties for the planning and development of systems and programs based upon population and resources. It should be noted that juvenile justice programs would be operated on a regional basis. Salaries of regional juvenile justice representatives are in the budget for that system.

It is recommended that regional offices as described above be established in each of these seven regions through a cooperative effort of each level of government involved. (See Table 1)

Implementation Costs:

A. Year of Implementation:

1973

B. Administrative action will be required.

C. Cost of Implementation:

1 Regional Director	\$ 14,000
1 Community Resource Manager	9,500*
1 Employment Placement and Vocational Development Coordinator	11,000
1 Jail Specialist	10,500*
1 Coordinator of Probation and Parole Services	9,000*

1 Clerk Typist III	6,000
2 Clerk Typist II @ \$4,900 ea.	9,800
Estimated Lease of Office	4,000
Telephone	2,000
Utilities and Maintenance	1,500
Supplies (expendables)	1,000
Capital Outlay, Furnishings, and Equipment	10,000
TOTAL COST EACH	\$ 88,300
*LESS SALARIES BUDGETED ELSEWHERE	29,000
Net Additional Cost 1973-1974	59,300
Less Capital Outlay	10,000
Net Additional Cost Per Year 1974-1983	49,300
7 Regional Offices @ \$49,300 ea.	345,100
(1974-1983) 9 Years @ \$345,100	\$3,105,900
(1973-1974) 1 Year X 7 Offices X \$59,300 ea.	415,100
TOTAL COST 1973-1983	\$3,521,000

Impact:

Will provide equitable distribution of all services among the counties and maximize the cooperation of correctional components, thereby improving the efficiency and rehabilitative effects of the system on the offender.

TABLE I
Unification and Regionalization Implementation and Cost Summary

	Fiscal Year									
	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
Recommendations										
1. Unification of Correctional System	\$ -0-	\$ -0-	\$ 711,352	\$ 710,452	\$ 714,552	\$647,652	\$651,752	\$ 655,032	\$ 657,082	\$ 659,132
2. Regionalization of Correctional System	415,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100
GROSS COSTS	\$415,100	\$345,100	\$1,056,452	\$1,055,552	\$1,059,652	\$992,752	\$996,852	\$1,000,132	\$1,002,182	\$1,004,232
TEN-YEAR TOTAL	\$8,928,006									
LESS CURRENT EXPENSE	-0-									
NET ADDITIONAL COST	\$8,928,006									

CHAPTER TWO

Jails

DESCRIPTION OF THE EXISTING SYSTEM

National Overview

The examination of jail development is important as background for understanding the present nature of jails and their problems in this country. Eighteenth century jails in the United States were based on a household model in which jail arrangements closely replicated the household. The design, structure, and routines of jails were much like ordinary residences. The jailer and his family lived in one room, while the prisoners lived together in another. The prisoners wore no special clothing, had freedom to wander around the jail without restraints, and in some towns were required to provide their own food and linens. These jails neither intimidated the criminal nor confined him securely. Occasionally, for the prisoners charged with serious crimes, a special guard would be posted. In some communities, escape from jail was considered equivalent to a plea of guilty. In still others, prisoners were required to post bond that they would not escape from jail. It was not until the beginning of the nineteenth century that the notion became accepted throughout the land that confinement in institutions was an appropriate punishment for law violation.

With the increasing dependence on the government as social problem-solver in Jacksonian America, prisons and jails emerged as vehicles of punishment. The jails were assigned a role they still maintain in large part, i.e., to hold "risky" offenders up to the time of trial and to confine those convicted of drunkenness, vagrancy, disturbing the peace, keeping a disorderly house, and other minor offenses. The jail as an extension of the household gradually disappeared during the first half of the nineteenth century and was replaced by the jail-as-mini-prison which lacked the meager resources, facilities, and programs available to prisons at that time.

Commentaries in the past, expressing concern for jails in the United States, read much like contemporary statements. In 1870, A. G. Byers proposed the use of district prisons to serve regional needs for jailing prisoners. The problems in many county and city jails had been so severe that abolition of county jails was proposed as early as 1920. At that time, F. H. Wines wrote:

The number of what may be called good jails is relatively small. Most of them are unsanitary, owing to their location or their architectural construction. Many of them are overcrowded almost to suffocation. They are often horribly filthy.

Where one finds filth, one is apt to find...immorality. The moral atmosphere of the average county prison is even more foul than the physical odors that often assail the nostrils of the visitor with nauseating effect.... The inmates are corrupted by compulsory association in enforced idleness. The worst of these prisons are cesspools of moral contagion, propagating houses of criminality, factories of crime, feeders for penitentiaries, public nuisances, the disgrace of modern civilization.

It is partly attributable to ignorance. The county officials do not know what a jail should be, and the people do not know what the jails really are.

Particularly strong criticism has been directed toward rural county jails which are ill equipped in terms of resources and personnel to achieve their missions. Bruce Smith, in his analysis of justice problems in rural areas, wrote:

So long as counties of small wealth and population are continued as the responsible agents of the state in administering criminal justice, the county jail and workhouse will probably continue as an indictment of our severely localized system of justice...both official and unofficial observers agree that the county jail is an offense to public decency.

At every time in our history when jails have been seriously evaluated, the results have been similar; the investigating group recommends major reforms and fundamental changes. The problems that have troubled us for 140 years still haunt us today. During their visit to the United States in 1831, the French penologists, DeToqueville and Beaumont, pointed out the injustices that arise from pretrial confinement of accused persons. The 1910 Russell Sage Foundation report, *Corrections and Prevention*, suggested that jail improvement be based on an awareness of the true character of offenders. The report also stated that the mental injury to offenders always results in ultimate injury to the community. The Wickersham Commission report of the late 1920's also berated the jail as a setting that promotes rather than suppresses crime.

The present report is critical of jails in Alabama, but the problems are common to jails in every state. The studies and reports of the past 100 years have had some impact, but the failings in jails remain chronic and great. Three years ago Richard Velde, associate administrator of the Law Enforcement Assistance Administration, in this same sense of distress wrote: "Jails are festering sores in the criminal justice system. There are no model jails anywhere: we know, we tried to find them." Velde attributed the causes to both

the personnel and the programs within jails. The most experienced and knowledgeable law enforcement and correctional administrators have joined in the urge for reform. Richard McGee, former head of corrections in California and president of the American Justice Institute, has described "our sick jails" as suffering from internal and systematic dysfunctions. Similarly, former Warden Mark S. Richmond has observed that what he calls "the jail blight" is a monument to bygone years of penology. And the past president of the National Sheriff's Association has suggested that those who run jails have contributed to some of the increases in crime.

Alabama Jails and Lockups: A Survey

Four sources of information were used in studying Alabama jails for the present report. The Alabama Board of Corrections and the Comprehensive Offender Program Effort (COPE) reports of 1972 yielded data. In addition, the Data Report from the 1970 Jail Census, prepared by LEAA, was consulted. Also a totally new study was made specifically for this project.

In cooperation with the Alabama Law Enforcement Planning Agency, a questionnaire was mailed to 379 police chiefs and sheriffs in the state. There were on-site surveys done in the city and county jails of Huntsville, Birmingham, Montgomery, and Mobile. Questionnaires were returned from 205 localities. Of the 205 responses, some localities indicated that they did not have local detention facilities; some did not complete the questionnaire fully or accurately; and others did not understand the items. After deletion of invalid responses, 156 apparently valid questionnaires remained, representing 41% of those mailed.

These responses were studied, and they served as the core source of information for this report. Some limitations of the data must be noted: many facilities were not represented in the report, and the questionnaire itself only contained 21 items.

The survey was more representative of the larger jail facilities which account for the majority of the jail population. Therefore, it was felt that the average daily population of 2,097.1 derived from the survey actually represented over 50% of the total state jail population rather than 41% as the rate of response might indicate. Based upon a stratification of the sample applied to the total number of jails estimated in Alabama, 2,097.1 was calculated to represent 54% of the population. Using 54% rather than 41% yields a more conservative estimate of the total jail population. Due to the incomplete

or nonexistent records of local jails, the information obtained was limited and somewhat inaccurate.

Nature of the Information

The survey results were studied according to the size of the responding agencies. It was recognized that problems vary in jails of different capacities. For example, different problems arise in a jail that has one cell occasionally occupied, and in a jail with 70 cells frequently occupied. The distribution by size of jails is shown in Table 2.

TABLE 2
Occupant Capacities of Responding Jails
(Sample represents approximately half of average daily jail population)

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

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

Basic Data Analysis

The basic figure drawn from the data is that on any given day there are 3,930 people in the statewide jail system. Of these, 3,792 are male and 138 are female. (See Adult Female Corrections Description section.) This total is an extrapolation from the sample discussed above. It should be noted that this figure closely approximates that which is found in the LEAA 1970 Jail Census reflecting an average daily population of 3,018 persons in 108 of the largest Alabama jails. If the total, 3,930, is multiplied by the days in the

year, this yields the person/days in the year (3,930 people × 365 days = 1,434,450 person/days per year). If the person/days per year are divided by the average length of stay, which is 13.18 days per inmate, this yields the total number of people incarcerated (1,434,450 ÷ 13.18 = 108,835 inmates confined per year). This figure was rounded to 108,800 for the purpose of discussing the total jail population in this section. Cost analysis provided the following figures: \$4.08 per person/day or \$5,852,556 per year (\$4.08 × 1,434,450). A further calculation indicates that it costs \$53.77 per prisoner/stay (\$4.08 × 13.18 days, which is the average stay). Thus, for every person diverted or removed from the system, \$53.77 will be saved.

The following table (Table 3) is a breakdown of the total jail population over a one-year period.

TABLE 3
Total Jail Population Over One Year by Group

Survey type	Group I (large jails)		Group II (small jails)	
	D	C	B	A
Total persons per year	8,796	22,841	20,926	56,237
Average stay in days	74	11.1	21.8	1.33

Note.--Total confined: 108,800.

These data indicate that prisoners in Type D jails (high crime areas--largest jails) have a more lengthy average stay than those in the smaller jails. This finding is addressed by the speedy trial law recommendation. (See Jails Recommendation No. 3.) It should also be noted that approximately 80% of the people incarcerated in Type A and B jails are alcoholics. The proposed medical treatment of these people is discussed in Jails Recommendation No. 3.

The following table (Table 4) indicates the numbers of post- and pretrial prisoners in the total jail population, over a one-year period.

TABLE 4
Pre- and Post-Trial Prisoners in Total Jail Population Over One Year

	Percent	Number
Pretrial felons	21.2	23,066
Post-trial felons	19.5	21,216
Pretrial misdemeanants	20.7	22,522
Post-trial misdemeanants	38.6	41,996
Total	100.0	108,800

The data analyses also indicate the following:

Staffing

Very different pictures of jail functions and populations emerge in these analyses. The ratio of the number of daily occupants to the total number of 24-hour staff members and jailers is low in the smallest jails, with an average of less than one prisoner per staff person. The ratio rises rapidly in the larger jails until it exceeds the seven-to-one national ratio (National Council on Crime and Delinquency, 1966).

Space Utilization

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

Length of Stay

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

The jails with capacities of ten and under have a low frequency of use for pretrial and post-trial confinement. In addition, when considering the relatively small number of persons held in these jails (5.2%), they are of low priority in terms of program development and impact of jail reform.

Alcohol-Related Offenses

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

These percentages represent large amounts of money and manpower deployed for holding actions with alcoholics and inebriates. Alcohol-use offenses are as much a

medico-social problem as they are a legal one. Alternative treatment programs will eliminate most of the business of one-third of the jails in Alabama.

Large Jails High Crime Areas

The large jails in the high crime areas of the state were the subject of supplemental data collection and analyses. Residential information questionnaires were studied for city jails and juvenile detention centers in Huntsville, Birmingham, Montgomery, and Mobile, as well as for county jails in Madison, Jefferson, Montgomery, and Mobile counties.

Of 1,253 occupants in these 14 facilities, 1,173 are males (93.6%) and 80 are females (6.4%); 40.3% are white and 59.7% are black. The mean age in these facilities is 30.04.

Secure Pretrial Confinement

Pretrial confinement of alleged felons typically is seen as being important in the cases of individuals without community roots who may leave the area, and individuals accused of any serious offense. To assess the need for special regional facilities, 1971 data were examined, with respect to the types of offenders committed to the State Board of Corrections. It was found that there were 111 murder cases, 69 manslaughters, 13 rape cases, and 97 assault cases, making a total of 290 offenders who could be considered threats to the community.

Jails by Alabama Counties: Past and Projected Numbers of People Processed

Table 5 presents the descriptions by county of types of jails and number of people processed in the past five years; Table 6 shows the number of people projected by the local officials to be processed in 1973, 1974, 1975, and 1980. In the first column, next to the name of each county, is the number of jails by capacity groupings in that county. Baldwin County, for example, had two responding jails, both with capacities of ten or less. Calhoun County had three jails in the 11-50 occupant range, one in the 51-100 range, and one in the over 100 range.

There were 59 responding counties. Occasionally there were large variances between yearly data. In 45 of the 59 counties, jail use increased from 1968 to 1972. In 51 of the 59 counties, jail use was projected to rise from 1973 through 1980. The present report agrees that this rise is likely to occur, and that the existing difficulties will be compounded, unless the recommended changes are adopted.

TABLE 5
People Processed in Local Jails by Year and County
1968-1972

County	Frequency of Size Capacity	1968	1969	1970	1971	1972
Baldwin	2A	420	506	526	616	538
Barbour	1B, 1A	475	503	450	534	593
Blount	1B	650	650	675	675	700
Butler	1A	40	45	60	80	150
Calhoun	3B, 1C, 1D	1,320	1,725	3,715	3,950	4,075
Chambers	1B	900	1,100	1,300	1,800	2,099
Cherokee	1A	60	60	60	60	60
Chilton	1B, 1C	1,875	1,755	1,807	879	2,031
Choctaw	1C	552	787	374	654	362
Clarke	2B	1,890	2,040	3,755	1,790	1,790
Clay	1A, 1B	550	580	590	600	725
Cleburne	1A, 1B	950	2,140	1,330	2,830	1,400
Coffee	1A	---	---	---	124	100
Colbert	2A, 4B, 1C	3,249	3,447	3,528	4,029	4,131
Conecuh	1B	1,336	1,141	1,227	1,308	1,164
Coosa	1B, 1A	760	820	850	1,490	1,680
Covington	4B	3,042	3,185	3,331	3,407	3,981
Crenshaw	2A, 1B	323	317	282	301	341
Cullman	4A, 2B	700	753	789	821	879
Dale	1B, 1D	3,400	4,200	5,370	6,300	6,635
Dallas	4A, 1B	4,184	3,363	3,387	3,852	3,993
DeKalb	1B, 1C	1,573	1,497	1,397	1,444	1,138
Elmore	2B, 1C	421	471	2,271	2,421	2,600
Escambia	1B, 1C	2,500	2,600	2,800	3,100	3,200
Etowah	1D	6,139	5,387	6,597	6,771	6,076
Fayette	1B	---	---	1,000	1,150	1,250
Franklin	4A, 1B	1,352	1,462	1,557	1,862	1,862
Geneva	1A, 1B, 1C	772	776	836	827	914
Henry	1A, 1B	471	462	511	468	474
Houston	1A, 2B	1,550	1,704	1,946	1,875	5,354
Jackson	2A, 2B	1,659	1,817	2,037	2,439	2,862
Jefferson	9A, 5B, 1C, 1D	34,693	35,335	35,873	39,227	33,493
Lamar	2A, 1B	680	730	700	750	900
Lawrence	2A, 1B	1,420	1,560	1,695	1,625	1,725
Lauderdale	1A, 1B, 1C	2,869	3,197	2,901	4,174	3,244
Lee	1B, 1D	3,093	3,886	4,009	4,166	3,777

Table 5, People Processed in Local Jails by Year and County, 1968-1972, cont.

County	Frequency of Size Capacity	1968	1969	1970	1971	1972
Limestone	1D	3,700	3,794	3,063	3,426	4,294
Lowndes	1B	241	89	220	309	258
Macon	1B	10	10	10	10	10
Madison	1A, 1C	3,949	3,667	3,837	4,317	4,349
Marengo	2B	592	604	618	728	624
Marion	1A, 1B	600	525	655	1,640	1,825
Marshall	1A, 1B, 1C	3,590*	3,614*	3,332*	2,892*	2,891
Mobile	2A, 2B, 2D	16,941	17,155	20,266	22,968	23,962
Monroe	2B	496	536	637	1,279	1,277
Montgomery	1D	11,716	13,319	12,010	11,478	11,281
Morgan	2A, 1A	5,125	5,215	5,375	5,605	5,675
Perry	1A	253	268	203	173	159
Pickens	2A	260	280	290	300	359
Randolph	1A	750	780	900	950	1,100
St. Clair	2A, 1B	312	312	312	1,062	1,062
Shelby	2A, 3B	2,375	2,445	2,520	2,690	3,109
Sumter	1A	60	50	40	30	20
Talladega	3B	10,403	11,860	14,095	14,516	15,521
Tallapoosa	2A, 1B	3,103	3,610	3,535	3,720	3,956
Tuscaloosa	1B, 1C, 1D	4,081	4,114	4,145	4,648	5,722
Walker	3A	425	450	440	525	758
Washington	1C	300	327	370	390	400
Wilcox	1A	2	2	3	1	1

*Indicates that two-thirds of the respondents from the county answered for that particular year.

TABLE 6
Projections by Local Officials of People to be Processed

County	1973	1974	1975	1980
Baldwin	675	650	710	1,200
Barbour	625	700	775	1,000
Blount	725	725	750	750
Butler	No estimate	No estimate	No estimate	No estimate
Calhoun	2,650	2,875	3,250	3,975
Chambers	3,200	3,800	4,000	4,500
Cherokee	60	60	60	60
Chilton	2,100	2,150	2,200	2,350
Choctaw	375	400	400	400
Clarke	2,040	2,190	2,340	2,490
Clay	800	875	1,000	1,250
Cleburne	2,670	2,843	3,130	4,100
Coffee	100	150	---	---
Colbert	3,750	4,010	4,325	5,350
Conecuh	No estimate	No estimate	No estimate	No estimate
Coosa	1,730	1,890	2,130	2,750
Covington	3,978	4,315	4,511	5,572
Crenshaw	424	525	600	1,600
Cullman	1,050	1,200	1,400	2,000
Dale	7,100	9,010	7,500	8,300
Dallas	1,800	1,900	2,000	2,500
DeKalb	1,200	1,280	1,455	1,700
Elmore	2,600	2,750	2,880	3,875
Escambia	3,500	3,750	4,000	4,400
Etowah	1,912	1,681	1,651	1,791
Fayette	1,100	1,100	1,100	1,300
Franklin	1,951	2,067	2,200	2,690
Geneva	855	905	950	1,127
Henry	150	160	175	200
Houston	2,200	2,350	2,450	3,300
Jackson	3,420	3,785	4,260	5,800
Jefferson	34,412	34,462	35,117	37,067
Lamar	425	450	475	600
Lawrence	1,835	2,075	2,085	2,225
Lauderdale	3,425	3,560	3,765	4,535
Lee	1,250	1,400	1,475	2,000
Limestone	5,200	5,600	6,000	7,000

Table 6, Projections by Local Officials of People to be Processed, cont.

County	1973	1974	1975	1980
Lowndes	300	300	275	250
Macon	15	15	15	15
Madison	4,550	4,800	5,300	7,200
Marengo	620	630	640	650
Marion	700	800	850	875
Marshall	3,100	2,275	825	1,050
Mobile	24,966	26,247	27,805	12,500
Monroe	1,390	1,490	1,900	2,300
Montgomery	12,000	13,000	14,000	15,000
Morgan	6,450	6,575	6,700	7,125
Perry	150	135	125	88
Pickens	375	400	400	450
Randolph	1,173	1,225	1,425	1,725
St. Clair	1,112	1,212	1,262	1,312
Shelby	4,260	4,650	5,185	7,400
Sumter	20	20	20	20
Talladega	17,500	18,200	18,800	23,500
Tallapoosa	4,280	4,315	4,770	5,575
Tuscaloosa	6,050	6,325	6,600	8,325
Walker	389	400	400	400
Washington	425	450	450	500
Wilcox	2	4	3	9

Ratings of Jail Adequacy by Counties

A rating system was constructed in the questionnaires in order to permit a relative valuation of the adequacy of Alabama jails. The ratings were weighted judgments made on the basis of key available information. The maximum possible score for any one jail was ten. The actual ratings ranged from one to nine. The items used were:

Units of information recorded about prisoners.

One point if information about prisoners was recorded.

Evaluation by jail administrators of jail adequacy.

Inadequate: 0 points Adequate: 1 point

Special training provided for jail personnel.

No: 0 points Yes: 1 point

Medical services available.

No: 0 points Yes: 1 point

Examination of prisoners for venereal disease.

No: 0 points Yes: 1 point

Juvenile officers used.

One point if an officer was used.

Planning staff.

No: 0 points Yes: 1 point

Use of outside resources in jail operations.

One point if outside resources used.

24-hour staff.

No: 0 points Yes: 1 point

Holding cell.

Not present: 0 points Present: 1 point

Only 15 (or 9.6%) of the jails received scores of seven or higher, indicating that they are either adequate or clearly adequate. One-third of those rated as inadequate are lockups for very transient occupants. These jails would serve little function when alternatives are available for dealing with alcohol offenses. For the other 80 jails, this survey clearly identifies their inadequacies and problems.

The rated items do not constitute a comprehensive list of important jail functions. They are a representative list of functions and are a foundation for preliminary evaluation.

Misdemeanant Jail Population

The present survey of Alabama jails indicates that for very small jails, with capacities of under ten occupants, the primary residents are petty offenders, or misdemeanants. Within

the smaller jails in Alabama, typically half of the confined persons are misdemeanants; it is only in the jails with capacities of over 100 occupants that the number of pretrial felons rises higher than the number of misdemeanants.

The types of misdemeanant offenders are more diverse than those of felony offenders. For many, correctional programming or rehabilitative services are either inappropriate or unnecessary. For all those that cannot be diverted, minimum standards in living conditions must be met. Furthermore, the different types of offenders must be separated.

RECOMMENDATIONS

No part of our correctional system is in greater need of basic reform measures than our jails. Alabama's recidivism rate continues at approximately 75%; and four out of every five men going into our jails have been there before and will be back again. It costs nearly \$4.08 per day to keep a person in jail, not to mention related costs for processing him through the criminal justice system and placing his family on welfare. Of even greater concern is the improvement of the sub-human environment we have created in our jails. If punishment and abuse were effective deterrents, our jails would not be filled with recidivists. No single concept of corrections has been so severely tested for such a lengthy period of time with such depressing results. The goals here are to divert everyone from jail who is not a threat to society or himself, to create a humane jail environment, to intervene in costly criminal careers, and to initiate programs to correct the offender. The following recommendations will aid in the attainment of these goals:

RECOMMENDATION NO. 1: THE STATE SHOULD HAVE THE AUTHORITY AND RESPONSIBILITY TO PERFORM THE FOLLOWING SERVICES AND FUNCTIONS FOR ALL JAILS:

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

Rationale:

The problem of state-local relations in the entire criminal justice system is a complex and extremely important issue. This subject is thoroughly covered in a 300-page commission report entitled "State-Local Relations in the Criminal Justice System." The Advisory Commission on Intergovernmental Relations was established by Public Law 380, passed

by the 86th Congress, and approved by the President on September 24, 1959. We believe it to be one of the most in-depth studies ever made on the subject.

It refers to the current status of state and local responsibilities as a "crazy quilt" pattern with wide variations in the extent to which financial, administrative, and operational responsibilities are fixed. There are vocal advocates for both state and local control of nearly all correctional activities, while others proclaim some degree of joint state-local responsibility. It is important to be cognizant of the commission's final recommendation which brings into focus state-local correctional responsibilities. It is as follows:

The Commission concludes that while state governments have an overriding responsibility to ensure the provision of certain correctional services on a state-wide basis, including responsibility for assignment and transfer of convicted prisoners, other correctional activities can be more appropriately handled by local governments. Hence...

The Commission recommends that the states assume full financial, administrative and operational responsibility for juvenile and long-term adult correctional institutions, parole, juvenile aftercare, and adult probation. The Commission further recommends that *local governments retain operational and a share of the fiscal responsibility for short-term adult institutions and jails, adult and juvenile detention, and misdemeanor and juvenile probation, and that the states establish and monitor minimum standards of service, furnish planning and technical assistance, and provide a reasonable share of the costs of such activities.* (Emphasis added)

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Legislation and administrative action will be required.
- C. Cost of Implementation:
 1. Jail Specialist Program (see Recommendation No. 6), 1973-74 (\$225,000), 1974-1983 (\$2,025,000)
 2. State subsidy to four proposed model jails (see Recommendation No. 4), 1973-74, 1975, 1976 (\$640,000)
 3. State survey of smaller jails (see Recommendation No. 7), 1974 (\$80,000)
 4. State subsidy to all jails which meet Alabama standards and guidelines (see Recommendation No. 7), 1977-1983 (\$1,200,000)

Impact:

Will create a humane jail environment within all of Alabama's jails and deliver services that will upgrade the entire system.

Will provide more appropriate diversion and handling, thereby reducing recidivism.

RECOMMENDATION NO. 2: LOCAL GOVERNMENT SHOULD CONTINUE TO RETAIN RESPONSIBILITY FOR OPERATION OF JAILS AT THE LOCAL LEVEL AND PERFORM THE FOLLOWING FUNCTIONS AND SERVICES:

Recruit, assign, and terminate jail personnel (all personnel functions).

Meet state standards and guidelines.

Provide basic services such as food, clothing, sanitation, and health care.

Develop appropriate treatment programs and procedures.

Utilize community resources and volunteer services to the fullest extent.

Maintain accurate records.

Provide detailed job descriptions and work assignment schedules.

Develop security and emergency procedures.

Classify and separate prisoners on the basis of such factors as age, aggressiveness, degree of custody required, health, etc., to the degree that physical design allows.

Assume responsibility for budget and fiscal matters.

Rationale:

Same as Recommendation No. 1.

Implementation and Costs:

A. Year of Implementation:

1973

B. No legislation will be required.

C. There will be no cost to the state.

Impact:

Will create a humane jail environment within all of Alabama's jails and deliver services which will upgrade local jails.

Will preserve local autonomy in jail operations.

RECOMMENDATION NO. 3: ALL SEGMENTS OF THE CRIMINAL JUSTICE SYSTEM SHOULD PARTICIPATE AND ASSIST IN THE PLANNING AND IMPLEMENTATION OF THE FOLLOWING PROGRAMS TO DIVERT EVERYONE FROM JAIL WHO IS NOT A THREAT TO SOCIETY OR HIMSELF.

Passage of a speedy trial law.

Removal of juveniles from jails to appropriate juvenile programs or facilities.

Expansion of release on recognizance and bail-bond programs.

Transferal of alcoholics, drug abusers, other victimless offenders, and mental incompetents from jail to a medical environment.

Enactment of legislation that will expedite the use of parole and probation for the misdemeanant.

Rationale:

The utilization of these alternatives is directed at diversion of the pretrial accused. Reductions from the projected 1983 jail population are indicated in the Impact section.

Speedy trial law. Approximately 45% of the jail population in Group I (largest jails) are in pretrial status. Accused citizens are detained before trial in these major cities/high crime areas for up to an average of four months. It has been shown that one of the best deterrents to crime is the assured quick delivery of justice. If a 60-day speedy trial law was passed, which required trial or dismissal of charges within that time period, there would be an immediate reduction in jail population and a concurrent reduction in cost.

Juveniles. Juveniles are currently being held with adults in the jails of some counties in Alabama. The 1970 Jail Census Report by LEAA indicated that there were 87 juveniles in Alabama jails. It is recommended in the juvenile section of this plan that under no circumstances should juveniles be detained in any adult jail. They should be diverted to special juvenile facilities and programs.

Release on recognizance and bail. Diversion should be increased, thereby lessening the inequities of current judicial processes which befall the poor, undereducated, unemployed, and those of minority groups. This should be accomplished through release on recognizance, bail bonds, development of community bail funds, and volunteer intervention. Necessary information on accused citizens can be obtained by crisis intervention personnel (see Recommendation No. 5), which would enable a judge to make a more fair and informed decision in favor of an accused. Community bail funds could be provided by private citizens offering real estate, professional sureties, or cash for use as bail for indigents. See Impact for reduction figures.

Medical environment for alcoholics, drug abusers, and mental incompetents. Jail detention is an inappropriate method of dealing with alcoholics, drug abusers, or mental incompetents who have not committed a serious related crime and are not a threat to society or self. These offenders present medical problems and should, therefore, be handled more appropriately in detoxification centers or medical facilities. See Impact for reduction figures.

Use of probation and parole. The misdemeanor usually does not qualify for probation and parole because of the short term of his sentence. Probation services should be encouraged and expanded. Parole programs should be instituted for persons who serve sentences longer than 30 days. See Impact for reduction figures.

Alternatives to incarceration. The judicial and criminal justice systems should work to develop alternatives to jailing. These might include installment payments, programs to work off fines without incarceration, and setting of fines in relation to a person's ability to pay.

Use of citations for misdemeanants. Citations are currently employed as a means of diverting many traffic violators from the actual arrest procedure. There were at least 65,000 misdemeanor arrests in Alabama in 1972. The arrest and bail procedure is time consuming, costly, and cumbersome, not only to law enforcement officials but also to the citizen charged with commission of a minor offense. Extension of the use of citations to include substantially all minor offenses would serve to lighten the load on our overcrowded jails and courts, as well as to provide a more practicable and just means of dealing with misdemeanor offenders.

Implementation and Costs:

- A. Year of Implementation:
1973
- B. Legislation and administrative action will be required.
- C. A significant reduction in cost for care of prisoners would result and be directly proportionate to the degree to which prisoners are diverted from jail.

Impact:

Will divert a significant number of people from Alabama jails by 1983.
Based upon projections from 1983, the impact of each is described below:

Release on Recognizance and Bail

No. pretrial felons: 37,694			No. pretrial misdemeanants: 36,805		
	Reduction			Reduction	
	Percent	Number		Percent	Number
Bail	4	1,508	Bail	3	1,104
			Citations	15	5,521

Medical Treatment--Alcoholics, Drug Abusers, Mental Incompetents

No. pretrial felons: 37,694			No. pretrial misdemeanants: 36,805		
	Reduction			Reduction	
	Percent	Number		Percent	Number
Alcohol	5.0	1,885	Alcohol	25.0	9,201
Drugs	2.0	754	Drugs	.6	221
Mental	.5	189		—	—

Probation and Parole for Misdemeanants

No. post-trial misdemeanants: 68,631		
	Reduction	
	Percent	Number
Probation	25.0	17,158
Parole	7.0	4,804
Citations	10.0	6,863

- Will tend to keep families intact.
- Will reduce welfare/unemployment costs to the state.
- Will enable the accused to retain his employment.
- Will result in speedier delivery of justice.

RECOMMENDATION NO. 4: THE COUNTIES OF JEFFERSON, MADISON, MOBILE, AND MONTGOMERY, WITH PARTIAL FINANCIAL ASSISTANCE FROM THE STATE, SHOULD DEVELOP MODEL ADULT CORRECTIONAL SYSTEMS. A DIRECTOR OF CORRECTIONS IN EACH OF THESE COUNTIES WOULD BE EMPLOYED TO IMPLEMENT THE PROGRAMMATIC RECOMMENDATIONS OF THIS SECTION.

Rationale:

If we are to move forward from a purely custodial and warehousing operation to a treatment-oriented approach, the services of a full-time correctional expert will be required. His authority should include all adult correctional components within the county, including county and municipal jails, halfway houses, misdemeanor probation and parole, and all treatment programs within these facilities and within the community. Personnel assigned to operate the proposed programs in the jails should be full-time, well-trained correctional officers who have no police duties. The functions of apprehension and correctional treatment *must* be separated. The local county government would retain

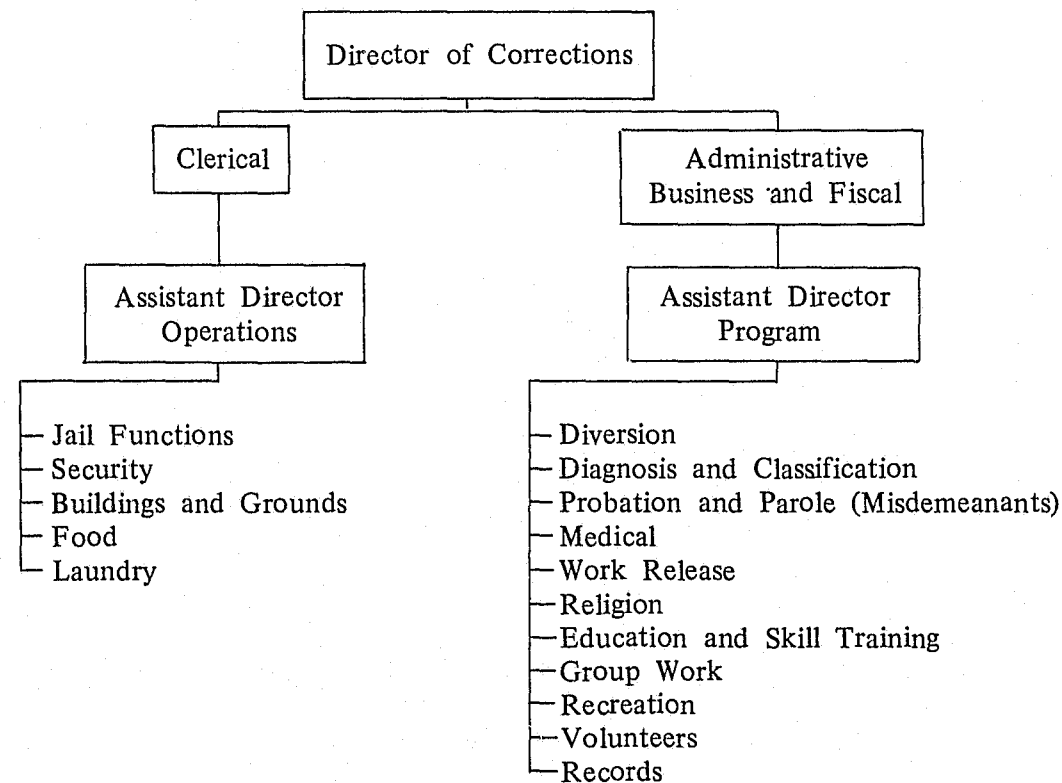
complete operational control with technical and financial assistance from the state, as proposed in Recommendation Nos. 1 and 2.

Judges are currently in a position of having to make judicial decisions based on minimal information about the offender. A presentence report may be all the information available to them. This lack of valid information may explain the reluctance on the part of some judges to utilize one or more of the diversion programs available. It is extremely difficult to determine the best treatment alternative for an offender, unless valid information has been assembled. It is equally difficult for correctional personnel to properly classify sentenced offenders without this information.

A diagnostic report should be prepared which would include such things as: social, educational, and work histories; previous record; medical, psychological, and psychiatric evaluations, etc. This report would be prepared by a small multidisciplinary staff and should contain a recommendation for disposition, taking into consideration all of the possible alternatives.

The need for this type of jail reform is statewide. By concentrating the available financial resources on model programs in our most populous areas, it was felt that, initially, there would be a greater impact on the reduction of crime.

The organizational structure is as follows:



Implementation and Costs:

- A. Years of Implementation:
1973-74, 1975, 1976
- B. Legislation will be required.
- C. The money to be expended will include the state subsidy and the money which is currently being spent by these counties. Initially, subsidies will be given to these four counties in order to have the greatest impact on areas with the largest jail populations. At the end of a three-year period of operation in 1976, local governments should absorb the costs. The subsidy money will then go to those jails in Alabama which meet state standards. (See Recommendation No. 7.)

Central Administrative Staff

1 Director of Corrections	\$ 18,000
2 Assistant Directors @ \$12,000	24,000
1 Administrative, Business, and Fiscal	8,500
3 Clerical @ \$6,000	18,000
1 Community Resource Officer	7,500

Diagnosis and Classification Department

1 Chief of Classification and Parole	10,000
1 Psychologist	9,000
2 Caseworkers @ \$9,000	18,000
2 Clerical @ \$6,000	12,000

Office

Supplies and Equipment	<u>35,000</u>
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Total	<u>\$160,000</u>
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$\$160,000 \times 4 \text{ model jail programs} = \$640,000$

Impact:

- Will reduce jail population through implementation of diversion programs.
- Will provide a greater opportunity for successful offender rehabilitation and corresponding reduction in recidivism through the more efficient and systematic delivery of services.
- Will achieve a separation of correctional functions from police functions.

Will eliminate duplication of administrative services, i.e., purchasing, record keeping, training, research, etc.

RECOMMENDATION NO. 5: ALL JAILS IN ALABAMA SHOULD UNDERTAKE THE DEVELOPMENT OF MEANINGFUL TREATMENT PROGRAMS.

Rationale:

The secure holding and warehousing of offenders in our jails has done little to correct the offender. The result has been a high rate of recidivism and ever-increasing costs to the taxpayer. The following minimal programs are suggested for implementation:

Medical Advisement

The medical profession should be called upon to establish minimum standards and appropriate procedures for jails.

Separation of Pretrial Offenders from Sentenced Offenders

Pretrial offenders should be physically and programmatically separated from sentenced offenders, because they are two distinctly different groups with different needs. The pretrial group is presumed innocent and is concerned with legal matters surrounding their defense. The sentenced group needs exposure to a treatment program to acquire the necessary skills, knowledge, and attitudes to function successfully when they return to society.

Crisis Intervention

A program of crisis intervention should be developed for the pretrial offender. There should be 24-hour coverage near the booking area by a small staff whose primary duty would be to determine acute personal problems of the offenders and to assist in their solution. The staff would gather information needed by the judge to make a determination for bail. In cases where it is not advisable to release a prisoner on recognizance or bail, the staff would help with complaints, provide status reports for the judge, and keep records. Later, services would be extended to the community in arranging job placements for prisoners. This would be an appropriate program in which to utilize volunteers.

Work Study Release

All offenders whose custody and conduct permit should be allowed to study in the community or to work there at current wage rates. Those who work should

be required to pay room and board at a rate of \$2 to \$3 for each day worked. There are other possible dispositions of earnings, such as sending a portion home, depositing a portion in a savings account, making restitution, etc. Wherever halfway houses are available, it is preferable that work releasees live in a halfway house rather than being detained in jail.

Community Resources

Appropriate programs of education, skill training, religion, and recreation should be developed, making maximum utilization of volunteers, public schools, and other resources.

Implementation and Costs:

- A. Year of Implementation:
1974
- B. Administrative action will be required.
- C. There will be no cost to the state.

Impact:

Will improve living conditions and encourage humane treatment through rehabilitation.
Will provide conditions conducive to more successful offender rehabilitation and a projected, corresponding decrease in recidivism.

RECOMMENDATION NO. 6: THE STATE DEPARTMENT OF OFFENDER REHABILITATION SHOULD EMPLOY A JAIL SPECIALIST FOR EACH OF THE PROPOSED SEVEN CORRECTIONAL REGIONS.

Rationale:

This recommendation is imperative for implementation and fulfillment of the state responsibilities outlined in Recommendation No. 1. The upgrading of jails is largely dependent upon the quality of guidance and technical assistance provided by the regional jail specialists. They would evaluate the degree to which state jail standards and guidelines were being met, and be in a position to recommend the closing of any jail that failed to comply within established time limits.

Implementation and Costs:

- A. Year of Implementation:
1973

B. Legislation and administrative action will be required.

C. Cost of Implementation:

7 Jail Specialist @ \$10,500	\$ 73,500
Training for 7 Specialists from Bureau of Prisons and Jail Service	10,000
1 Accountant-Examiner	12,000
Travel	30,000
Office Equipment (temporary until regional offices formed)	<u>24,500</u>
Subtotal	\$150,000
Subsidy for Renovation and New Construction	<u>75,000</u>
Total	<u>\$225,000</u>

Impact:

- Will expedite compliance with state-established standards.
- Will improve the quality of services delivered to the confined.
- Will provide the basis for a centralized record-keeping system.

RECOMMENDATION NO. 7: AN ON-SITE, IN-DEPTH SURVEY OF ALL JAILS IN ALABAMA SHOULD BE MADE.

Rationale:

The inadequacy, or the absence, of meaningful jail base information precludes any valid correctional planning for these facilities. It is imperative that such a survey include location, age, inmate profiles, custody status, costs, design capacity, rate of intake, turnover, average daily population, peak loads, general condition, security level, distance to courts, budget, staffing programs, and type of provision for females.

This study should include recommendations and a plan, with costing, for the most effective and efficient delivery of jail services. These recommendations may include proposals for closing some jails, for creating multi-county jails, for designating smaller jails for overnight short-term holding, and for contracting services to major urban counties. Proposals should emphasize the centralized grouping of female offenders and the designation of certain jails for pretrial detainees and of other jails for post-trial offenders. This plan should be coordinated with the State Corrections Plan.

Implementation and Costs:

A. Year of Implementation:

1974

B. Administrative action will be required.

C. Cost of Implementation:

\$80,000 (this money is specifically for the proposed survey; the state subsidy money will be available beginning in 1977 to help implement these recommendations). 1977-1983: \$1,200,000.

Impact:

Will establish base information on the Alabama jail system.

Will result in a proposed plan of action including costs of implementation.

RECOMMENDATION NO. 8: A PLAN TO TRAIN ALL JAIL PERSONNEL IN ALABAMA SHOULD BE DEVELOPED.

Rationale:

The quality of job performance and delivery of services to the offenders is largely dependent upon the training and professionalization of the staff at all levels. The plan for training should be developed at the state level and should encompass in-service training, middle-management training, and the selective training of personnel at the training academy, junior college, or university. In addition, special training workshops and seminars should be planned, utilizing expertise outside the system. Performance on the job and in training programs should be related to salary increases and promotions. High priority should be given to the four major population areas in training of jail personnel.

Implementation and Costs:

A. Years of Implementation:

1974 - Implemented in 4 major counties.

1975 - All other jail personnel.

B. Administrative action will be required.

C. There would be no additional costs. Implementation will require utilization of existing training facilities, educational institutions, and the state jail specialists when trained. The additional costs incurred will be to the local unit of government on a contract basis.

Impact:

Will upgrade the quality of correctional personnel.

Will familiarize correctional personnel with recent developments and innovations in methods of offender rehabilitation.

Will minimize variations in philosophy, goals, and procedures of corrections programs.

RECOMMENDATION NO. 9: SELECTED FELONS SHOULD BE ALLOWED TO PARTICIPATE IN THE COUNTY CORRECTIONAL SYSTEMS PROPOSED IN RECOMMENDATION NO. 4.

Rationale:

People concerned with corrections are becoming more and more aware of the desirability of locating corrections programs and facilities within or near the local community. The advantages of accessibility to community resources, involvement of community people in programs, fewer recruitment problems, better training opportunities at local colleges and universities, and greater ease of maintaining family ties are but a few of the plus factors for keeping corrections community-based. There are strong indications that the prison or correctional center of the future will be relatively small and will be located in the more populous areas.

Many felons are more tractable, less assaultive, and more responsive to treatment than some misdemeanants. There is no magic in the dividing line between a misdemeanant and a felon. It is entirely feasible to keep the most tractable felons in a local jail with misdemeanants, rather than to send them into the state system where there is overcrowding and limited opportunity to participate in meaningful programs.

State institutions would continue to care for the more difficult, long-term offenders, and local facilities could care for tractable, short-term offenders who come from a local area, whether misdemeanant or felon. The cost of transferring offenders long distances would be significantly reduced. But, of even greater importance, is the greatly increased probability of reducing recidivism through offender participation in local corrections programs.

Implementation and Costs:

A. Year of Implementation:

1976

B. Legislation and administrative action will be required.

C. There will be no new costs to the state or county. Contract arrangements would be made for the state to reimburse the county out of funds it would have spent on incarceration of the selected felons in the state system.

Impact:

Will make community resources and a developed training program available to rehabilitate tractable felons, as well as misdemeanants, within their own communities.

Explanation of Table 7

Table 7 shows the year of implementation of each program recommendation and the cost to the State of Alabama for each year. The total cost of state money over the ten-year period is \$6,090,000.

TABLE 7
Jail Implementation and Cost Summary

Recommendations	Fiscal Year									
	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
1. Model County Corrections Systems	\$640,000	\$640,000	\$640,000	\$640,000	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-
2. Jail Specialist/Inspection Service	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000	225,000
3. Survey of smaller jails and resultant state subsidy	-0-	80,000	-0-	-0-	200,000	200,000	200,000	200,000	200,000	200,000
GROSS COSTS	\$865,000	\$945,000	\$865,000	\$865,000	\$425,000	\$425,000	\$425,000	\$ 425,000	\$425,000	\$425,000
TEN-YEAR TOTAL	\$6,090,000									
LESS CURRENT EXPENSE	<u>0,000,000</u>									
NET ADDITIONAL COST	\$6,090,000									

NATIONAL OVERVIEW

A fundamental purpose of probation and parole is to motivate the offender to use his abilities to achieve personal goals which will not bring him into serious conflict with other persons or with society as a whole. Probation is a combined function of the judicial and correctional systems. The judge conditionally releases the convicted offender into the community under the supervision of a correctional agency. Parole involves release from a correctional institution, and is controlled by a correctional agency rather than the courts. Parole is administered under the supervision of an agent of the parole board.

Slightly more than half of the offenders convicted in the United States are placed on probation. In 1965, the total probation population, adult and juvenile, was estimated at 684,088. In most states, probation services have characteristically been poorly staffed and administered. However, an analysis of eleven probation studies indicates a success rate of from 60% to 90%.

Probation is authorized by statute in all of the states. Only two states do not have probation services in every county. Of the 3,082 counties in the 50 states, 91% have some parole services.

Probation is available to juveniles and adults, felons and misdemeanants. The adult felon is placed on probation through a court with criminal jurisdiction, after trial and generally only after a presentence investigation has been conducted. Most state laws require a prehearing investigation of juvenile delinquents. In many cases, this eliminates the need for trial, if the juvenile is willing to waive this right and to place himself on probation.

Restrictions are placed upon the majority of courts in the matter of eligibility for probation, though juvenile courts are scarcely affected. In adult jurisdictions, statutory limitations fall into two broad categories: (1) those prohibiting probation for defendants charged with a designated offense (such as first-degree murder) and (2) those excluding persons convicted of a second offense. Seven states have no restrictions whatever, while, in 14 states, the sole limitation is that those convicted of crimes punishable by death, or life imprisonment, are ineligible.

Widest latitude exists in juvenile cases where the court generally may impose whatever probation period it sees fit, provided it does not exceed a stipulated maximum probation. The probation, generally, must terminate not later than the time the juvenile reaches majority.

Laws vary widely for adults. The term of probation must not exceed the maximum period of commitment which could have been meted out for the offense, unless the statute specifically authorizes such an extension.

In 1965, there were approximately 172,625 felons on parole from state and federal correctional institutions. Today, about 60% of all adult felons in the nation are paroled from prison. The National Survey of Corrections found that most misdemeanants are released from local institutions and jails, without parole, when their sentences are completed. Information available from a sample of 212 local jails indicates that 131, or 62%, have no parole procedure. In the 81 jails that do have parole procedures, only 8% of the inmates are released through this procedure. Thus, 92% are simply freed at the expiration of their sentence.

Parole is usually administered through a state agency. The power of parole for felons generally lies with a centralized board composed of full-time members appointed by the governor through a merit system, or by selection from a list of qualified candidates. In the majority of the states, that board will consist of from three to twelve members. In some states, the governor has the sole power to grant parole to adults, although an advisory board or committee will usually assist him in selections. The United States Parole Board is comprised of eight full-time members appointed by the President. Juvenile parole is variously administered by the correctional institutions themselves, by lay boards, by adult correctional departments, by public welfare departments, and by other state and local bodies.

Eligibility for parole is governed by the state statutes that provide either definite or indefinite sentences, and that define sentences to which parole may be applied. In some jurisdictions, for instance, eligibility for parole is prohibited by statute for offenders convicted of such crimes as narcotics distribution, armed robbery, kidnapping, rape, or murder. Some statutes which provide for definite prison terms for specific crimes also provide for parole eligibility upon completion of a specified portion of the full term. For the most part, parole is considered after completion of one-third of the assigned sentence. A third of the states, as well as the federal government, have incorporated indeterminate sentencing in their criminal codes. Under an indeterminate sentence, the term of imprisonment remains indefinite (within maximum limits), and the parole authority determines when the person shall be eligible for parole.

Research has indicated that some people are more likely than others to be repeaters after a term in prison. Within the first five years after release, about one-third of all paroled persons from an entire prison system are returned to prison, with this proportion tending to be perceptibly higher among certain groups of persons, such as drug users.

The quality of parole supervision and guidance has been statistically related to the success rate of parolees. All 510 federal probation officers surveyed in 1961 emphasized the need for greater counseling and supervision of parolees, while most agreed that caseloads and duties, in addition to counseling and supervision, prevented this. The federal probation officer, in fact, has a workload unique within the correctional field. For instance, while he is functioning as probation officer for a United States District Court, he is also acting as a parole officer for the United States Board of Parole, the Bureau of Prisons, and the Department of the Army and Air Force. According to the *Annual Report of the Administrative Office of U. S. Courts*, during 1961 the average federal probation officer completed 48 presentence investigations, or 4 per month, and slightly more than 1 pre-parole investigation per month. In addition, he was assigned the supervision of an average of 53 probationers, 12 parolees, and 4 mandatory releasees. There was one military parolee per every five probation officers.

Ideally, probation and parole officers should not be assigned more than the equivalent of a "50 unit" caseload, in which a case under supervision counts as a unit and a new study as five units for the month in which they are done. In theory, this allows an average of three hours each month per case, but in practice that average is reduced to about one hour per person per month. In 1965, 11% of all juvenile and 67% of all adult probationers were being served in caseloads of over 100.

DESCRIPTION OF THE EXISTING SYSTEM

Statutory Authority

Adult probation and parole in Alabama is authorized by Title 42, Alabama Code (1958). The Youthful Offender Act is found in Title 15, Sections 266(1)-266(6), Alabama Code (1958). This Act provides for the treatment of offenders who commit their offenses before they reach their majority. A person who is adjudged a youthful offender loses neither civil nor political rights, nor the right to public employment, nor the right to be licensed by public authorities.

Philosophy of Probation and Parole

National authorities, including Chief Justice Burger, feel that many of the younger, more tractable offenders may be better controlled and treated in community-based programs (probation and parole) without the necessity of being committed to an institution. Many of those committed to an institution can be safely released on parole at an early date.

Dangerous and habitual offenders may require incarceration for a longer period in order to protect the public. Included in this group are some 15% to 20% of the total prison population.

The conventional prison as we know it, will, in the future, be replaced by smaller treatment centers for those who must be committed. Properly supported probation and parole services will greatly improve the treatment of the offender and offer greater long-term protection to society by reducing recidivism.

Administration of Probation and Parole in Alabama: Staff Organization and Function

Probation and parole have been jointly administered in Alabama since 1939. These services are not administratively connected with any other agency. Probation and parole in Alabama are administered by a three-member Board of Pardons and Paroles. The board members, who serve six-year terms, are nominated by a panel and appointed by the governor, subject to confirmation by the senate. Original terms are staggered whereby one term expires every two years. The board has final and exclusive jurisdiction over all matters relating to parole, pardon, restoration of civil and political rights, and remission of fines and forfeitures. The board provides staff for the judges having probation powers. This staff operates in a given geographical area, making all of the investigations for the

courts in probation matters, and all of the investigations for the board in parole matters. The staff also supervises all parolees and probationers within a given geographical area. Services in all cases relating to pardon, restoration of civil and political rights, and remission of fines and forfeitures are also provided by the staff.

The board holds all hearings for parole consideration at the major prisons. Hearings on delinquent parolees are conducted twice a month at the Medical and Diagnostic Center at Mt. Meigs. The inmate, at delinquent hearings, may have his lawyer and witnesses present if he chooses. This meets the requirements of *Morrissey v. Brewer*, U. S. 92 S. Ct. 2593 (1972). On-site hearings will be held, if requested by the alleged parole violators.

The administrative structure of the Board of Pardons and Paroles is outlined in Figure 3. The executive director has the overall responsibility for administering the department and for the execution of all orders of the board. The executive director is appointed by the board, subject to the state merit system. The board also appoints an administrative assistant who serves at its discretion. There are four assistant directors: two who are in charge of Field Services, one who heads the Planning and Development Division, and one who is in charge of Training and Staff Development.

The executive director is the administrator of the Interstate Compact for Probation and Parole Supervision. The interstate compact unit processes all interstate matters. Improved services have accelerated interstate communications, and controls have been established to insure adequate field investigations and supervision of interstate cases. In 1971-72, Alabama received 380 new parolees and probationers for supervision from other states, and Alabama transferred 374 probationers and parolees to other states for supervision.

There are two institutional parole officers. One serves the Atmore complex, including Atmore State Prison Farm and the Holman Unit. He also is responsible for the road camps in South Alabama. The other institutional parole officer serves the area around Montgomery, including the Medical and Diagnostic Center, Draper, Tutwiler, Frank Lee Youth Center, the No. 4 Honor Camp, and the road camps in North Alabama. The institutional parole officer interviews inmates approximately two months prior to their scheduled parole hearing. Then, the institutional parole officer evaluates the inmate, records a parole plan, and submits the report to the board. Upon request by the board, a special investigation may be made to supply further information. The institutional parole officer also acts as liaison between the Board of Corrections and the Board of Pardons and Paroles,

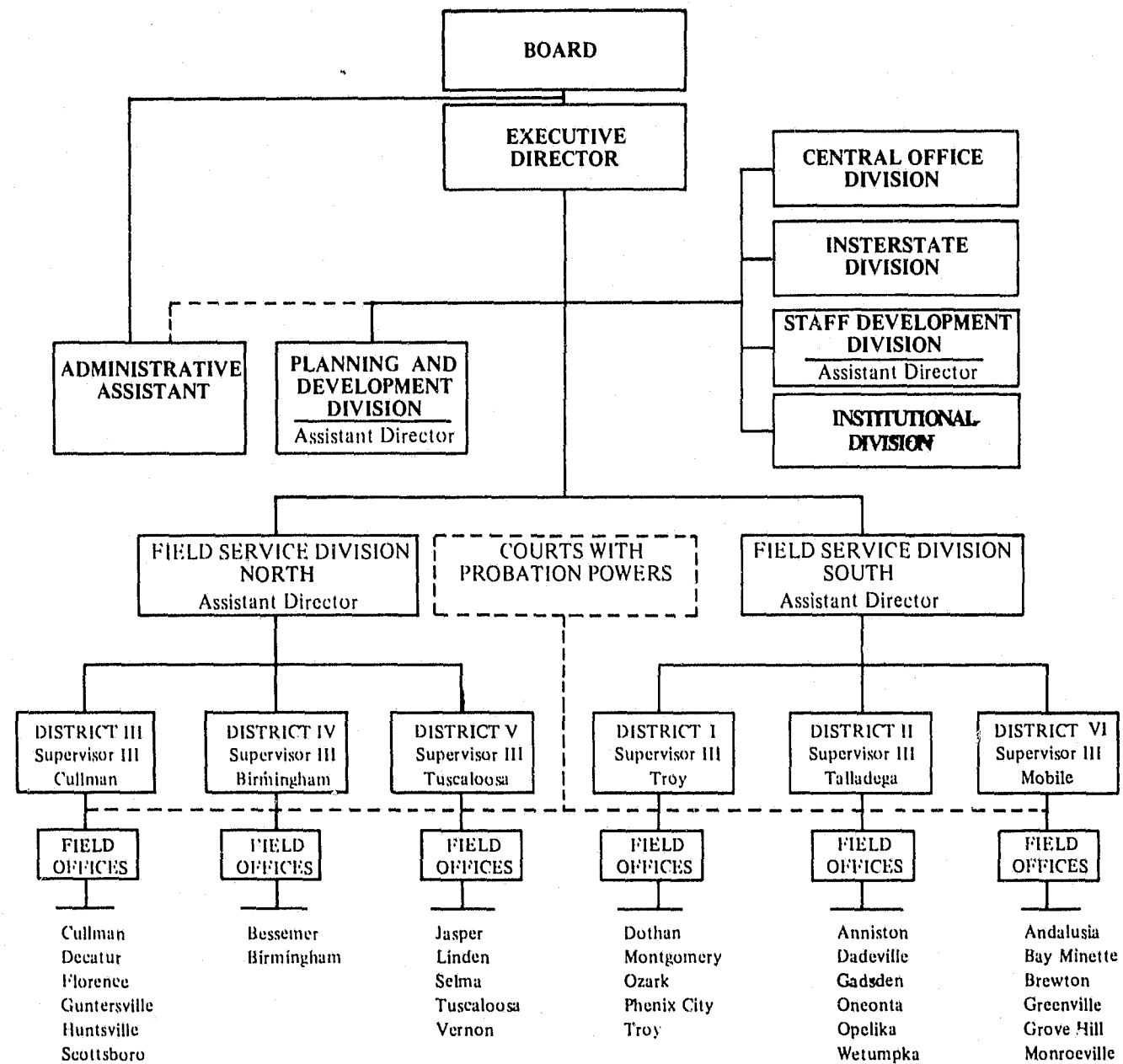


Fig. 3. Administrative organization of the Board of Pardons and Paroles.

counseling and consulting with inmates and prison staff regarding parole policies, procedures, and decisions. He makes special reports on inmates when requested by the board. The board has established a policy of granting a parole progress hearing to all inmates after they have served one-third of their sentence.

The state is divided into six districts, with a Supervisor III over each area. These supervisors have the responsibility of assigning and supervising staff within their districts.

There are 33 field offices in Alabama, with 20 Probation and Parole Supervisor I's and 52 Probation and Parole Supervisor II's. These probation and parole supervisors perform all duties in probation matters for the courts in the assigned area, as well as all responsibilities in parole for the board. The field offices are arranged on a Judicial Circuit basis in order to better serve the courts. A map (Figure 4), showing the location of districts with the district supervisors, the local offices with the number of probation and parole supervisors, and caseloads broken down by probationers and parolees, is included.

"Caseloads" in Alabama refers to the number of probationers and parolees under the supervision of a staff member. The caseloads of probation and parole supervisors are assigned within a geographical area, which includes the parolees and probationers who live within that area. In Alabama, the average caseload per supervisor is 131 cases. The average length of time a person stays on parole is approximately five years, and the average time for probation is three and one-half years.

In addition to his caseload duties, the probation and parole supervisor is responsible for a workload. He is required to make all presentence investigations (social and criminal histories) requested in his area by the courts, as well as all preliminary social histories requested by the board. The supervisor also is expected to: develop and report on probation and parole plans (home and employment); investigate restoration of civil and political rights, pardons, and the remissions of fines and forfeitures; and serve as a public relations officer in the area.

In the process of carrying out his workload duties, the supervisor is responsible for any investigations requested by the courts and the board. As caseloads increase, the time required to make investigations also increases and, consequently, the time left for supervision decreases. The average percentage of time used in making investigations has increased to approximately 60%, leaving only 40% for counseling with clients. When caseloads or workloads are excessive, the management of such loads requires the proper classification. This makes it possible to devote the counseling time where it is most needed.

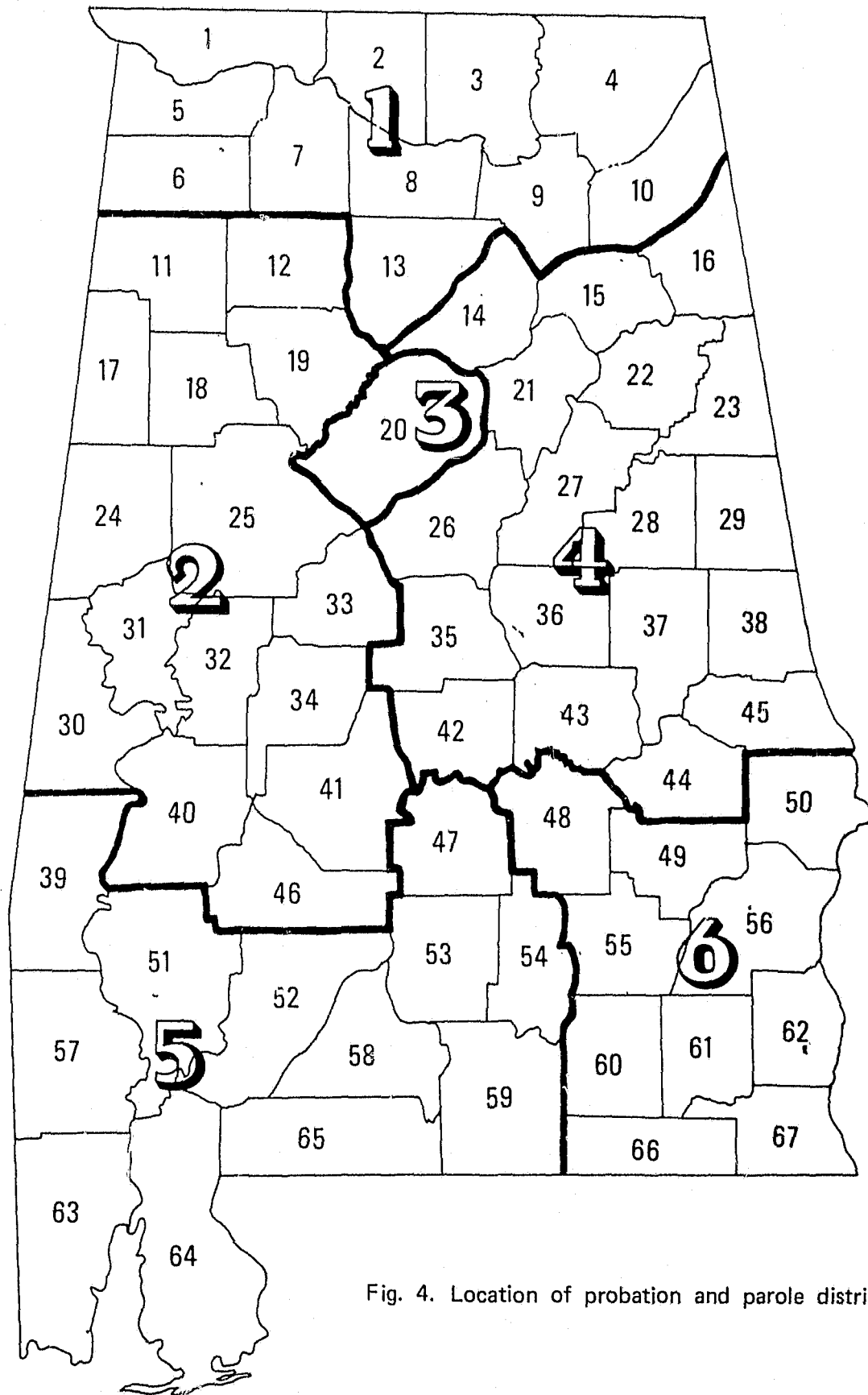


Fig. 4. Location of probation and parole districts.

Region	Number on Map	County	Number Supervisors	Number on Parole	Number on Probation	Other Services	Total
6	48	Montgomery	5	435	252	30	717
	50	Russell	1	33	69	10	112
	49	Bullock					
	56	Barbour					
	55	Pike					
	60	Coffee	2	87	124	28	239
	62	Henry					
	61	Dale					
	66	Geneva	2	77	86	12	175
	67	Houston	2	76	101	18	190
4	14	Blount					
	21	St. Clair	1	16	91	7	114
	16	Cherokee					
	15	Etowah	2	63	217	22	302
	22	Calhoun					
	23	Cleburne	2	65	97	20	182
	27	Talladega					
	26	Shelby					
	28	Clay					
	36	Coosa	2	92	180	14	286
	29	Randolph					
	37	Tallapoosa					
	38	Chambers					
	44	Macon	2	110	71	19	200
45	Lee	1	55	79	9	143	
35	Chilton						
43	Elmore						
42	Autauga	2	95	80	16	191	
1	1	Lauderdale	1	32	80	8	120
	2	Limestone					
	8	Morgan	2	76	255	18	349
	3	Madison	3	85	203	22	308
	4	Jackson					
	10	DeKalb	1	23	63	17	103
	9	Marshall	2	33	104	7	144
	13	Cullman	1	29	78	6	113
	5	Colbert					
	6	Franklin					
7	Lawrence	2	40	178	7	225	
3	20	Jefferson	12	501	1,613	88	2,202
			2	57	233	28	318
2	11	Marion					
	12	Winston					
	19	Walker	2	28	151	19	198
	17	Lamar					
	18	Fayette					
	24	Pickens	1	19	91	6	116
	25	Tuscaloosa	3	88	374	21	483

31	Greene								
30	Sumter								
40	Marengo	2	45	186	5	236			
33	Bibb								
32	Hale								
34	Perry								
41	Dallas								
46	Wilcox	2	94	86	7	187			
39	Choctaw								
51	Clarke								
57	Washington	2	61	113	2	176			
52	Monroe								
58	Conceh	1	51	60	6	117			
47	Lowndes								
53	Butler								
54	Crenshaw	1	26	49	8	83			
59	Covington	1	25	52	8	85			
65	Escambia	1	50	51	15	116			
64	Baldwin	1	30	91	14	135			
63	Mobile	5	278	472	50	800			

TABLE 8
Number Paroles Granted, Denied, Revoked, and Reinstated from 1966 through 1971

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

The most effective means of workload management is to know, and use properly, all community resources which are available to the supervisor in his community.

In the joint administration of probation and parole in Alabama, the courts are given complete probation services, both investigative and supervisory. Approximately two-thirds of the probation and parole supervisor's time is devoted to probation matters and, with the prospect of extended use of probation as a means of crime control, this percentage may be increased.

Since 1966, the number of parole cases considered has gradually declined. However, of those parole cases considered, the number granted has gradually increased. In 1971, of the 2,237 cases considered for parole, 53.3% were granted, compared to 39.9% of the 2,396 cases considered in 1966.

There has been a gradual decrease in the number of parolees declared delinquent, from 502 delinquent cases in 1966 to 410 in 1971. Of those cases declared delinquent, there has been a proportionate decrease in the number revoked, from 407 revocations in 1966 to 279 in 1971. The percentage of delinquent cases revoked has averaged 74.5% throughout the past six years. (See Table 8.)

The percentage of probations granted was computed in Table 9, using the number of presentence investigations as the number of possible probations. In the past six years, the percentage of probations granted has ranged from a low of 41.8% in 1970 to a high of 57.2% in 1966. The total number of probations granted has increased from 2,035 granted in 1966 to 3,217 granted in 1971, despite the fluctuations in the percentage granted.

TABLE 9
Probations Granted and Revoked from 1966 through 1971

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

Based on figures from 1972, of all offenders released from state prisons 46.6% were released on parole while 34.3% completed their sentence. The remaining 19.1% exited the system through court action, escape, death, or holdover. Of those males released from state prisons in the same year, 50.5% were white and 49.5% were black. Of those males released, 51.4% of white males were paroled, while 45.8% of black males were paroled. Of the white males released, 29.9% were released through completion of their sentence while 35.5% of the black males released were required to complete their sentence. In 1972, the rate of parole violation was approximately 25% for both white and black males.

The use of probation for misdemeanants varies over the state. In some jurisdictions it is used quite heavily. In Marshall and Walker counties, approximately half of the probation caseloads are misdemeanants. However, over the state at large, the percentage of misdemeanants is very low. Of the 5,912 probationers supervised by the State Board of Pardons and Paroles, approximately 500 are misdemeanants.

However, the City of Birmingham, under special statutory authority, conducts a municipal program of misdemeanor probation and parole. In 1972, there were 889 misdemeanor probationers supervised by the Birmingham City Probation Department.

The treatment of the offender in community-based programs, such as probation and parole, is not only much cheaper to the taxpayer, but it is more effective in successfully returning offenders to the community. The cost of incarcerating an offender for one year is approximately \$1,600, with a 33% success rate. It costs approximately \$125 per year to supervise a parolee or probationer, with a success rate of 73% for parolees and 86% for probationers. The operating costs of the Board of Pardons and Paroles appear in Table 10.

The records of the Board of Pardons and Paroles indicate that, in 1972, probationers and parolees earned \$20,000,000, which they used to support their families who were previously receiving aid from the Department of Pensions and Security. They also paid taxes and otherwise accepted their responsibility as citizens. Fines, costs, and restitution paid by them amounted to a considerable sum.

TABLE 10
Board of Pardons and Paroles
Costs of Operation, 1971-72*

Salaries:	Board Members	\$ 44,999
	Other Salaries	1,113,562
Travel Expense		44,915
Motor Vehicle Operations		14,224
Postage, Telephone, and Telegraph		25,144
Printing and Binding		893
Supplies and Materials		7,229
Rent:	On Premises	14,901
	On Equipment	1,252
Repairs, Typewriters, and Other Machines		1,956
General Expense		658
Equipment Purchases:	Office	9,000
	Motor Vehicle	7,000
Total Costs of Operation		\$1,285,733

*Annual Report. Board of Pardons and Paroles, October 1, 1971, through September 30, 1972.

Personnel Requirements and Training

All personnel of the department, except the administrative assistant, are employed through the state merit system. The minimum entrance requirement for a Probation and Parole Supervisor I is a bachelor's degree, and, whenever possible, a major in the helping arts. Persons in this classification are generally recruited as they finish college, and have no experience. New recruits are assigned to a training course at the Criminal Justice Academy, and then placed in the field. They are given a small caseload and work under intensive supervision for a period of time.

Personnel are promoted from the ranks to the classifications of Probation and Parole Supervisor II's and III's. The Probation and Parole Supervisor I may take a promotional merit system examination for the position of Probation and Parole Supervisor II after satisfactorily serving in a Supervisor I position for 18 months.

The Probation and Parole Supervisor II may take a promotional merit system examination for the Probation and Parole Supervisor III position after five years of experience as a probation and parole supervisor. Three and one-half years of this experience must be with the Alabama Board of Pardons and Paroles. A master's degree may be

substituted for one year's experience. The Probation and Parole Supervisor III is a supervisory position, rather than a line staff position.

The yearly salary ranges for the above positions are as follows:

Probation and Parole Supervisor I	\$8,229 to \$10,387
Probation and Parole Supervisor II	\$9,321 to \$11,492
Probation and Parole Supervisor III	\$10,387 to \$12,766

There are seven steps in each of the above salary ranges.

LEPA funding has helped establish a Criminal Justice Academy located in Montgomery. This is a residential facility for the training of new recruits and continued in-service training for all staff. Specialized training is also provided for other agencies of the criminal justice system, including juvenile probation officers, prison personnel, and jail staff. Advanced training is given to staff in all phases of the behavioral sciences and middle management. The basic teaching process is the seminar. This involves all personnel, and it marshals the total experience of the group.

In addition to academy training, there is an intensive five-week institute held at the University of Alabama, which is designed to improve the quality of probation and parole services by giving the supervisors instruction in specific techniques by which deviant behavior may be modified. This institute includes field trips to observe the techniques of various community resources. Staff members are selected for this institute based on the needs of the individual staff member and upon his ability to profit from the training.

The University of Georgia has offered a graduate educational fellowship for a limited number of staff from the Board of Pardons and Paroles. This is a program of work-study offered to career persons in the criminal justice system. Eleven staff members of the Board of Pardons and Paroles are completing work for a master's degree in rehabilitative counseling. There are plans in the future to replace this program with one offered by the School of Social Work at the University of Alabama.

In summary, the training will be given to staff in the following categories:

Recruitment and In-Service Training

New Supervisors, 54 employees × 160 hours = 8,640 training hours.

Experienced Supervisors, 55 employees × 40 hours = 2,200 training hours.

Administration and Middle Management, 15 employees × 24 hours = 360 training hours.

Clerical Staff, 96 employees × 16 hours = 1,536 training hours.

Probation and Parole Institute

12 employees X 5 weeks X 40 hours per week = 2,400 training hours.

Graduate Educational Program

12 employees X 8 weeks X 32 hours per week = 3,072 graduate hours.

Diagnostic and Evaluation Services

Diagnostic and evaluation services on a pilot study basis were furnished the courts in three counties of southwest Alabama. The Board of Pardons and Paroles purchased these services from the University of South Alabama.

A testing and psychological evaluation work-up was done on all applicants for probation in Mobile, Baldwin, and Escambia counties. This evaluation becomes part of the presentence report made available to the court before sentencing. If probation was denied, the report was made available to the classification department of the Board of Corrections and to the Board of Pardons and Paroles.

The pilot program has met with limited success. Alternative programs are now being considered.

RECOMMENDATIONS

Based upon the trends of the past six years, the total number of paroles granted is projected to increase from 1,093 granted in 1971 to 1,449 by 1983 (Figure 5). This projection represents a 32.6% increase in paroles granted within the next ten years. Using the same six-year base period, the number of probations granted is expected to increase by approximately 51% from the present level of 3,217 probations granted to 4,864 granted in 1983 (Figure 6).

The services of probation and parole must expand in a similar manner to accommodate the increased flow of clientele. Quality, as well as quantity, is a major consideration. Based upon the general concepts of regionalized staffing patterns and the utmost development of community resources, the following recommendations are directed to improving, as well as expanding, the services of probation and parole.

RECOMMENDATION NO. 1: THE SIX PRESENT PROBATION AND PAROLE DISTRICTS SHOULD BE REDEFINED TO CONFORM TO THE SEVEN LEPA REGIONS.

Rationale:

The redistricting of parole and probation districts to conform with LEPA regions is recommended as the best means of organizing the services of probation and parole. As the correctional system moves toward unification of correctional services, there will be a merger of all separate components into regional administrative units. With all sections of corrections represented in a regional office, there should be maximum cooperation between sections, and a concerted effort in the rehabilitation of the offender.

There are presently six probation and parole districts. The Board of Pardons and Paroles has already requested two additional district supervisors. This recommendation will absorb these two new positions. Listed in Figure 7 are the present districts, including a map, and the proposed districts, including a map.

Implementation and Costs:

A. Years of Implementation:

1973-1975

B. Administrative action will be required.

C. Reorganizational costs and capital outlay for unified offices will come out of the budget of the system in 1975. See Recommendation No. 4 for budget figures

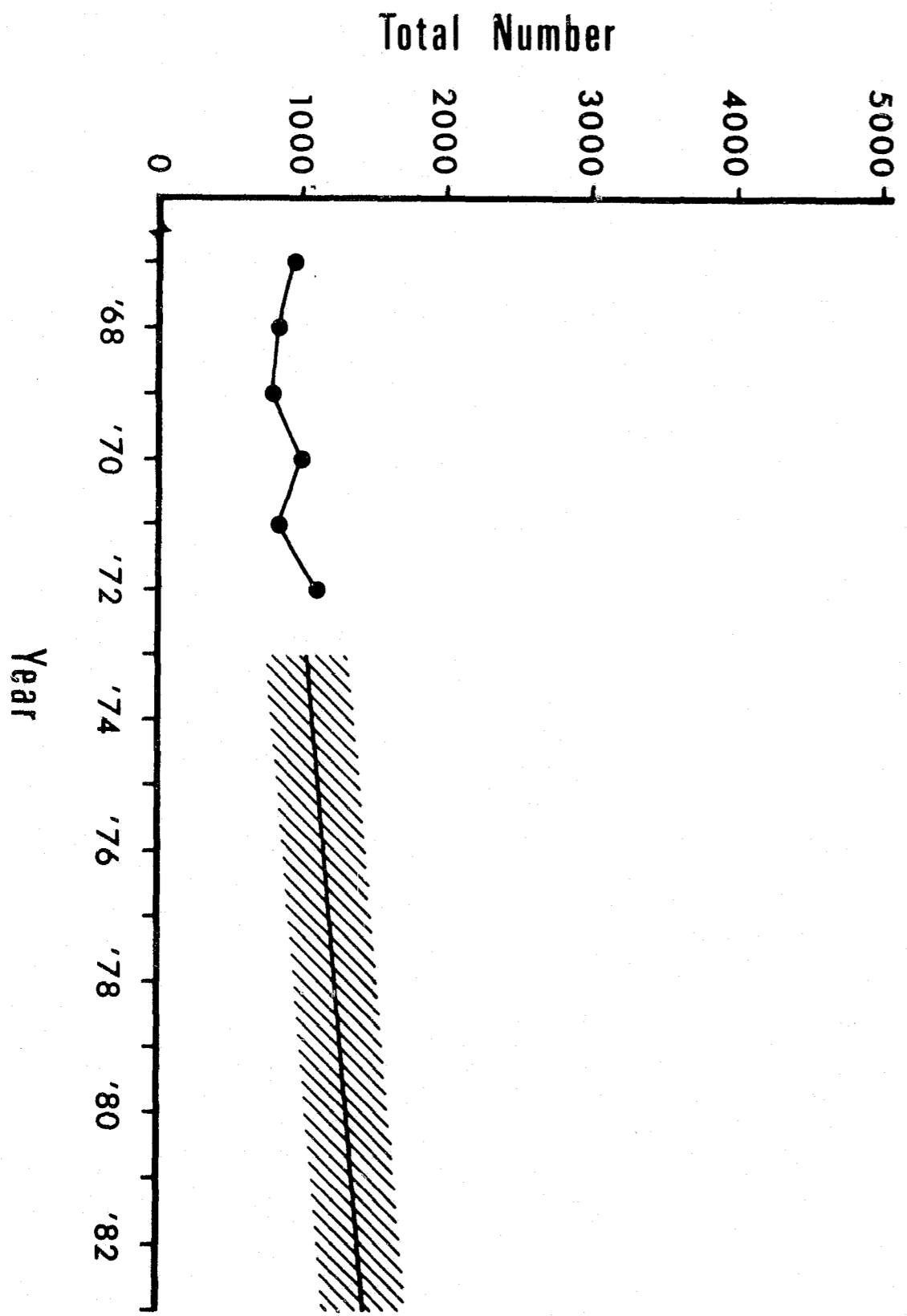


Fig. 5. Past and projected number of paroles granted.

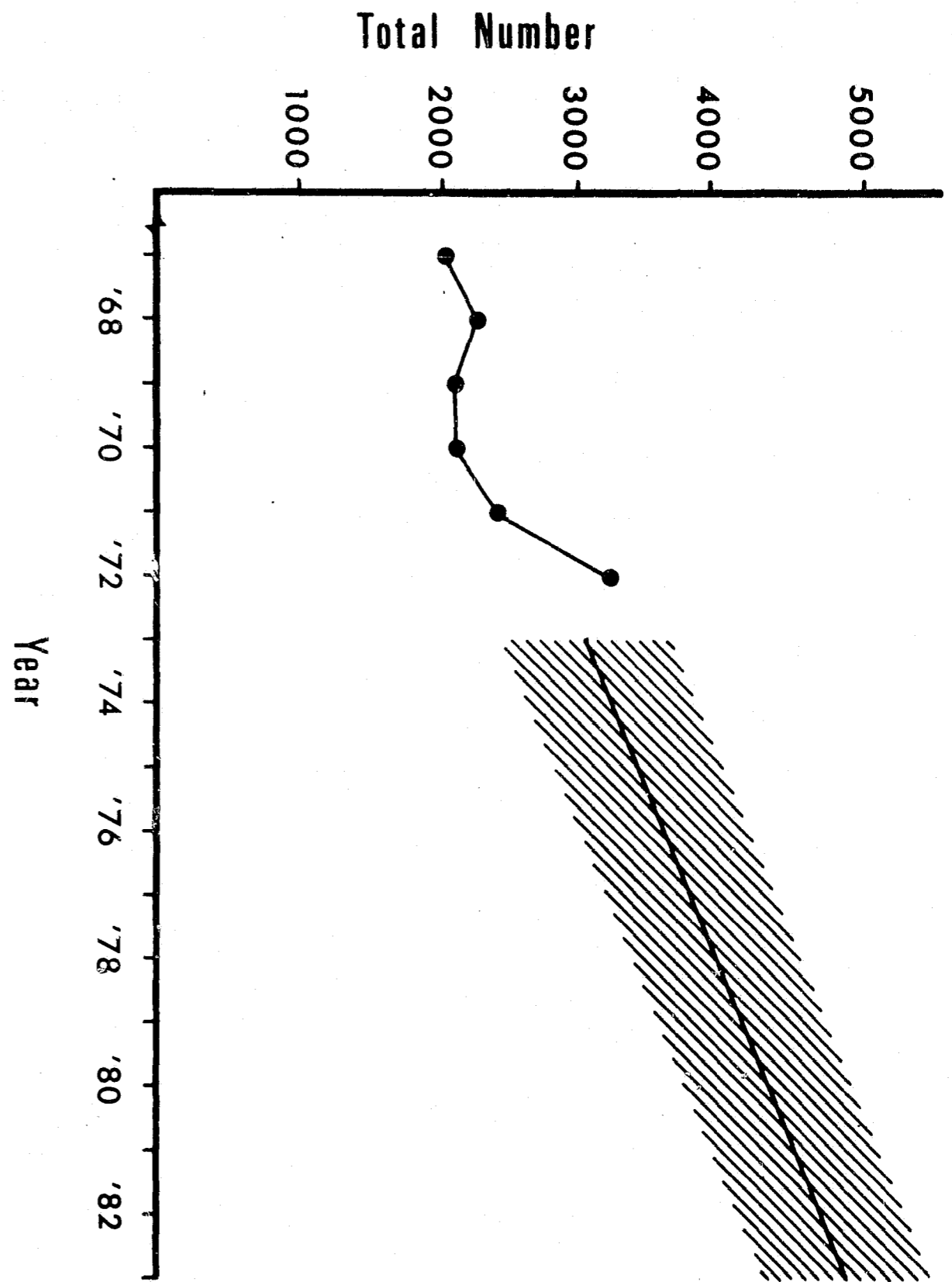
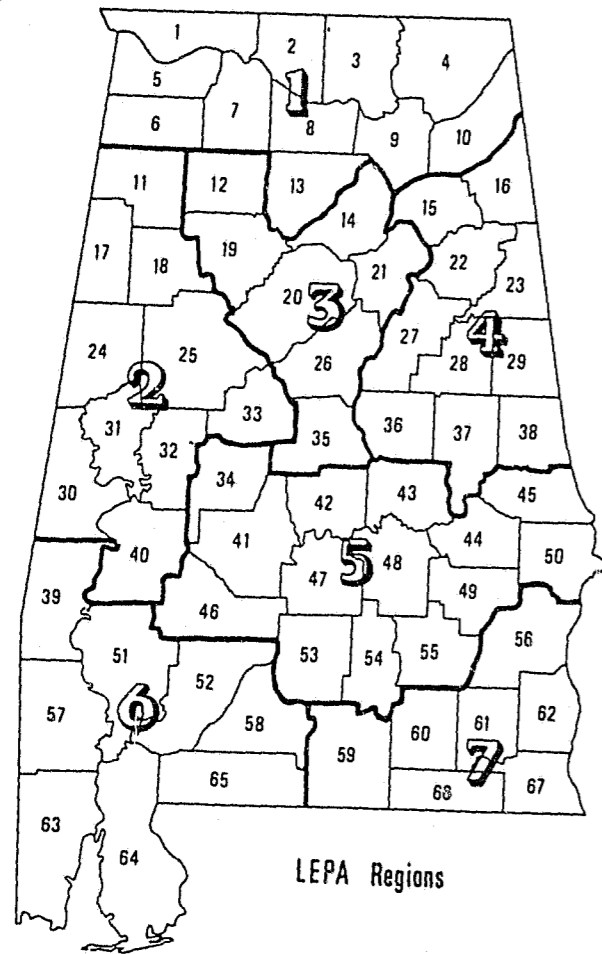
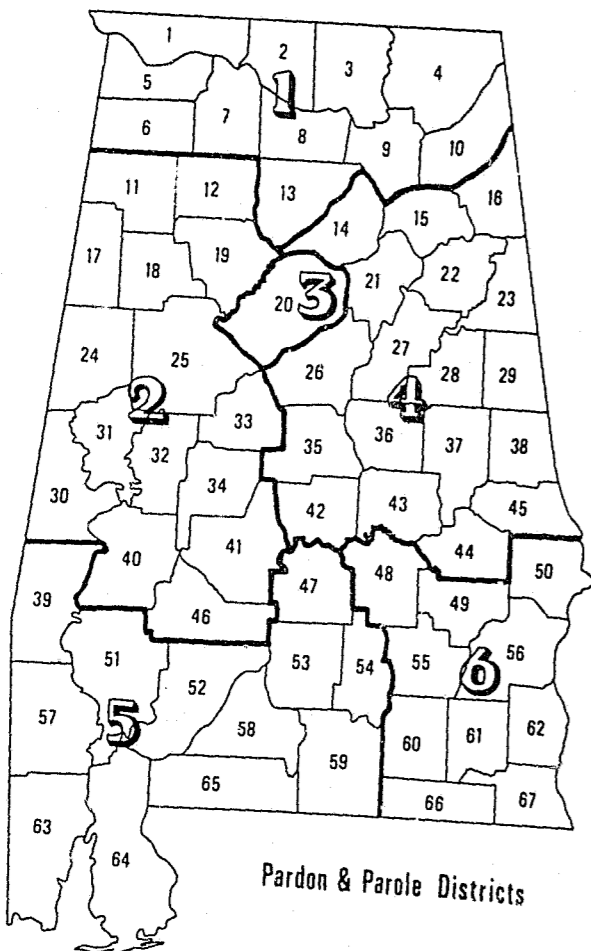


Fig. 6. Past and projected number of probations granted.



LEPA Regions



Pardon & Parole Districts

LEPA Regions:

Region 1

- 1. Lauderdale
- 2. Limestone
- 3. Madison
- 4. Jackson
- 5. Colbert
- 6. Franklin
- 7. Lawrence
- 8. Morgan
- 9. Marshall
- 10. DeKalb
- 13. Cullman

Region 2

- 11. Marion
- 17. Lamar
- 18. Fayette
- 24. Pickens
- 25. Tuscaloosa
- 30. Sumter
- 31. Greene
- 32. Hale
- 33. Bibb
- 40. Marengo

Region 3

- 12. Winston
- 14. Blount
- 19. Walker
- 20. Jefferson
- 21. St. Clair
- 26. Shelby
- 35. Chilton

Region 4

- 15. Etowah
- 16. Cherokee
- 22. Calhoun
- 23. Cleburne
- 27. Talladega
- 28. Clay
- 29. Randolph
- 36. Coosa
- 37. Tallapoosa
- 38. Chambers

Region 5

- 34. Perry
- 41. Dallas
- 42. Autauga
- 43. Elmore
- 44. Macon
- 45. Lee
- 46. Wilcox
- 47. Lowndes
- 48. Montgomery
- 49. Bullock
- 50. Russell
- 53. Butler
- 54. Crenshaw
- 55. Pike

Region 6

- 39. Choctaw
- 51. Clarke
- 52. Monroe
- 57. Washington
- 58. Conecuh
- 63. Mobile
- 64. Baldwin
- 65. Escambia

Region 7.

- 56. Barbour
- 59. Covington
- 60. Coffee
- 61. Dale
- 62. Henry
- 66. Geneva
- 67. Houston

Pardon and Parole Districts:

District 1

- 1. Lauderdale
- 2. Limestone
- 3. Madison
- 4. Jackson
- 5. Colbert
- 6. Franklin
- 7. Lawrence
- 8. Morgan
- 9. Marshall
- 10. DeKalb
- 13. Cullman

District 2

- 11. Marion
- 12. Winston
- 17. Lamar
- 18. Fayette
- 19. Walker
- 24. Pickens
- 25. Tuscaloosa
- 30. Sumter
- 31. Greene
- 32. Hale
- 33. Bibb
- 34. Perry
- 40. Marengo
- 41. Dallas
- 46. Wilcox

District 3

- 20. Jefferson

District 4

- 14. Blount
- 15. Etowah
- 16. Cherokee
- 21. St. Clair
- 22. Calhoun
- 23. Cleburne
- 26. Shelby
- 27. Talladega
- 28. Clay
- 29. Randolph
- 35. Chilton
- 36. Coosa
- 37. Tallapoosa
- 38. Chambers
- 42. Autauga
- 43. Elmore
- 44. Macon
- 45. Lee

District 5

- 39. Choctaw
- 47. Lowndes
- 51. Clarke
- 52. Monroe
- 53. Butler
- 54. Crenshaw
- 57. Washington
- 58. Conecuh
- 59. Covington
- 63. Mobile
- 64. Baldwin
- 65. Escambia

District 6

- 48. Montgomery
- 49. Bullock
- 50. Russell
- 55. Pike
- 56. Barbour
- 60. Coffee
- 61. Dale
- 62. Henry
- 66. Geneva
- 67. Houston

on salaries
Chapter On

Impact:
Will improve effi
components.

*RECOMMENDATI
SHOULD HAVE SUFFI
SHOULD SEPARATE I
AND COMMUNITY R-*

Rationale:

At present the pr
of advocate and investi
their time. A distinct se
to perform his assigned

While all functions
Paroles, each function wo
staff will prepare all prese
by the Board of Pardon.
cooperation between the
of each region should res
person involved with the
this report.

The supervisors, with
all their time to advocac
conceptualized as counselor
may also find it necessary
However, these investigatio
or probationer.

The community resour
community resources and v
developing all necessary re
one community resource m

Fig. 7. Comparison maps of probation and parole districts and LEPA regions.

istricts :

District 5

- 39. Choctaw
- 47. Lowndes
- 51. Clarke
- 52. Monroe
- 53. Butler
- 54. Crenshaw
- 57. Washington
- 58. Conecuh
- 59. Covington
- 63. Mobile
- 64. Baldwin
- 65. Escambia

District 6

- 48. Montgomery
- 49. Bullock
- 50. Russell
- 55. Pike
- 56. Barbour
- 60. Coffee
- 61. Dale
- 62. Henry
- 66. Geneva
- 67. Houston

ets and LEPA regions.

on salaries and supportive costs. Also see General Recommendation No. 2 in Chapter One.

Impact:

Will improve efficiency in services and foster cooperation with other correctional components.

RECOMMENDATION NO. 2: THE BOARD OF PARDONS AND PAROLES SHOULD HAVE SUFFICIENT PERSONNEL TO PROVIDE ADEQUATE SERVICES AND SHOULD SEPARATE THESE SERVICES INTO COURT SERVICES, FIELD SERVICES, AND COMMUNITY RESOURCE MANAGEMENT.

Rationale:

At present the probation and parole supervisors are required to fill the dual roles of advocate and investigator, with the investigatory role and paperwork taking 60% of their time. A distinct separation of roles is recommended in order to allow the individual to perform his assigned task at maximum efficiency.

While all functions will still be under the jurisdiction of the Board of Pardons and Paroles, each function would be conceptually and practically separate. The court services staff will prepare all presentence reports for the courts, as well as all investigations required by the Board of Pardons and Paroles, such as original paroles and revocations. A close cooperation between the court services staff and the classification and diagnostic team of each region should result in a more adequate report for use by the judiciary. Each person involved with the offender at every step in the system should have a copy of this report.

The supervisors, with the removal of the court service functions, will be able to devote all their time to advocacy for the parolee and probationer. The supervisor's role is conceptualized as counselor, advisor, and advocate for the offender. The field service staff may also find it necessary to perform some additional investigations for their clients. However, these investigations will be for the use of the supervisor in aiding the parolee or probationer.

The community resource manager will be a new position, designed to tap all available community resources and volunteer services. He will be responsible for identifying and/or developing all necessary rehabilitative programs for parolees and probationers. At least one community resource manager per regional office is needed. The community resource

manager will distribute and coordinate information concerning available resources among each of the correctional components represented in the regional offices.

At present, each probation and parole supervisor carries an average of 131 cases. This caseload is almost four times greater than the national standard of 35. The adequacy and efficiency of probation/parole services suffer due to the inordinate workload.

The Governor's Cost Control Survey recommends that an additional 54 supervisors be hired in order to reduce workloads and to improve the efficiency of services. The addition of 54 supervisors necessitates an addition of 30 clerical support personnel. With these additions, the new personnel breakdown will be as follows:

7 Community Resource Managers

73 Field Supervisors

48 Court Services

76 Clerical Staff

The expanding use of probation/parole will require additions of personnel throughout the next ten years. The following table (Table 11) indicates the additions of personnel by position and year.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. Cost of Implementation:

See Recommendation No. 4 for cost figures.

Impact:

Will eliminate the conflicting duality of the supervisors' roles, allowing for increased advocacy and counseling, and improved investigative reports.

Will provide community resource managers, who will be strong links with the community and who will coordinate information between the other correctional components in the regional offices.

Will reduce the caseload from the present 131 per supervisor to approximately 50 per supervisor in 1982.

Will increase the number of offenders who can be placed on probation or parole without increasing the danger to society. (By 1983, a minimum of 425 additional probations per year are anticipated as a result of this recommendation.)

CONTINUED

1 OF 3

RECOMMENDATION NO. 3: THE BOARD OF PARDONS AND PAROLES SHOULD FURNISH FUNDS TO CONTRACT FOR MEDICAL AND SOCIAL SERVICES AND TO MAKE SHORT-TERM LOANS.

Rationale:

At present the Board of Pardons and Paroles has contracted the University of South Alabama for limited diagnostic and evaluative work. This program has met with limited success. The parole and probation supervisors should be able to obtain diagnoses and evaluations for individual cases for those parolees and probationers who need it. Additionally, services to parolees and probationers which are not readily available in the community should be contracted for by the supervisors. These services might include medical or dental visits, psychological counseling, family counseling, payment of expenses of job training and interviewing, and child care for female parolees and probationers.

Since the majority of offenses are committed for economic reasons, the supervisor should provide to the offender instruction in the principles of financial management, including budgeting, loan information, savings plans, interest rate information, and guidelines to spending. As part of the reintegration of the offender into the community, short-term loans should be available to support the parolee while he obtains a job, or to aid in a financial crisis. The repayment of the loans, plus 5% simple interest charge, could be made a condition of the parole; the manner of repayment might be varied according to the parolee's financial situation. The interest might be used to offset the administrative costs of handling the loans. These additional services should enable parolees and probationers to function under less strain and should increase the chances of a successful parole or probation.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. Cost of Implementation:

1. 1973-74

Contracting monies:

500 people/year @ \$75 = \$37,500

Loans:

200 people/year @ \$250 = \$50,000

\$87,500

TABLE 11
Projected New Personnel of the Department of Pardons and Paroles
by Position and Year

	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	Total by Position
Field supervisors	3	4	4	5	4	5	4	3	3	35
Investigative staff	3	4	5	4	5	4	3	1	1	30
Clerical staff	1	1	1	1	1	1	1	1	1	9
Total by year	7	9	10	10	10	10	8	5	5	74

In order to allow the loan program to become self-sufficient, a 40% depletion fund per year is added for the first three years of the program. After the initial three years, the program should become self-supporting.

2. 1974-75

Contracting monies:

$$500 \text{ people/year @ } \$75 = \$37,500$$

Loans:

$$40\% \text{ of } \$50,000 = \$20,000$$

$$\underline{\underline{\$57,500}}$$

3. 1975-76

Contracting monies:

$$500 \text{ people/year @ } \$75 = \$37,500$$

Loans:

$$40\% \text{ of } \$50,000 = \$20,000$$

$$\underline{\underline{\$57,500}}$$

4. 1976-77

Contracting monies:

$$500 \text{ people/year @ } \$75 = \$37,500$$

Loans:

$$40\% \text{ of } \$50,000 = \$20,000$$

$$\underline{\underline{\$57,500}}$$

5. 1977-83

Contracting monies:

$$6 \text{ years} \times \$37,500/\text{year} = \$225,000$$

$$\text{Ten-Year Total} = \underline{\underline{\$485,000}}$$

Impact:

Will provide social, psychological, and medical services not readily available in the community.

Will reduce the strain of reintegration into the community by making available financial education and short-term loans.

RECOMMENDATION NO. 4: THE BOARD OF PARDONS AND PAROLES SHOULD UPGRADE THE SALARIES OF ALL OFFENDER-CONTACT PERSONNEL.

Rationale:

In order to attract and retain capable personnel, the pay scale for probation and parole personnel must be competitive with salaries offered for similar positions in other areas. It is recommended that base salaries be raised ten percent. The community resource manager should begin with the same salary as that of the field supervisors. However, since the community resource manager position potentially requires more training and public relations experience, it is recommended that this position have a higher salary range. The investigative personnel will then have a lower salary range.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. Cost of Implementation:

1. Increased salaries, personnel, travel, and equipment.

Title	No.	Present Average Salary	Total	No.	Increased Average Salary	Total	Total Increase
Board	3	\$15,000	\$ 45,000	3	\$16,500	\$ 49,500	\$ 4,500
Executive Director	1	18,018	18,018	1	19,819	19,819	1,801
Assistant Director	4	13,741	54,964	4	15,115	60,460	5,496
Admin. Assistant	1	12,934	12,934	1	14,227	14,227	1,293
District Supervisor (Supervisor III)	9	11,884	106,956	11	13,072	143,792	36,836
Hearing Examiner (IPO-Supervisor II)	2	9,060	18,120	4	9,966	39,864	21,744
CRM (Supervisor II)	0	---	---	7	10,500	73,500	73,500
Field Supervisor (Supervisor I & II)	73	9,509	694,157	73	10,459	763,507	69,350
Inves. Staff (Supervisor I)	0	---	---	48	9,900	475,200	475,200
Clerk Steno I	46	5,519	253,874	76	6,070	461,320	207,446
Totals			\$1,204,023			\$2,101,189	\$897,166

Travel:

Mileage

58 new employees X 120 mi/mo X 12 mo X 10¢/mi \$ 8,352

Per Diem

58 new employees X 24 days X \$15/day 20,880

Total \$ 29,232

Equipment:

58 Executive Desks @ \$225 \$ 13,050

58 Executive Chairs @ \$85 4,930

30 Steno Desks @ \$185 5,550

30 Steno Chairs @ \$35 1,050

30 Side Chairs @ \$30 900

30 Electric Typewriters @ \$459 13,770

10 Supply Cabinets @ \$75 750

Total \$ 40,000

TOTAL INCREASE \$966,398

2. Projected budget costs through 1983 to maintain personnel employed in 1973.

1974-1983 (9 years) \$966,398/year X 9 = \$8,697,582

3. 1974-75

Title	No.	Average Salary	Total
Field Supervisor	3	\$10,549	\$ 31,647
Investigative Staff	3	9,900	29,700
Clerical	1	6,070	6,070
Total			\$ 67,417

1975-76

Field Supervisor	4	\$10,549	\$ 42,196
Investigative Staff	4	9,900	39,600
Clerical	1	6,070	6,070

Additional Costs \$ 87,866

Continuing Previous Program 67,417

Total \$155,283

1976-77

Field Supervisor	4	\$10,549	\$ 42,196
Investigative Staff	5	9,900	49,500
Clerical	1	6,070	<u>6,070</u>
Additional Costs			\$ 97,766
Continuing Previous Program			<u>\$155,283</u>
		Total	<u>\$253,049</u>

1977-78

Field Supervisor	5	\$10,549	\$ 52,745
Investigative Staff	4	9,900	39,600
Clerical	1	6,070	<u>6,070</u>
Additional Costs			\$ 98,415
Continuing Previous Program			<u>\$253,049</u>
		Total	<u>\$351,464</u>

1978-79

Field Supervisor	4	\$10,549	\$ 42,196
Investigative Staff	5	9,900	49,500
Clerical	1	6,070	<u>6,070</u>
Additional Costs			\$ 97,766
Continuing Previous Program			<u>\$351,464</u>
		Total..	<u>\$449,230</u>

1979-80

Field Supervisor	5	\$10,549	\$ 52,745
Investigative Staff	4	9,900	39,600
Clerical	1	6,070	<u>6,070</u>
Additional Costs			\$ 98,415
Continuing Previous Program			<u>\$449,230</u>
		Total	<u>\$547,645</u>

1980-81

Field Supervisor	4	\$10,549	\$ 42,196
Investigative Staff	3	9,900	29,700
Clerical	1	6,070	<u>6,070</u>
Additional Costs			\$ 77,966
Continuing Previous Program			<u>\$547,645</u>
		Total	<u>\$625,611</u>

1981-82

Field Supervisor	3	\$10,549	\$ 31,647
Investigative Staff	1	9,900	9,900
Clerical	1	6,070	<u>6,070</u>
Additional Costs			\$ 47,617
Continuing Previous Program			<u>\$625,611</u>
		Total	<u>\$673,228</u>

1982-83

Field Supervisor	3	\$10,549	\$ 31,647
Investigative Staff	1	9,900	9,900
Clerical	1	6,070	<u>6,070</u>
Additional Costs			\$ 47,617
Continuing Previous Program			<u>\$673,228</u>
		Total	<u>\$720,845</u>

Nine-Year Cost of Adding Personnel

\$3,843,772

Travel:

1974-75

Mileage

6 employees X 120 mi/mo X 12 mo. X
10¢/mi \$ 864

Per Diem

6 employees X 24 days X \$15/day 2,160

Total \$ 3,024

1975-76		
Mileage		
8 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 1,152	
Per Diem		
8 employees X 24 days X \$15/day	<u>2,880</u>	
Total Additional	\$ 4,032	
Continuing Travel	<u>\$ 3,024</u>	
Total	<u>\$ 7,056</u>	
1976-77		
Mileage		
9 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 1,296	
Per Diem		
9 employees X 24 days X \$15/day	<u>3,240</u>	
Total Additional	\$ 4,536	
Continuing Travel	<u>\$ 7,056</u>	
Total	<u>\$ 11,592</u>	
1977-78		
Mileage		
9 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 1,296	
Per Diem		
9 employees X 24 days X \$15/day	<u>3,240</u>	
Total Additional	\$ 4,536	
Continuing Travel	<u>\$ 11,592</u>	
Total	<u>\$ 16,128</u>	
1978-79		
Mileage		
9 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 1,296	
Per Diem		
9 employees X 24 days X \$15/day	<u>3,240</u>	

	Total Additional	\$ 4,536
	Continuing Travel	<u>\$ 16,128</u>
	Total	<u>\$ 20,664</u>
1979-80		
Mileage		
9 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 1,296	
Per Diem		
9 employees X 24 days X \$15/day	<u>3,240</u>	
Total Additional	\$ 4,536	
Continuing Travel	<u>\$ 20,664</u>	
Total	<u>\$ 25,200</u>	
1980-81		
Mileage		
7 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 1,008	
Per Diem		
7 employees X 24 days X \$15/day	<u>2,520</u>	
Total Additional	\$ 3,528	
Continuing Travel	<u>\$ 25,200</u>	
Total	<u>\$ 28,728</u>	
1981-82		
Mileage		
4 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 576	
Per Diem		
4 employees X 24 days X \$15/day	<u>1,440</u>	
Total Additional	\$ 2,016	
Continuing Travel	<u>\$ 28,728</u>	
Total	<u>\$ 30,744</u>	

1982-83	
Mileage	
4 employees X 120 mi/mo X 12 mo. X 10¢/mi	\$ 576
Per Diem	
4 employees X 24 days X \$15/day	<u>1,440</u>
Total Additional	\$ 2,016
Continuing Travel	<u>\$ 30,744</u>
Total	<u>\$ 32,760</u>
Nine-Year Cost of Travel for Additional Personnel	<u>\$175,896</u>

Equipment:

1974-75	
6 Executive Desks @ \$225	\$ 1,350
6 Executive Chairs @ \$85	510
1 Steno Desk @ \$185	185
1 Steno Chair @ \$35	35
7 Side Chairs @ \$30	210
1 Electric Typewriter @ \$459	459
1 File Cabinet @ \$75	75
Total	<u>\$ 2,824</u>

1975-76	
8 Executive Desks @ \$225	\$ 1,800
8 Executive Chairs @ \$85	680
1 Steno Desk @ \$185	185
1 Steno Chair @ \$35	35
9 Side Chairs @ \$30	270
1 Electric Typewriter @ \$459	459
1 File Cabinet @ \$75	75
Total	<u>\$ 3,504</u>

1976-77	
9 Executive Desks @ \$225	\$ 2,025
9 Executive Chairs @ \$85	765
1 Steno Desk @ \$185	185
1 Steno Chair @ \$35	35
10 Side Chairs @ \$30	300
1 Electric Typewriter @ \$459	459
1 File Cabinet @ \$75	75
Total	<u>\$ 3,844</u>

1977-78	
Same number of new personnel (10)	<u>\$ 3,844</u>

1978-79	
Same number of new personnel (10)	<u>\$ 3,844</u>

1979-80	
Same number of new personnel (10)	<u>\$ 3,844</u>

1980-81	
7 Executive Desks @ \$225	\$ 1,575
7 Executive Chairs @ \$85	595
1 Steno Desk @ \$185	185
1 Steno Chair @ \$35	35
8 Side Chairs @ \$30	240
1 Electric Typewriter @ \$459	459
1 File Cabinet @ \$75	75
Total	<u>\$ 3,164</u>

1981-82	
4 Executive Desks @ \$225	\$ 900
4 Executive Chairs @ \$85	340
1 Steno Desk @ \$185	185
1 Steno Chair @ \$35	35
5 Side Chairs @ \$30	150
1 Electric Typewriter @ \$459	459

1 File Cabinet @ \$75		\$ 75
	Total	<u>\$ 2,144</u>
1982-83		
5 new personnel		<u>\$ 2,144</u>
Nine-Year Cost for Equipment for Additional Personnel		<u>\$29,156</u>
Recommendation No. 4: Summary of Costs		
1973-74		
(1) Increase base salaries and add 89 personnel		
Salaries	\$897,166	
Travel	29,232	
Equipment	<u>40,000</u>	
Total	<u>\$966,398</u>	
(2) Maintain these increases and additions through 1983		
	9 years X \$966,398 =	\$8,697,582
(3) 1974-1983		
Hire 74 additional personnel		
Salaries	\$3,843,772	
Travel	175,896	
Equipment	<u>29,156</u>	
Total	<u>\$4,048,824</u>	
Ten-Year Total Expenditures		<u>\$13,712,804</u>

Impact:

Will provide a competitive pay scale to attract and retain capable personnel.

Will reduce caseloads, to the benefit of the offender.

RECOMMENDATION NO. 5: THE BOARD OF PARDONS AND PAROLES SHOULD EMPLOY FOUR HEARING EXAMINERS WHO WILL HELP THE BOARD MAKE DECISIONS IN GRANTING PAROLES AND IN REVOCATION HEARINGS.

Rationale:

The Board of Pardons and Paroles is now overburdened by large caseloads. The board meets five times per month, with an average of 40 cases heard per meeting. Parole reviews

are of necessity too infrequent. If parole is denied after an initial hearing, the inmate is not eligible for another hearing for a minimum of six months to a maximum of three years. The use of hearing examiners should allow the board more time to fully consider each case, while also increasing the frequency of parole reviews.

The institutional hearing examiner will hear each parole review case and, based upon the board's policy, write a specific recommendation for granting, denying, or revoking parole. The Board of Pardons and Paroles will render a final decision as to whether or not to grant, deny, or revoke parole, using the hearing examiner's recommendation and report, the offender's central file, and any other relevant inputs. If parole is denied, the inmate should be entitled to an appeal hearing conducted *de nova* by the Board of Pardons and Paroles.

The two institutional parole officers currently employed by the Board of Pardons and Paroles should be retained as hearing examiners. The addition of two more hearing examiners should be sufficient to increase the frequency of parole review and revocation hearings. One of the hearing examiners should be designated as a revocation hearing examiner to grant on-site revocation hearings across the state.

The hearing examiner positions should be filled according to the criteria of the state merit system. However, since the hearing examiners will be responsible for implementing the board's policy in each case, they should be subject to approval by the Board of Pardons and Paroles.

The hearing examiners should not hear more than ten cases in one day, in order to insure a thorough review of each case. The hearing examiner will notify the inmate of his recommendation, and the reasons for it, and forward it to the board. So that an offender does not remain incarcerated any longer than necessary, it is recommended that parole hearings for those sentenced to less than ten years be granted after the first year, or after a third of the sentence has been served, whichever comes first. For those offenders sentenced to more than ten years, parole hearings should be conducted after three years, or after a third of the sentence has been served, whichever comes first. In addition, parole hearings should be granted whenever recommended by the institution where the inmate is confined.

Implementation and Costs:

A. Year of Implementation:

1973

B. Administrative action will be required.

C. Cost of Implementation:

See Recommendation No. 4 for the cost figures of adding two hearing examiners.

Impact:

Will increase the frequency and thoroughness of parole review and revocation hearings.

Will reduce the workload of the Board of Pardons and Paroles.

RECOMMENDATION NO. 6: A MEANS OF SETTING BAIL OR OTHER MEANS OF AVOIDING INCARCERATION SHOULD BE MADE AVAILABLE FOR THOSE PAROLEES ACCUSED OF VIOLATING THEIR PAROLE WHILE THEY AWAIT REVOCATION HEARING.

Rationale:

Presently, when a parolee is accused of a violation, he is incarcerated to await transfer to the Medical and Diagnostic Center at Mt. Meigs where a revocation hearing is held. The parolee should be able to make bail to avoid an incarceration period of up to two months before a revocation hearing is conducted. Granted that there may be parolees who pose a serious threat to others, procedures should also be available to detain the potentially dangerous offender until his revocation hearing.

The revocation hearing examiner will grant on-site hearings to alleged parole violators. The use of a revocation hearing examiner will insure a speedy revocation hearing. The parolee awaiting a hearing should be able to avoid incarceration unless he poses a threat to himself or society.

The rationale behind allowing parolees to make bail is perhaps best expressed by the finding of the Supreme Court in *Morrissey v. Brewer*, -U. S.-, 92 S. Ct. 2593 (1972).

We see, therefore, that the liberty of a parolee, although indeterminate, includes many of the core values of unqualified liberty and its termination inflicts a 'grievous loss' on the parolee and often on others. It is hardly useful any longer to try to deal with this problem in terms of whether the parolee's liberty is a 'right' or a 'privilege.' By whatever name the liberty is valuable and must be seen as within the protection of the Fourteenth Amendment. Its termination calls for some orderly process, however informal.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. No cost to the state. The use of revocation hearing examiners, to insure a speedy hearing without incarceration of the alleged violator, will save transportation costs to the Medical and Diagnostic Center and the cost of jailing the alleged violator.

Impact:

Will lessen the disruption of the parolee's family life and job.

Will reduce the number of citizens who are incarcerated merely because of parole status.

RECOMMENDATION NO. 7: THE BOARD OF PARDONS AND PAROLES SHOULD CONTINUE TO PROFESSIONALIZE THEIR PERSONNEL BY EXPANDING AND UPGRADING THEIR PRESENT TRAINING PROGRAMS.

Rationale:

Dr. Charles Newman of Pennsylvania State University, at the request of the Board of Pardons and Paroles, provided technical assistance in evaluating their present training program. As a result of his evaluation, Dr. Newman suggested expansion of the present system, with an increase in fixed staff at the Criminal Justice Academy; design of long-term training objectives; and development of curriculum content to follow those objectives. Dr. Newman also suggested that the academy be expanded to incorporate training for all personnel in corrections.

At present, recruit supervisors intersperse their training with work experiences. The discontinuity of initial training leads to inadequately prepared supervisors in the field. The six-week recruit training should be continuous, thus fully preparing the new supervisor for his field experience.

Cross-placement of personnel within the different component sections of corrections should expand knowledge of the entire system and promote appreciation of its varying functions. Also, exchange of staff between states for brief periods of training should encourage exchange of ideas and methods of extending services.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. Cost of Implementation:

1. Training funds requested by the Board of Pardons and Paroles for 1973-74:

PERSONNEL	TOTAL
1 Staff Development Officer	\$ 9,916
1 Clerk-Stenographer	5,070
Employees' salaries as students:	
(a) 55 employees X 40 hours X \$4.48/hr. =	9,856
(b) 15 employees X 24 hours X \$5.14/hr. =	1,850
(c) 96 employees X 16 hours X \$2.14/hr. =	3,287
(d) 12 employees X 5 weeks X 40 hrs./wk. X \$4.48/hr. =	10,752
(e) 12 employees X 8 weeks X 32 hrs./wk. X \$4.80/hr. =	14,746
F.I.C.A. for Items 1-2 @ 5.2%	780
Retirement for Items 1-2 @ 7.2%	1,079
Hospital Insurance for Items 1-2 @ \$20.66/mo. X 9 mos.	186
Total Personnel	<u>\$57,522</u>

PROFESSIONAL SERVICES

12 employees X \$255 tuition, University of Alabama	\$ 3,060
Professional Services Total	<u>\$ 3,060</u>

TRAVEL

Alabama Criminal Justice Academy

(a) Per diem for 220 employees X 7 days @ \$7.50/day	\$11,550
(b) Travel for 220 employees--total 50,000 miles @ 10¢/mile	5,000
(c) Travel and per diem for 24 students from other agencies	1,380
\$7.50/day X 24 students X 5 days = \$900	
200 miles X 24 students X 10¢/mile = \$480	

Probation and Parole Institute

(a) Per diem for 12 employees X \$15/day X 25 days	\$ 4,500
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(b) Travel for 12 employees X 200 miles X 5 sessions X 10¢/mile	\$ 1,200
--	----------

Graduate Work-Study

(a) Per diem for 12 employees X \$15/day X 8 weeks X 4 days/week	5,760
(b) Travel for 12 employees X 200 miles X 8 sessions X 10¢/mile	1,920

Staff Development Officer

(a) Per diem: 25 days X \$15/day = \$375	
(b) Motor vehicle operation: \$100/mo. X 9 mos. = \$900	1,275
Total Travel	<u>\$32,585</u>

EQUIPMENT

1 Electric Typewriter	\$ 450
1 Duplicating Machine	380
1 VTR Monitor	250
Equipment Total	<u>\$ 1,080</u>

OTHER EXPENSES

Supplies, Training Supplies and Materials, Textbooks, Printing	\$ 1,500
Utilities, A.C.J.A.	1,200
Insurance, A.C.J.A.	500
Telephone and Postage	1,000
Maintenance Repairs to A.C.J.A.	1,000
Other Expenses Total	<u>\$ 5,200</u>

Total for Training, 1973-74	<u>\$99,447</u>
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The estimated cost of continuing and expanding training in probation and parole will be \$99,447 for 1973-74. This figure includes training for the new personnel plus ongoing training programs. Dividing this figure by 244 employees trained, gives an average of \$407.57 spent for training one employee for one year. The estimates of training costs through 1983 are calculated by multiplying the number of new employees by the average cost of training, rounded to \$410.

2. 1974-75

7 new employees X \$410/employee	\$ 2,870
Base Training Budget	<u>99,447</u>
Total	<u>\$102,317</u>

During 1975-76, the training of all correctional personnel will be coordinated by the Department of Offender Rehabilitation. The funds required to train probation and parole personnel will be budgeted to the Department of Offender Rehabilitation at this time.

Two-Year Total	<u>\$201,764</u>
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Impact:

Will provide adequately trained personnel and will improve quality of services.

Will improve support to the released offender during the critical transition to the community, thereby reducing the chances of recidivism. (This reduction is expected to result in a minimum of a 175 person decrease in prison population by 1983.)

RECOMMENDATION NO. 8: THE BOARD OF PARDONS AND PAROLES SHOULD UNDERTAKE AN EXTENSIVE RESEARCH AND EVALUATION OF THEIR PERSONNEL, PROGRAMS, AND SERVICES TO DETERMINE BENEFITS TO OFFENDERS AND SOCIETY.

Rationale:

It is difficult to determine the usefulness of a system of services unless the services are constantly evaluated and monitored. Program evaluation and research can measure the quality of the system and its effectiveness in attaining its goals. An integral part of research and evaluation is the use of accurate, up-to-date records throughout the system. Without research and evaluation, a system may become stagnant and unproductive.

The Board of Pardons and Paroles has recently submitted a proposal for a Probation and Parole Information System. The proposal calls for instituting an in-house research system to provide base data and to assist in comprehensive planning. Included in the responsibilities of the information unit would be designing survey instruments, gathering and analyzing data. This information will be coordinated with and integrated into the Alabama Crime Information Center according to the Alabama Crime Information Center master plan now under development.

The information unit, in cooperation with the research department under the unified system, will provide research and evaluative efforts, including, but not limited to: success

rates by offender and offense types; success rates on types of supervisors to types of offenders supervised; evaluation of supervisors and the department; and evaluation of all services offered by the department.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. Cost of Implementation:

The major research projects outlined above will be budgeted to the research department of the unified corrections system. The in-house information system of the Board of Pardons and Paroles will work in close cooperation with this research department. The budget for the in-house information system is as follows:

Research, Associate	\$10,387
Statistician	8,054
Clerk-Steno II	5,590
Supplies	<u>1,200</u>
Total	<u>\$25,231</u>

This staff should be sufficient to carry out the projected programs. Thus, the cost will remain constant for the projected ten-year period.

In 1975-76, the cost of the information system will be absorbed by the Department of Offender Rehabilitation.

Impact:

Will provide reliable base data for evaluating present services and for planning future research efforts.

Will result in more accurate knowledge of the potential use and benefits of probation and parole.

RECOMMENDATION NO. 9: THE BOARD OF PARDONS AND PAROLES PERSONNEL SHOULD DEVELOP AN ACTIVE INVOLVEMENT WITH THE COMMUNITY AT ALL LEVELS THROUGH COMMUNICATION AND PUBLIC RELATIONS EFFORTS TO INCREASE PUBLIC AWARENESS AND UNDERSTANDING OF PROBATION AND PAROLE SERVICES.

Rationale:

The citizens of this state are rightfully disturbed about the level of crime. It is easy for misunderstandings to arise if the public is not adequately informed. The role of all probation and parole personnel, especially those involved at local levels, should be to fully inform their community about the importance of probation and parole services in protecting the public through reduced recidivism.

The importance of recruiting public interest in, and assistance for, the paroled or probated offender needs to be stressed. As the community becomes aware of the needs of the offender and the reasons for his release on probation and parole, it should become more involved in the system and its success.

Volunteer services should provide a strong link with the community, and additionally provide contacts and interests for the offender. Active recruitment of volunteers from all occupations should be undertaken. Volunteers may serve as parole/probation officers, crisis intervention agents, support staff for the court services division, or as informal social welfare agents. The community resource manager will assume major responsibility for recruiting and utilizing volunteer services.

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Administrative action will be required.
- C. There will be no cost to the state.

Impact:

Will assist in mobilizing citizen support for needed legislation, increased appropriations, better administration, and other correctional improvements.

Will encourage community volunteer services to assist in insuring a successful parole or probation.

RECOMMENDATION NO. 10: THE BOARD OF PARDONS AND PAROLES AND THE COURT, UPON RECOMMENDATION OF THE PROBATION AND PAROLE SUPERVISOR, SHOULD HAVE THE RESPONSIBILITY TO TERMINATE ALL AUTHORITY AND SUPERVISION OVER THOSE PAROLEES AND PROBATIONERS WHO HAVE SUCCESSFULLY COMPLETED A SUFFICIENT PORTION OF THEIR PAROLE/PROBATION.

Rationale:

Traditionally, in Alabama the average length of parole is five years, and the average length of probation is three and one-half years. According to the executive director of the Board of Pardons and Paroles, most violations of parole or probation occur within the first year of the term, and are concentrated in the first six months.

The present policy of the board is to place in inactive status those parolees and probationers who have successfully completed a sufficient portion of their term. It is recommended that, upon the suggestion of the parole and probation officer, successful parolees and probationers be released from all supervision and authority of the Board of Pardons and Paroles and the courts.

Those parolees and probationers who have been integrated into the community pose no threat to society or to themselves. The expectation of early release from supervision should be a strong motivation to avoid violating the terms of the parole or probation. In addition, the termination of all authority over those parolees and probationers who have proved their responsibility as citizens will reduce the workload of the field supervisors.

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Administrative action will be required.
- C. There will be no additional cost to the state.

Impact:

Will motivate and reward parolees and probationers for a successful return to the community.

Will reduce the workload of the field supervisors by eliminating unnecessary cases.

Table 13 summarizes the new expenditures necessitated by the recommendations. After an initial increase of \$1,178,837 for expanding personnel, training, and services, the new money required each year is primarily for maintenance of the new programs and continued expansion.

A summary by year of the total budget of the number of parolees and probationers, and of an average cost per person on probation and parole, appears in Table 12. The average cost per parolee/probationer will increase from \$164.73 in 1972-73 to \$242.77 in 1982-83. However, the number of people on probation and parole will have increased by 61%. The increased funds will result in more parolees and probationers supported by sufficient numbers of qualified, well-trained personnel. The increases in funds and in the numbers of parolees and probationers are depicted graphically in Figure 8 and Figure 9.

TABLE 12
Total Cost, Parolees and Probationers,
and Average Cost per Parolee/Probationer, 1973-82.

Cost	Number Paroles Granted	Number Probations Granted	Total Number Granted	*Total Number Supervised	Average Cost
\$1,285,733	1,193	3,267	4,460	7,805	\$164.73
\$2,464,570	1,157	3,306	4,463	7,810	\$315.57
\$2,510,705	1,245	3,540	4,785	8,374	\$299.82
\$2,475,421	1,333	3,774	5,107	8,937	\$276.99
\$2,578,063	1,491	4,009	5,500	9,625	\$267.85
\$2,661,014	1,554	4,243	5,797	10,145	\$262.30
\$2,763,316	1,637	4,477	6,114	10,700	\$258.25
\$2,866,267	1,720	4,711	6,431	11,254	\$254.69
\$2,947,081	1,803	4,920	6,723	11,765	\$250.50
\$2,995,694	1,841	5,105	6,946	12,156	\$246.44
\$3,045,317	1,879	5,289	7,168	12,544	\$242.77

*The projected number of paroles/probations granted is multiplied by 1.75 to approximate the total number supervised.

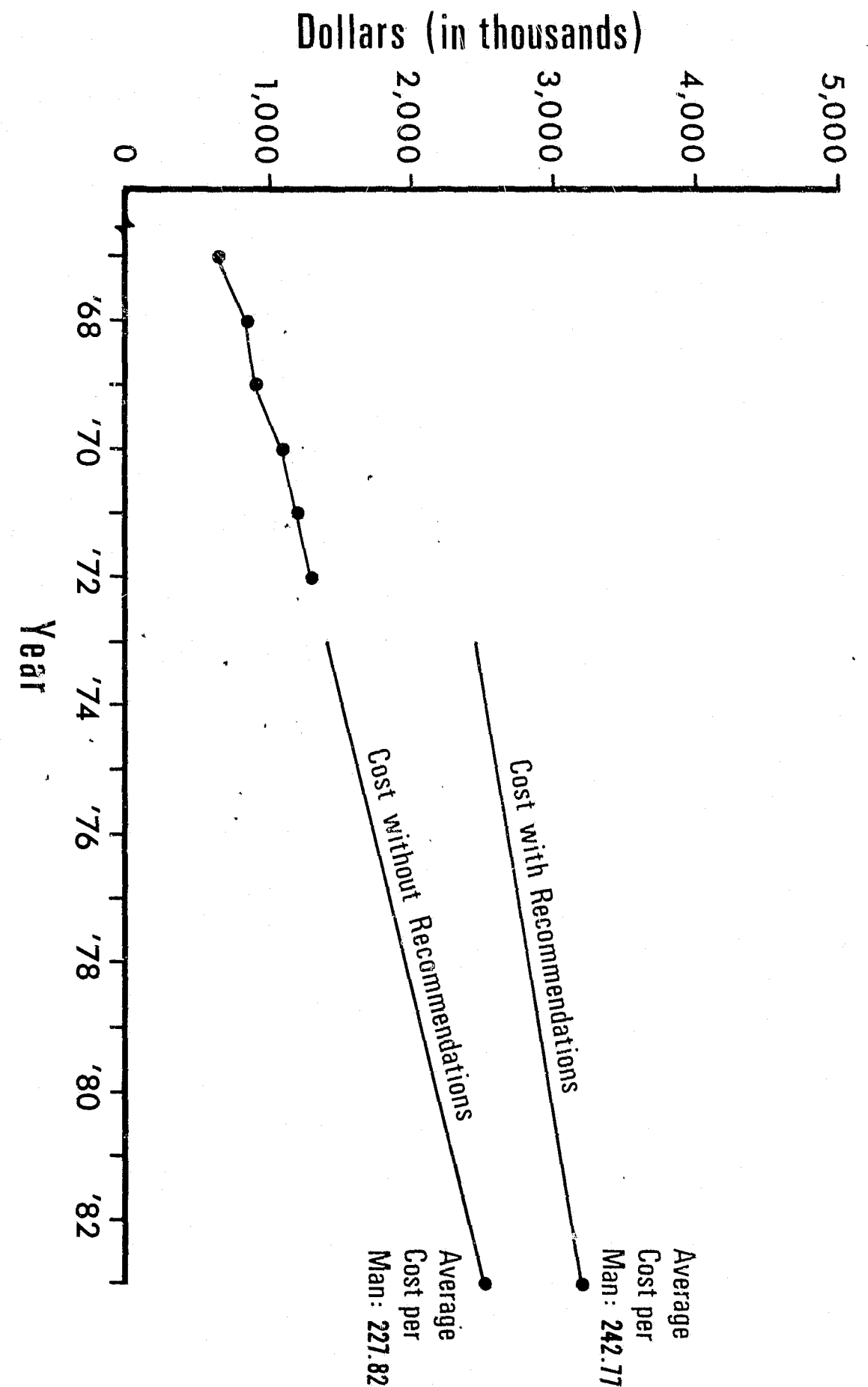


Fig. 8. Costs of recommendations implemented compared to current average costs.

Fig. 9. Number of paroles and probations with implementation of recommendations compared to current project from existing rate of increase.

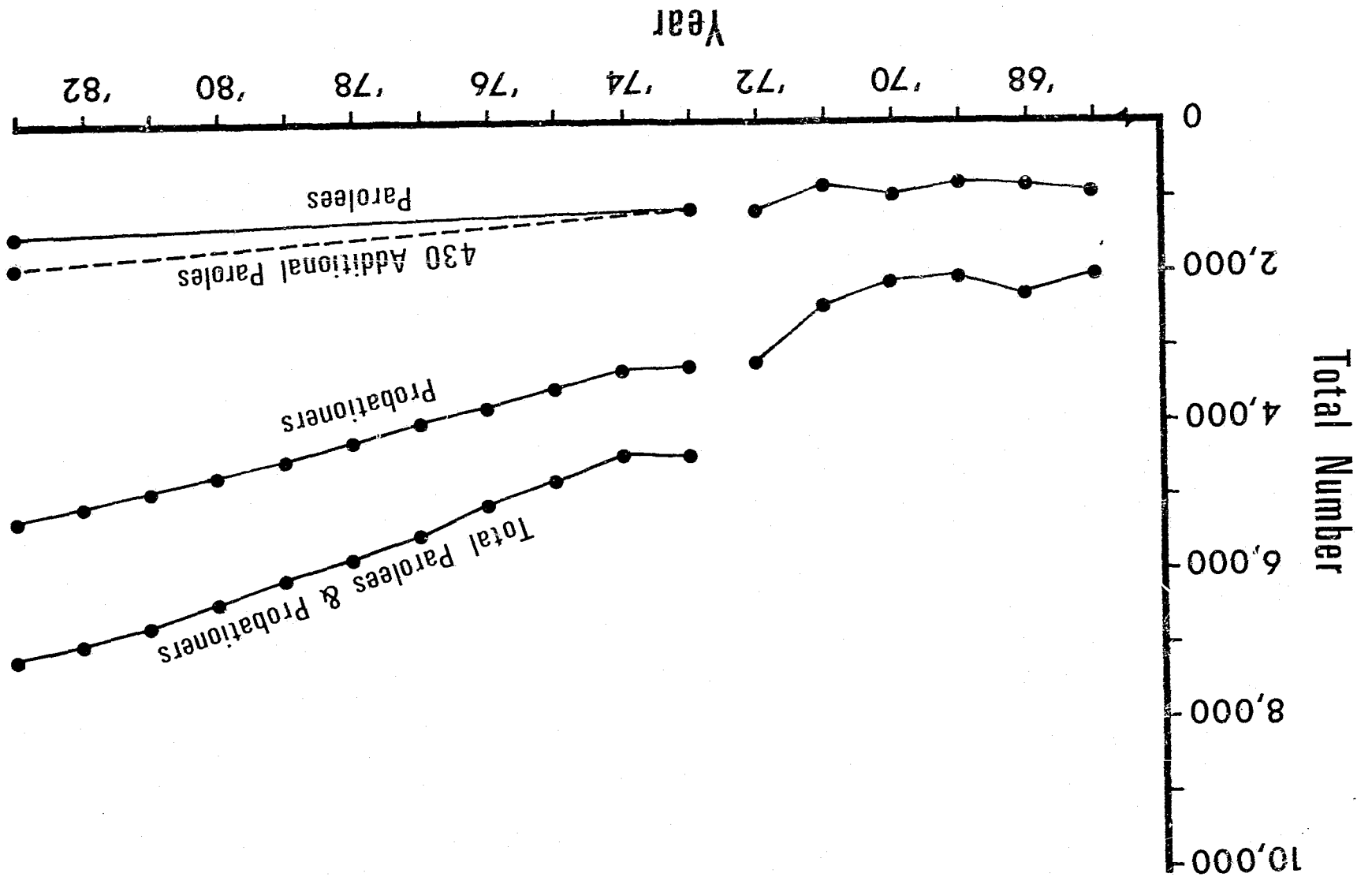


TABLE 13
Probation and Parole Implementation and Cost Summary

Recommendations	Fiscal Year									
	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
Recommendation No. 1: Redistricting	See Recommendation No. 4									
Recommendation No. 2: Hire Personnel	See Recommendation No. 4									
Recommendation No. 3: Loans and Contracts	\$ 87,500	\$ 57,500	\$ 57,500	\$ 57,500	\$ 37,500	\$ 37,500	\$ 37,500	\$ 37,500	\$ 37,500	\$ 37,500
Recommendation No. 4: Increase Salaries and Personnel	966,398	966,398	966,398	966,398	966,398	966,398	966,398	966,398	966,398	966,398
Salaries		67,417	155,283	253,049	351,464	449,230	547,645	625,611	673,228	720,845
Travel		3,024	7,056	11,592	16,128	20,664	25,200	28,728	30,744	32,760
Equipment		2,824	3,504	3,844	3,844	3,844	3,844	3,164	2,144	2,144
Recommendation No. 5: Hearing Examiners	See Recommendation No. 4									
Recommendation No. 7: Training	99,447	102,317								
Recommendation No. 8: Information System	25,231	25,231								
1972-73 Base Budget	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733	1,285,733
GROSS COSTS	\$ 2,464,309	\$2,510,444	\$2,475,474	\$2,578,116	\$2,661,067	\$2,763,369	\$2,866,320	\$2,947,134	\$2,995,747	\$3,045,380
TEN-YEAR TOTAL	\$27,307,360									
LESS CURRENT EXPENSE	- 12,857,330									
NET ADDITIONAL COST	\$14,450,030									

CHAPTER FOUR

Juvenile Justice System

NATIONAL OVERVIEW

Thirty-nine percent of all persons arrested within the United States in 1969 were under 21 years of age. The 1,382,725 juveniles under 18 years of age who were arrested account for 26% of all arrests in that year. In 1969, there were 62,773 juveniles institutionalized in the United States. Studies indicate that at any given time, 40% of these juveniles could be classified in a noncriminal category, i.e., those held for status offenses. Approximately 26% of all cases coming before the juvenile courts involve children who have broken no actual criminal law, but who are simply designated as "beyond control," "runaway," or "persons in need of supervision." The median age of juveniles arrested in the 50 states in 1969 was 15.5 years for boys and 15.4 years for girls; there were about five times as many male offenders as female offenders.

The delinquent usually comes from a more adverse family milieu than his nondelinquent peers. His parents are more likely to have criminal records, be alcoholics, or suffer from serious physical ailments, emotional disturbances, or mental retardation. His home is more likely to be broken by illegitimacy, desertion, or divorce; even in an intact home, the child may have been separated from his mother during the early years. Within the home, the child is more frequently exposed to antisocial behavior, and there are fewer restrictions on his early participation in activities normally reserved for adults, such as smoking, drinking, and sexual relations.

Most youths appear in juvenile court as a result of a complaint filed by police (85%) or by another person alleging that a delinquent act has been committed. After apprehension, referral, and initial interview, the court must decide what shall be done with the juvenile pending further court action. Whether the child shall be detained or not depends on the nature of the charge, child-parent relations, and the facilities available to the court. Over half of the juveniles arrested by police are handled within the respective police departments and released. In 1962, that figure was 56% for Chicago; in 1969, 61% of all youths arrested in Los Angeles were released in this manner. Most state laws stipulate either that no child shall be detained in a jail or police station where adults are held or that they must be separated from the adult offenders. In most cases, the juveniles are released to their parents or other responsible persons pending court action. About 20% are held in detention homes or remain in jails.

An ideal juvenile court should be an independent court with special procedures, juvenile probation officers, and a specific set of records. Many of the juvenile courts, however, especially in smaller towns, are, in reality, courts of general jurisdiction that hold special sessions to hear juvenile cases. Some of these courts do not employ any probation officers. Of 1,564 judges who replied to a 1963 national survey, one-third noted that their courts had neither probation officers nor social workers, while 83% reported that psychologists or psychiatrists were not regularly available.

Jury trials in the juvenile courts are waived unless demanded. Representation by legal counsel in court is not encouraged as this complicates an already overcrowded docket. The age over which a given court has jurisdiction of the juvenile varies according to the laws of the different states. In 70% of the states, a court has jurisdiction over a juvenile until he reaches the age of eighteen years. In many states the judge is empowered to appoint referees to hear cases. Usually the referee is not authorized to designate a final order. Instead, he acts as a hearing officer, attempting to reduce testimony to facts, and makes recommendations concerning disposition. This system is sometimes necessitated by the ever-increasing rise in delinquency and the limited number of juvenile courts. In 1967, each of the three juvenile court judges in the District of Columbia heard 3,500 cases, or about 14 per day. The typical hearing in the Cook County (Chicago) Family Court averaged slightly over 15 minutes, which is less than half the time recommended for adequate consideration of any particular case.

After court hearings, some juveniles are sent to reception centers or detention centers to await entrance into a state training institution or to be screened for release into the community by parole. Youths referred to the detention centers commonly stay in these locations between 28 and 45 days. Children are frequently committed to state training institutions from 4 to 24 months, with the median stay about 9 months. Of course, probation is widely utilized; more than half of the cases coming before the courts are reconciled in this manner. There are 350 public or private institutions for delinquents in the United States. Approximately 200,000 children are committed to, or released from, these schools every year. The average daily population of such schools is more than 65,000. Of the 220 state-run institutions surveyed in 1965, only 24% maintained the recommended capacity standards set by the American Psychiatric Association. Of the more than 21,000 staff members serving an average population of 42,400 in 1965, only 1,154 were classified as treatment personnel, such as psychiatrists, doctors, or social workers. Only four states

provided the minimum standard of psychiatric care of one psychiatrist per 150 children. The teacher-pupil ratio was 1:17. Twelve states offered no chaplaincy programs, while 18 maintained such services on a less-than-half-time basis per facility. The majority of staff members did not possess the minimal educational requirements expected within the corrections field.

Aftercare is the last step in the juvenile treatment program, and is designed to aid the juvenile in successfully reentering the community. In 1965, an estimated 59,000 youths were under aftercare supervision. Such services are usually provided by a state agency, by the juvenile courts, by an adult parole agency, or by volunteer organizations. At least 12 states maintain an active aftercare supervision program of less than one year, while 25 offer supervision of one year or more. Sixty percent of the juveniles released from institutions are placed in aftercare programs through parole, while those released outright receive little if any aftercare. The return rate of juveniles to institutions is, by available statistics, approximately 20%.

DESCRIPTION OF THE EXISTING SYSTEM

In 1971, there were 830,336 school-age children in Alabama. The number of children's cases disposed of by the various juvenile courts was 12,698. Of these, 3,796 were dependent and neglected children, and 8,902 were alleged delinquent. See Figure 10.

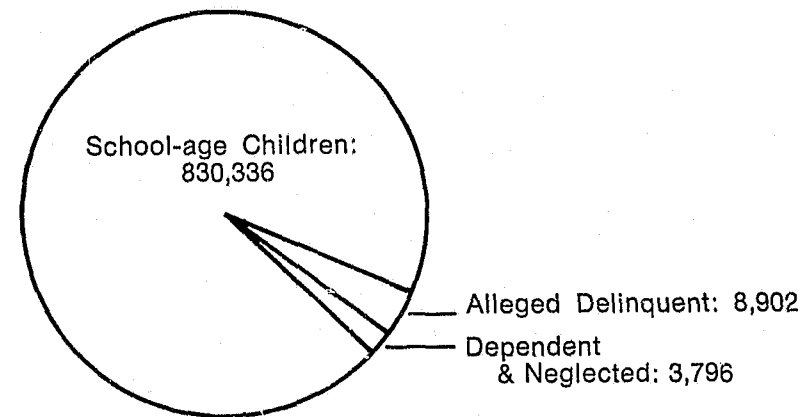


Fig. 10. Children's cases compared to school-age population.

The distinction between the two is that juvenile delinquents have by some overt behavior crossed those lines which society deems unacceptable, while dependent/neglected children have not. The only common denominator is that both sets of minors are usually dealt with by the juvenile court. See Table 14 which indicates the ranking of the 67 counties with respect to juvenile cases and delinquency cases. The ranking on the left-hand side is for the total number of juvenile cases per 10,000 population, while the right-hand side is for the total number of delinquency cases per 10,000 population.

There were 8,902 young people brought before the courts who were alleged delinquent. Almost 72% of these cases were handled officially. Of these, 38.3% had charges dismissed, 50.4% were placed on probation or under supervision, and 11.3% were committed to institutions. See Figure 11.

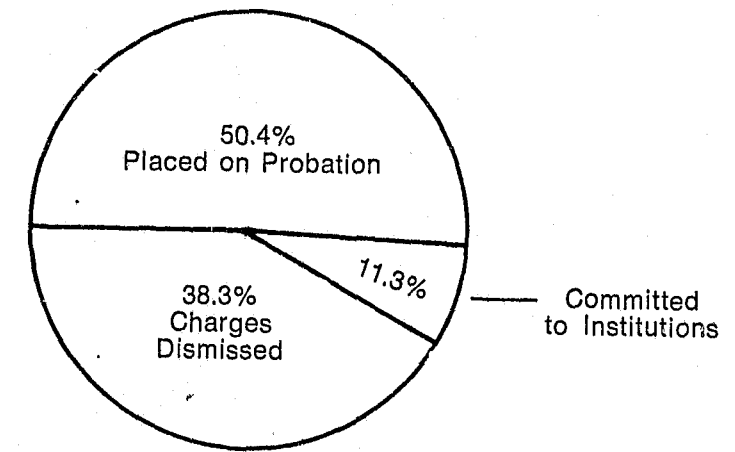


Fig. 11. Disposition of adjudicated delinquents.

The median age of children in the delinquency group was approximately 15 years. Around 30% of all juveniles required shelter care pending disposition of their cases.

TABLE 14
Juvenile and Delinquency Cases Per 10,000 Population
by County in Rank Order

Rank Juvenile Cases	County	Total Juvenile Cases per 10,000 Population	Total Developing Cases per 10,000 Population	Delinquency Rank
1.	Calhoun	67.51	53.93	1
2.	Mobile	62.90	40.88	3
3.	Tuscaloosa	61.62	29.65	7
4.	Russell	59.92	38.11	5
5.	Jefferson	59.26	39.29	4
6.	Madison	49.96	43.15	2
7.	Montgomery	41.54	31.05	6
8.	Bibb	38.37	1.26	47
9.	Walker	37.51	27.38	8
10.	Lauderdale	36.70	24.67	9
11.	Dallas	35.99	19.17	14
12.	Covington	34.92	17.31	17
13.	Talladega	32.02	23.13	10
14.	Tallapoosa	27.48	20.69	12
15.	Etowah	26.77	14.13	18
16.	Morgan	25.48	19.14	15

17.	Shelby	24.98	10.78	21
18.	Chambers	24.21	18.98	16
19.	Jee	21.87	21.22	11
20.	Colbert	21.56	19.54	13
21.	DeKalb	20.49	7.86	29
22.	Lamar	20.23	7.67	30
23.	Jackson	18.11	6.12	35
24.	Houston	18.03	12.37	19
25.	Chilton	17.87	11.12	20
26.	Cullman	16.97	8.20	27
27.	Marshall	16.60	9.04	24
28.	Sumter	16.50	6.48	34
29.	Elmore	14.91	8.05	28
30.	Dale	14.36	9.07	23
31.	Cherokee	14.10	5.77	36
32.	Blount	12.66	9.31	22
33.	Clarke	11.23	8.23	26
34.	Bullock	8.46	8.46	25
35.	Macon	8.45	1.21	50
36.	Pike	8.39	7.59	31
37.	Franklin	7.94	4.60	37
38.	Clay	7.91	.79	53
39.	Baldwin	7.58	6.91	33
40.	Washington	7.39	7.39	32
41.	Choctaw	7.24	0	57
42.	Lawrence	6.96	4.40	3
43.	Pickens	5.90	3.44	40
44.	Lowndes	5.43	7.80	54
45.	Coffee	5.16	2.58	42
46.	Autauga	4.91	0	58
47.	Randolph	4.36	3.27	41
48.	Marengo	4.20	4.20	39
49.	Escambia	3.72	2.01	43
50.	Geneva	3.65	.91	52
51.	Limestone	3.12	1.68	46
52.	Monroe	2.87	.48	56
53.	Coosa	2.81	0	59
54.	Butler	2.27	1.82	44
55.	Marion	2.10	0	60
56.	Barbour	1.77	1.77	45
57.	Hale	1.26	1.26	48
58.	Wilcox	1.23	1.23	49
59.	Greene	.94	.94	51
60.	Perry	.65	.65	55
61.	Cleburne	0	0	61
62.	Conecuh	0	0	62
63.	Crenshaw	0	0	63
64.	Fayette	0	0	64
65.	Henry	0	0	65
66.	St. Clair	0	0	66
67.	Winston	0	0	67

Note.—These figures are based on the 1970 population on census and thus vary from year to year.

The breakdown on offenses for which these juveniles were referred is as follows: (1) 42.6% for crimes against property, (2) 31.4% for offenses which were applicable only because of juvenile age (what are termed "status" offenses, i.e., truancy, runaways, etc.), (3) 7.4% for crimes against the person, (4) 4.8% for traffic-related offenses, and (5) 13.8% for other offenses such as disorderly conduct, drunkenness, etc. See Figure 12.

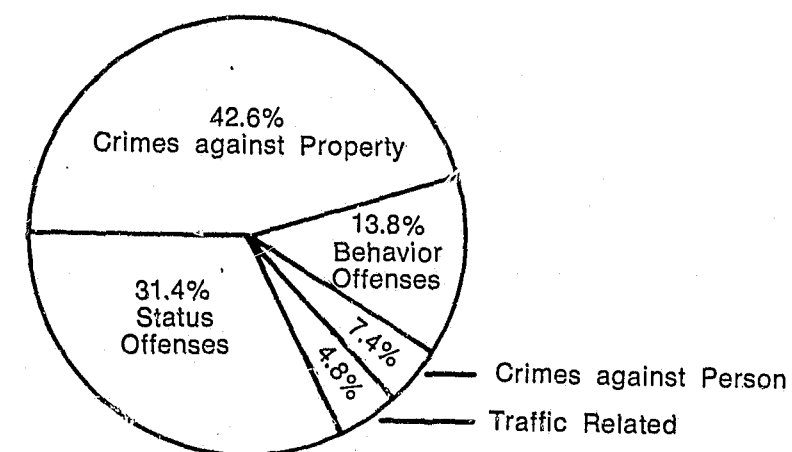


Fig. 12. Breakdown of juvenile offenses.

Figure 13 is a projection of increases if nothing in the juvenile system changes. It indicates that there will be 15,800 cases disposed of in 1983. This includes 4,756 dependent and neglected children and 11,044 allegedly delinquent juveniles.

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

Probation, where deemed desirable, is provided by two methods. In the larger metropolitan areas, juvenile courts administer separate juvenile probation with financial help from the state. Sixteen of Alabama's 67 counties have these court-employed probation

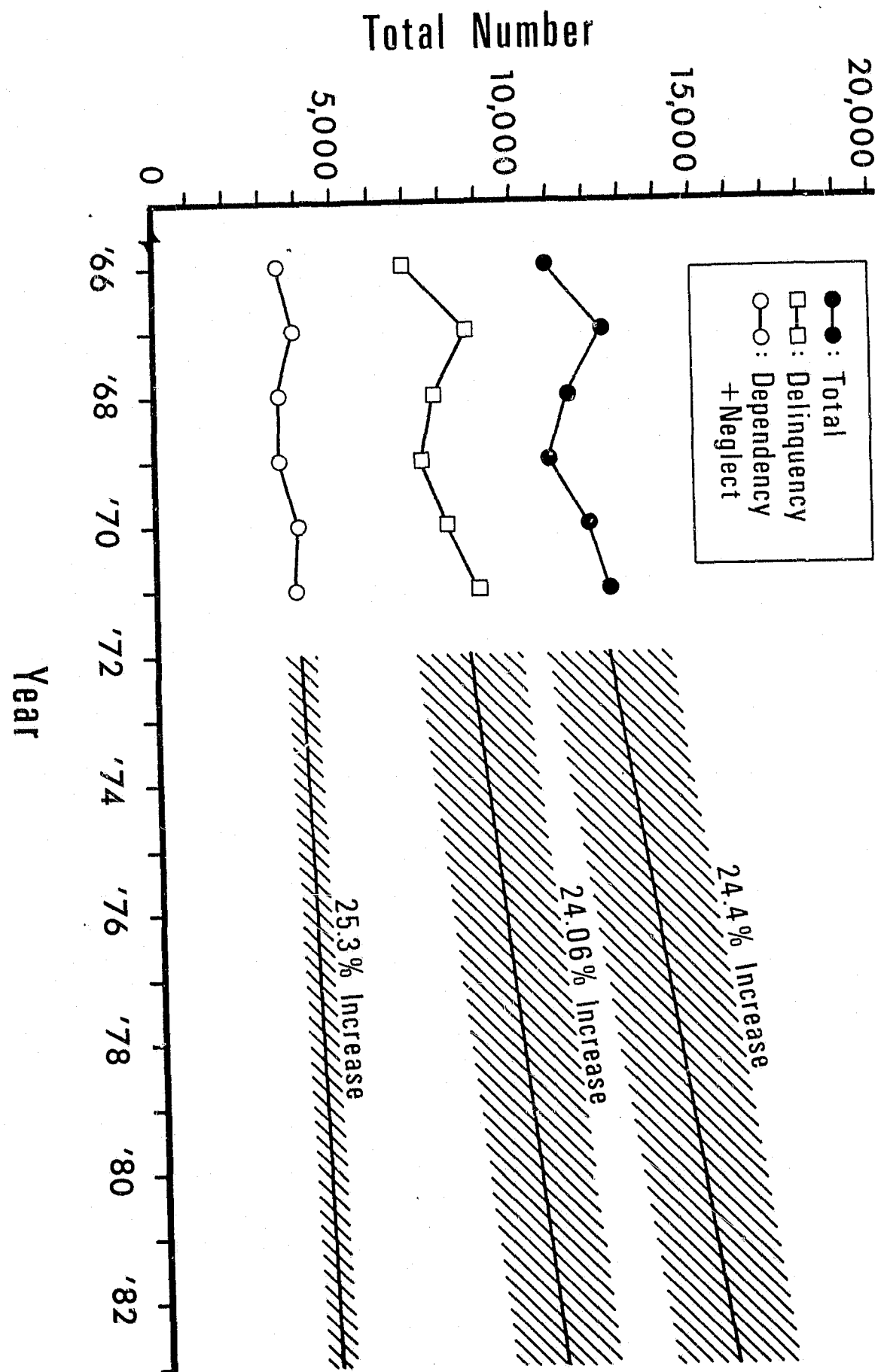


Fig. 13. Projected number of cases, 1973-83.

staffs. The counties of Calhoun, Jefferson, Mobile, Madison, Montgomery, Morgan, Talladega, Tuscaloosa, and Dallas have two or more probation officers. Chambers, Lauderdale, Lee, Tallapoosa, Baldwin, Cullman, and Colbert counties have a single probation officer. The remaining 51 counties have designated the county director of Pensions and Security as the probation officer, as provided by Alabama's Public Welfare Act. The state currently subsidizes 57 juvenile probation officers, with the 16 counties providing the matching salaries. The appropriation for the last biennium was \$184,000 or \$92,000 per year.

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

The state provides three training schools for post-adjudicated juvenile delinquents. Each is administered by a board of trustees appointed by the Governor. Each school must request funds individually from the legislature. The appropriation for the last biennium for the three state training schools was \$1,526,955.

The State Training School for Girls is located at Chalkville in Jefferson County and has a capacity of 98. This school, presently with 89 juveniles in residence, has a budget of \$316,996. Approximately 60% of the girls are committed for "status" offenses. The girls live in cottages in groups of 26 with a housemother and kitchen supervisor. The basic program is educational with instruction to the twelfth grade and GED available. Title I funds help supplement the school curriculum which includes special programs in reading. Vocational training in cosmetology, home economics, office occupations, and child care is available in conjunction with the Vocational Education Division of the Department of Education. A supervisor and one caseworker for each cottage provide social services, while psychological services are available from the community. The physical facilities are adequate, but extensive remodeling would be necessary if services were expanded. While the present staff has struggled to do their best under the circumstances, limited funding has made it impossible to do much more than provide a "holding" facility. The present program is geared to adjusting behavior to the institution's needs, rather than developing behavior which will help the young women to be successful participants in society. There is no significant aftercare when these young people leave the institution.

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

The Alabama Industrial School, located at Mt. Meigs near Montgomery, was formerly a coeducational facility serving black children committed to state schools. It now houses males over the age of 14. This school, presently with 161 students, has a budget of \$535,832. The physical plant, which is deteriorating, is located on 1,600 acres of land. There is a concerned staff which is struggling with the problem of a lack of funds. The main program consists of vocational/academic work. Social services are provided to the school, and a guided group interaction program has recently been initiated. This school has a prerelease program which is meeting with some success. The staff of this school has articulated the need for an aftercare program.

The Alabama Sheriff's Boys Ranch is a privately owned youth facility. It receives young men who are referred by juvenile courts, social agencies such as the Department of Pensions and Security or church-supported children's homes. There are presently 82 boys in residence. Funds are solicited by the various sheriffs around the state; public monies are not contributed. However, the ranch does apply for whatever public funds the child is entitled to receive, such as welfare, social security, life insurance benefits, etc. The activities include schooling, recreation, and job assignments. A Sheriff's Girls Ranch is under construction.

The provision of detention facilities in the state is limited again to the larger urban areas. Five counties in Alabama have short-term detention facilities which are licensed by the state. The budgets for these facilities are generally shared by the counties and cities involved, with no state or federal help. These facilities with the number of juveniles admitted therein in 1971 and their budget figures for 1971 are: (1) Jefferson County (Birmingham), 1,010, \$350,000; (2) Madison County (Huntsville), 1,215, \$76,124; (3) Mobile Juvenile Complex for Boys, 786, \$38,878; (4) Stanton Road Home for Girls (Mobile), 311, \$41,419; (5) Montgomery County Youth Facility (Montgomery), 1,076, \$195,000; and (6) Morgan County Detention Home (Decatur), 200, \$37,414. There is a minimum of programming at these institutions, although all of them have educational, medical, religious, and counseling activities.

The other 62 counties in the state rely on jails where adults are held, or special juvenile quarters in jails, to hold juveniles who are awaiting court action. A project was recently started in Dallas County and eight surrounding counties to help alleviate the problems which rural counties frequently face because of a lack of resources. The Central Alabama Youth Service incorporates prevention of delinquency and provision of court services. There is a governing board with representation from each participating county. It is supported by grants from LEAA, ALEPA, and HEW with local matching money. A new wing for juveniles, separating them from the adult population, has been constructed at the Dallas County Jail. It is licensed by the Department of Pensions and Security and is supervised by a full-time superintendent with houseparents available around the clock.

The executive committee of the Central Alabama Youth Service evaluates any child who is detained longer than two weeks, and approves the admission of those under twelve. There is an intake staff available on a 24-hour basis which seeks constructive alternatives to detention. Probation and aftercare are provided with an emphasis on the use of community resources. There is also a Division of Prevention Services which provides educational enrichment, volunteers, and in-service training of those who come into contact with juveniles.

A youth service bureau concept is being developed, which aims at intercepting the juvenile before he becomes delinquent and assists in finding a solution to problems. There is a youth advisory committee in each county to help with program development in that area and to serve as a liaison with the Regional Board. This project is seen as a promising prototype for delinquency prevention and services to youth. Due to the limited time this

project has been operating, a statistical and professional evaluation is not available. However, records and statistics are being collected so that such an evaluation can be made. The tentative results of the program have been endorsed by the project staff, local juvenile judges and district attorneys, law enforcement personnel, Atlanta LEAA staff, and the ALEPA staff.

The Alabama Comprehensive Plan for 1973 provides funding for the construction and operation of three regional juvenile detention facilities. They are: (1) Mobile County, \$65,000 in addition to a \$1,000,000 local bond issue; (2) Calhoun County (Anniston), \$225,000; and (3) Dallas County (Selma), continuation of \$50,000. These facilities will temporarily hold juveniles who were previously held in adult facilities. The designs of these facilities deemphasize institutionalization and provide comfortable, humane atmospheres. Current plans aim for the development of a regional detention center in each of the seven LEPA regions in the state. See Figure 14.

Figure 15 is a foldout chart indicating the flow of a juvenile through the present juvenile justice system, from point of contact to disposition.



Fig. 14. Location of juvenile detention facilities.

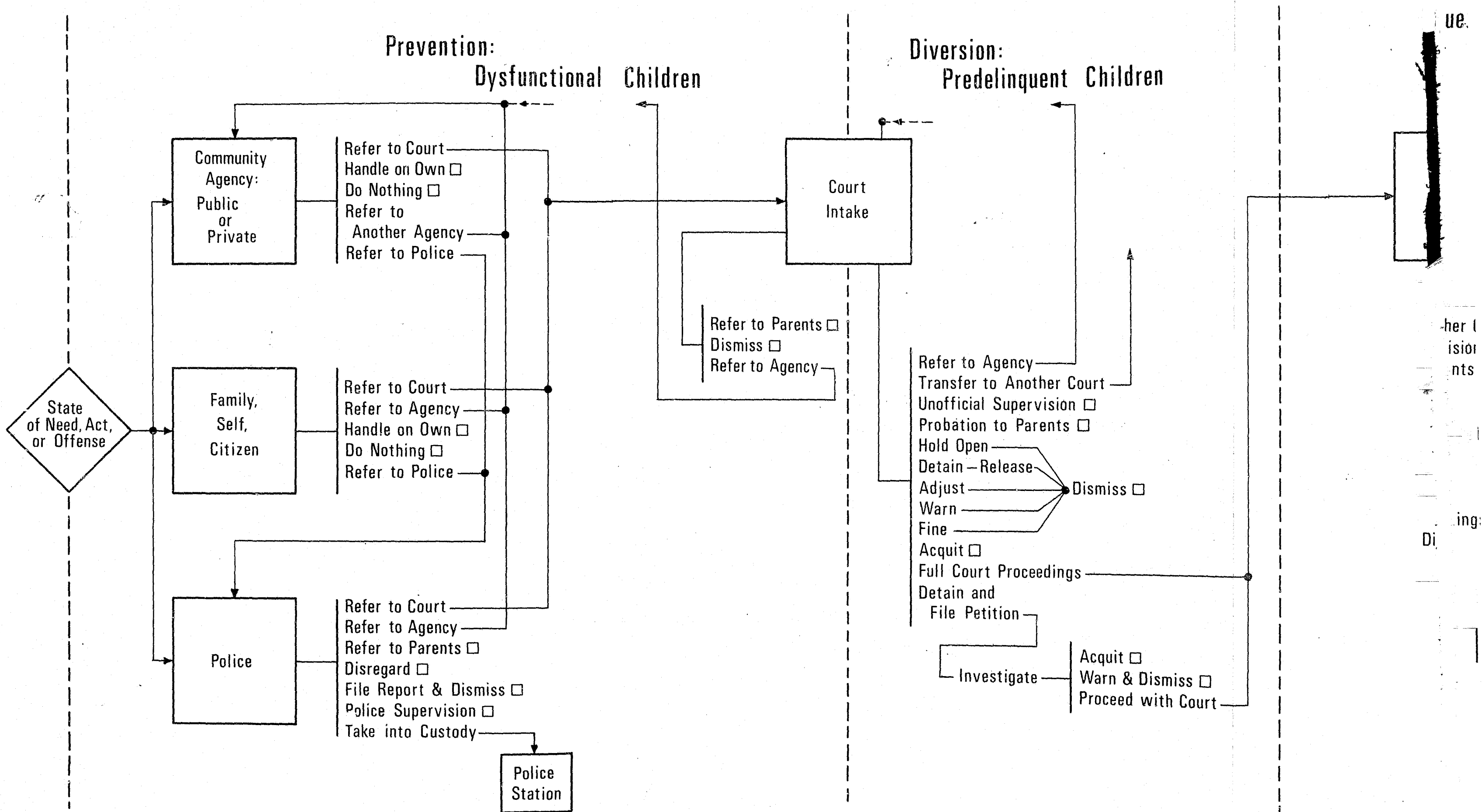
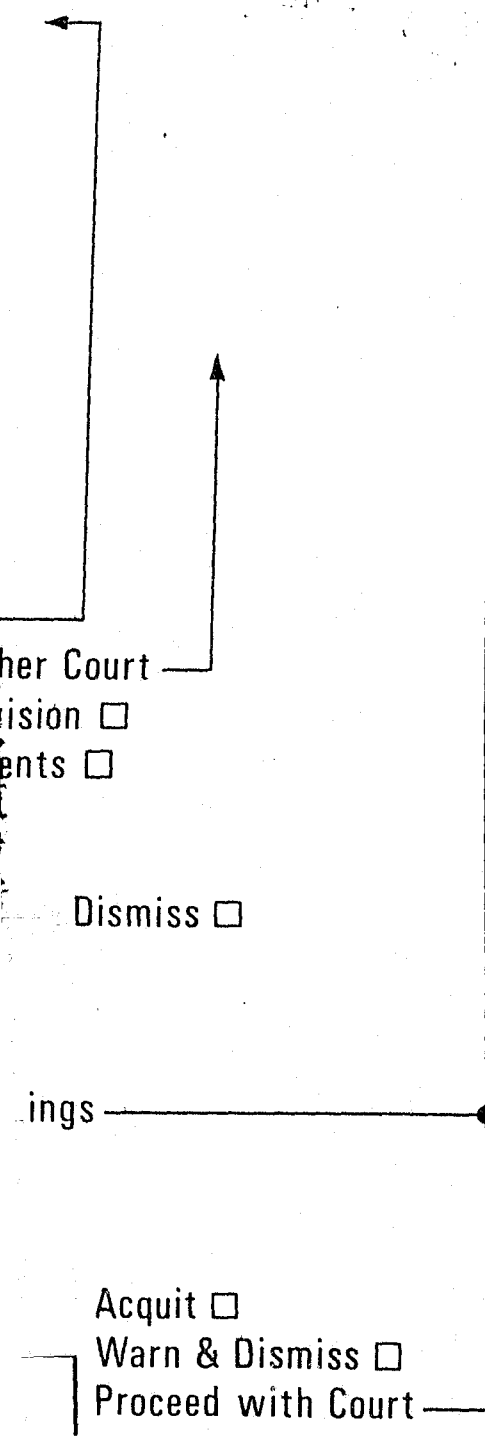


Fig. 15. Flow of juveniles through present system.

Delinquent Children



Corrections:
Delinquent Children

Juvenile Court

Motions

Adjudication

Disposition

- Continuances
- Changes in Pre-adjudicative Status
- Additional Studies Ordered
- Place with Agency
- Transfer to Another Jurisdiction
- Acquit
- Discharge on Payment of Fine or Cost
- Warn & Dismiss
- Orders to Parents
- State Division of Youth Services
- County Division of Youth Services
- Psychiatric Placement
- Mental Retardation Placement

Facility

Facility

- State Training Schools
- Halfway House
- Group Home
- Foster Home
- Other

- Probation
- Detention
- Foster Home
- Local Residential Care
- Other

Aftercare

Release

Release

RECOMMENDATIONS

There are two basic concepts which permeate this set of recommendations--youth advocacy and community-based treatment/rehabilitation. The recommended system is geared so that everyone involved is an advocate of the young person who has penetrated the system. There should be a maximum effort by all concerned to divert the child at the earliest possible stage of the system so that his contact is minimal. The community concept is obvious: a child who learns to cope with his problems in as close to a real-life situation as possible stands the best chance of not recidivating. The adoption of these recommendations will result in an impressive decrease in juvenile delinquency in Alabama.

RECOMMENDATION NO. 1: THE STATE OF ALABAMA SHOULD ESTABLISH A STATE DEPARTMENT OF YOUTH SERVICES WHICH WILL PROVIDE ASSISTANCE TO LOCAL AREAS IN THE JUVENILE JUSTICE SYSTEM. (ULTIMATELY, THE DEPARTMENT OF YOUTH SERVICES SHOULD BE INCORPORATED INTO THE DEPARTMENT OF OFFENDER REHABILITATION.)

Rationale

The Department of Youth Services will serve as the state representative of a partnership with the 67 counties in dealing with juvenile delinquency. It should be seen as an enricher and coordinator of current programs now in effect in the various local areas of the state. It will be responsible for (1) channeling state subsidies to counties and regions; (2) standard setting, licensing of county/regional facilities and certification of personnel; (3) program development and technical assistance; (4) coordination of efforts to obtain federal and private funds; (5) volunteer services and community resources; (6) combining the present state training schools into an effective, rehabilitative system; and (7) compiling statistics and directing research on delinquent behavior.

Initially, the department will be governed by a board of concerned citizens appointed by the Governor for staggered terms. This agency will begin operations with a small staff. A process of continuous evaluation will provide for expansion as needed; in this way, a self-serving bureaucracy will not be created. A proposed organization chart is presented in Figure 16. It is envisioned that, in the future, this agency will come under the unified system of offender rehabilitation.

The three state detention facilities already in operation should be integrated with the new department. Because the projections indicate a continuing need for long-term

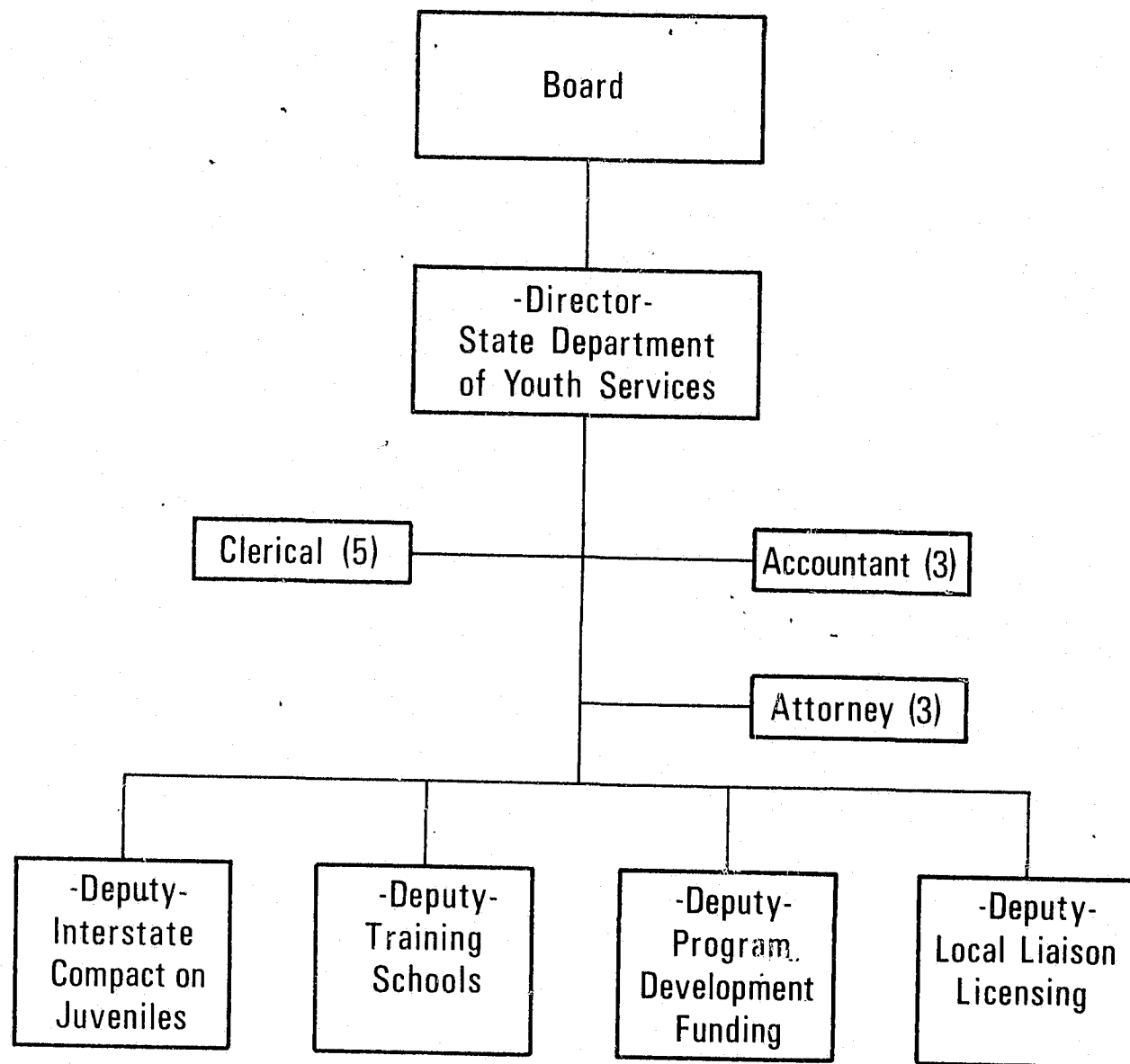


Fig. 16. Organizational chart for a Department of Youth Services.

detention/rehabilitation, the schools will be retained. Administrative and fiscal control will be vested in the department so that adequate funding can be obtained. The physical plants should be evaluated to determine if they require maintenance. Similarly, an evaluation should be made to determine whether it would be efficacious to consolidate these schools and to make them coeducational. Subject to further evaluation, it is recommended that the Alabama Industrial School at Mt. Meigs be closed during FY 1975-76.

It must be emphasized that this form of statewide detention should be a last resort. Treatment in the institutions run by the Department of Youth Services should be intensive, and the primary goal should be to develop a program of rehabilitation geared to the individual and his/her speedy return to the community.

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Legislation will be required.
- C. Cost of Implementation:

1. FY 1973-1974	
State Department of Youth Services Director	\$ 25,000
Deputy Director (4 @ \$18,500)	74,000
Accountant III (1)	15,500
Attorney (1)	19,000
Clerical (5 @ \$6,500)	32,500
Office Equipment/Expense	35,000
Travel-Personnel/Return of Juveniles	25,000
Contracting and Consultant Services	15,000
Miscellaneous	<u>9,000</u>
Total	<u>\$250,000</u>

- 2. Total for remaining fiscal years of ten-year period (\$250,000/year less \$25,000/year equipment).

1974-1975	\$ 225,000
1975-1976	225,000
1976-1977	225,000
1977-1978	225,000

1978-1979	225,000
1979-1980	225,000
1980-1981	225,000
1981-1982	225,000
1982-1983	225,000
Total	<u>\$2,025,000</u>

3. State training schools requirements.

Combined 1972 budgets and projected appropriation for FY 1973-1974: approximately \$1,500,000.

(a) Increases for programming and staffing.

FY 1973-1974	Mt. Meigs	\$ 50,000
	ABIS	45,000
	Chalkville	<u>45,000</u>
	Total	<u>\$140,000</u>
FY 1974-1975	Mt. Meigs	\$ 50,000
	ABIS	45,000
	Chalkville	<u>45,000</u>
	Total	<u>\$140,000</u>

(b) Savings by closure of Mt. Meigs FY 1975-1976: approximately \$500,000.

(c) FY 1976-1977 - FY 1982-1983, no increase.

Impact:

Will create state-level coordination and support of juvenile delinquency planning, prevention, and treatment.

RECOMMENDATION NO. 2: THE URBAN AND RURAL AREAS OF ALABAMA SHOULD JOIN IN REGIONAL GROUPINGS TO IMPROVE THEIR INDIVIDUAL JUVENILE JUSTICE SYSTEMS THROUGH THE IMPLEMENTATION OF TREATMENT AND PREVENTION PROGRAMS.

Rationale:

A survey of the existing juvenile justice systems in the state indicates that there is considerable activity in the urban areas and almost none in the rural areas. It is the purpose of this recommendation to strengthen those programs of prevention and treatment which now exist, and to assist those 51 counties which, because of their size, lack the resources to provide an adequate juvenile program. It is recommended that counties continue their present level of financial support and increase it where possible. Additional revenue from federal sources may be made available if the urban counties serve as regional sponsors. The Department of Youth Services should study the feasibility of future state subsidies. It is essential that this work among juveniles be intensified, because it is at this point that behavior problems are most easily corrected. Thus, more serious criminal behavior in the future is prevented.

There is a fourfold approach in this recommendation, emphasizing the themes of youth advocacy and community-based disposition. These approaches are delinquency prevention, court services, probation-aftercare, and regional treatment/rehabilitation. A chart which delineates the regional model is presented as Figure 17.

Regional groupings should conform to the LEPA regions. Within these regions, it is suggested that each of the counties with an existing juvenile program, including facilities, staff, and a court, cooperate with several surrounding counties by sharing the diagnostic/evaluation/detention centers and by providing professional help.

The sponsoring county should work for the appointment of a regional board. Each county represented would then become involved in planning and implementing delinquency and youth services. There should also be a youth advisory committee in each county to assist and give input to the regional program and develop the delinquency work in each county. A first step would be to hire a project director who would also fulfill the role of a community resource manager. His/Her job would be to carry out the stated policy of the regional board in coordinating and encouraging public concern and interest in delinquency prevention and other services.

The first and main task as indicated above is for counties and cities, with assistance from the state agency, to develop treatment and delinquency prevention programs and services. The following services have been tried and found successful: coordination of volunteer services and training, enrichment programs in schools, juvenile officers associations, and the use of statistics/evaluation.

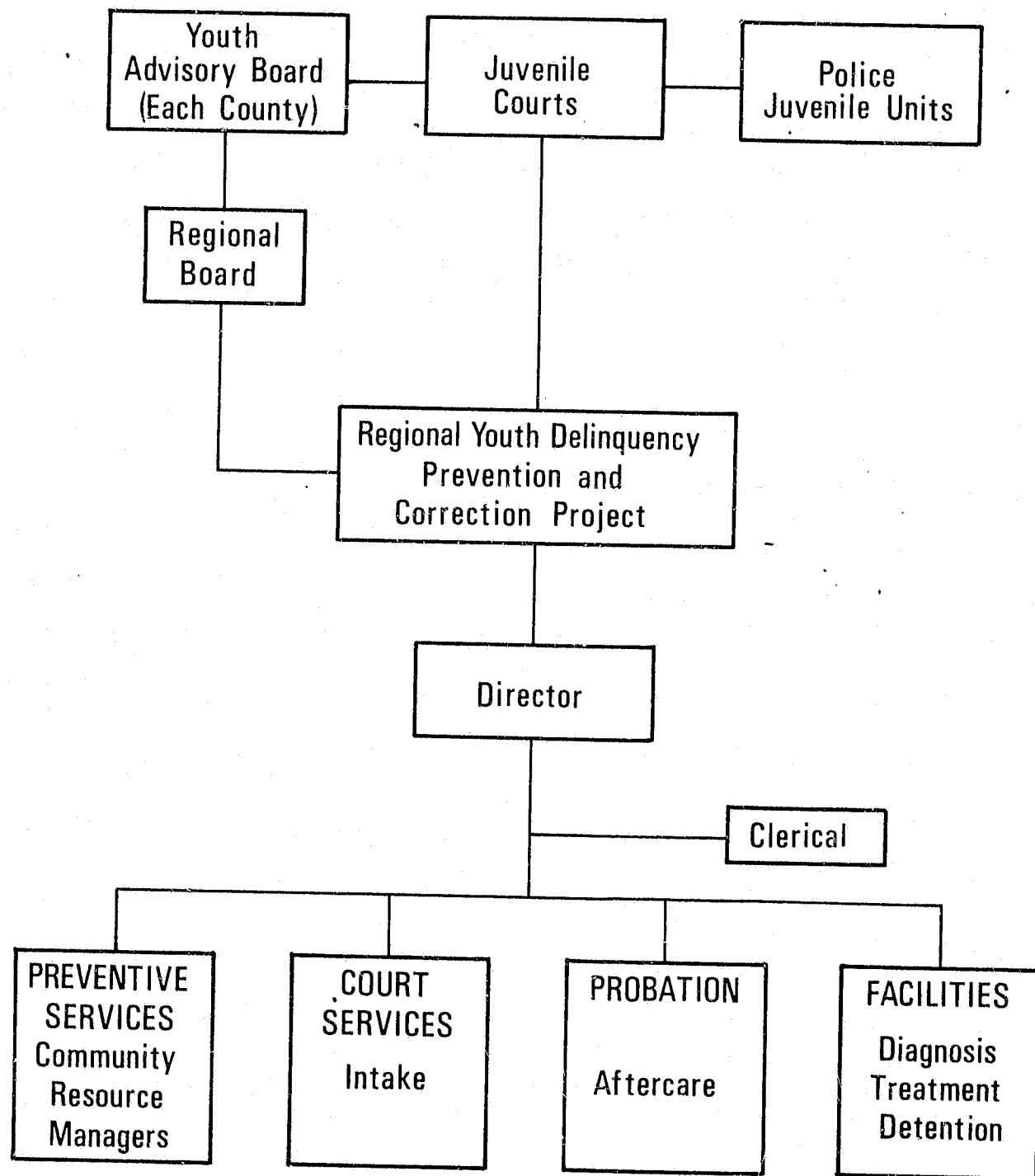


Fig. 17. Organizational model for regional youth project.

Imagination and innovation are needed in planning programs. It is strongly recommended that foster care/group homes be developed, and police departments be urged to organize juvenile units which will specialize in youth services. To illustrate, such services are now provided by the Youth Aid Bureau in Birmingham, the juvenile unit of the Tuscaloosa Police Department, and the Youth Aid Division of the Montgomery Police Department.

Presently, court services are the most adequate of those services provided to the juvenile delinquent. However, the importance of youth advocacy cannot be overly stressed. The juvenile court judge has to strike a balance between the child's needs and the right of society to be protected. Many of the judges of this state have demonstrated concern and compassion for the juveniles who come before them. The judge cannot, however, completely devote himself to the youth advocacy role because he must remain impartial. Yet, all other personnel, including juvenile officers, probation officers, and those in treatment and detention, are in a position to commit themselves to working solely for the child's benefit.

It is suggested that court officers be divided into two groups to execute divergent functions. The intake/investigative officers should see as their primary duty the diversion of youngsters to community agencies, foster care, or other programs when possible. Such personnel should be available on 24-hour call. As youth advocates, they must insure that children be detained only in juvenile quarters. These officers can then divert the child to an appropriate agency recommended by the court and confer with the probation officer assigned to the child.

The other officers, freed of the intake/investigative responsibilities, will be able to concentrate on probation and aftercare services. Their main purpose will be to curtail recidivism by helping the child cope with his problems and return as quickly as possible to his/her "real-life" environment. By concentrating on keeping the child out of court, overcrowding will also be alleviated. These officers will work closely with the project directors in developing community interest and in encouraging community assistance in delinquency prevention and supportive services. They will provide aftercare services for those children paroled from the state training schools. These services should be subsidized by the state and their implementation given highest priority.

It was noted earlier that the administration of each of the training schools has indicated the urgent need for such aftercare programs. Thus, the probation/aftercare officers

will work with community agencies and with the families of those children in state detention. In addition, working closely with the state training schools, they will insure speedy release and successful reentry into the home area.

It is time Alabama began to design programs and facilities which are oriented toward the prevention and correction of delinquent behavior. It must be reemphasized that the warehousing approach has not helped to reduce recidivism. In locking away the problem and in delaying its solution, neither the child nor society benefits.

It is recommended that existing facilities be used and geared toward short-term detention, with an emphasis on evaluation and rehabilitation. These facilities will provide services at the county level and in the future will serve as regional centers; the resources of the urban areas will be shared with the rural areas.

As indicated previously, special juvenile facilities exist throughout the state which can be converted for regional use. It is suggested that consideration also be given to the development of foster home care, group homes, and halfway houses. When these regional projects are organized and functioning, they will receive custody of, or will receive on referral, the children who come to the attention of the juvenile justice system. The staff will then compile social histories, plan individual treatment, and implement those plans in conjunction with the individual child and the appropriate community resource agent.

Implementation and Costs:

A. Years of Implementation:

FY 1973-1974 - FY 1982-1983

B. Administrative action will be required.

C. Cost of Implementation:

1. State subsidy: \$360,000 per year

FY 1973-1974: \$360,000

This will increase the current state salary subsidy of 57 juvenile probation officers. The appropriation for the last biennium was \$184,000 per year. The increase can provide higher salary subsidies (\$6,000 per year) or, preferably, the hiring of additional probation officers.

2. State subsidy:

FY 1974-1975	\$ 360,000
1975-1976	360,000

1976-1977	360,000
1977-1978	360,000
1978-1979	360,000
1979-1980	360,000
1980-1981	360,000
1981-1982	360,000
1982-1983	360,000

Total \$3,240,000

3. Regional project costs--to be borne by state, local, federal, and private sources.

(a) Personnel

Director	\$ 11,500
Supervisor Court Services	9,000
10 Probation Officers (\$7,500)	75,000
Volunteer Coordinator/Training	9,000
Teacher (Detention) 1/2 time	3,000
Nurse (Detention) 1/2 time	3,000
3 Secretaries	18,000
Clerk-Receptionist	4,000
Accountant (part-time)	3,000
Insurance/FICA	10,000

(b) Equipment 25,000

(c) Travel 15,000

(d) Consultant Services

Psychological, medical, training, conferences	<u>6,000</u>
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Total \$191,500

\$191,500 X 7 regional projects = \$1,340,500.

4. Yearly projections	
FY 1974-1975	\$ 1,340,500
1975-1976	1,340,500
1976-1977	1,340,500
1977-1978	1,340,500
1978-1979	1,340,500
1979-1980	1,340,500
1980-1981	1,340,500
1981-1982	1,340,500
1982-1983	1,340,500
Total	<u>\$12,064,500</u>

Impact:

Will provide a concentration of services to juveniles who come to the attention of the Alabama juvenile justice system.

Will provide, for the first time, aid to the 51 Alabama counties that have been unable to adequately treat juvenile delinquents.

RECOMMENDATION NO. 3: THE DEFINITION OF DELINQUENT BEHAVIOR SHOULD BE CHANGED SO THAT ONLY THOSE JUVENILES WHO COMMIT AN ACT WHICH WOULD BE PUNISHABLE AT LAW IF THEY WERE ADULTS ARE TERMED DELINQUENT.

Rationale:

This will abolish so-called "status" offenses for which juveniles are punished solely because of their age. These status offenders include runaways, truants, etc., whose problems must eventually be solved at the community level. Detention for any other reason than to guide such children to appropriate resources and agencies merely delays the solution and may further complicate the juvenile's problems. Detention because of noncriminal behavior is totally inappropriate. These children should be diverted as quickly as possible from the juvenile justice system. It is suggested that status offenders be handled in a manner similar to that employed in dealing with children classified dependent and neglected.

In 1971 there were 8,902 alleged juvenile delinquents. Their offenses included the following status offenses:

Running away	12.0%
Ungovernable behavior	8.7%
Truancy	7.3%
Possession or drinking liquor	1.9%
Carrying or possessing weapons	.8%
Violation of curfew	<u>.7%</u>
Total	<u>31.4%</u>

As Figure 18 indicates, if status offenses are still classified as criminal, there will be 15,800 juvenile cases by 1983. The breakdown of this projection indicates that there will be (1) 4,756 dependent and neglected cases, (2) 7,870 in the status category, and (3) 3,174 actual juvenile delinquents. Figure 19 indicates the ten-year projection if status offenses are abolished.

Implementation and Costs:

A. Year of Implementation:

1973

B. Legislation will be required.

C. There will be no cost to the state.

Impact:

Will remove those children with personal and familial problems from the juvenile delinquent category.

Will assure those juveniles of proper assistance.

Will reduce the need for expansion of physical facilities of state training schools.

Will reduce cost of and need for those institutions.

RECOMMENDATION NO. 4: THE AGE LIMIT FOR JUVENILE DELINQUENTS SHOULD BE REDEFINED TO INCLUDE SIXTEEN AND SEVENTEEN YEAR OLDS.

Rationale:

In the past, the counties in Alabama have used varying age ranges in defining juvenile delinquents. Approximately two-thirds of the states have set the age limit at 18. The consistent use of this age limit is logical since the age of adulthood is defined at 18. During 1971, the juvenile courts in Alabama handled a total of 1,602 youths over the age of 16. This was 18% of the total number of juvenile delinquency cases. Perhaps this

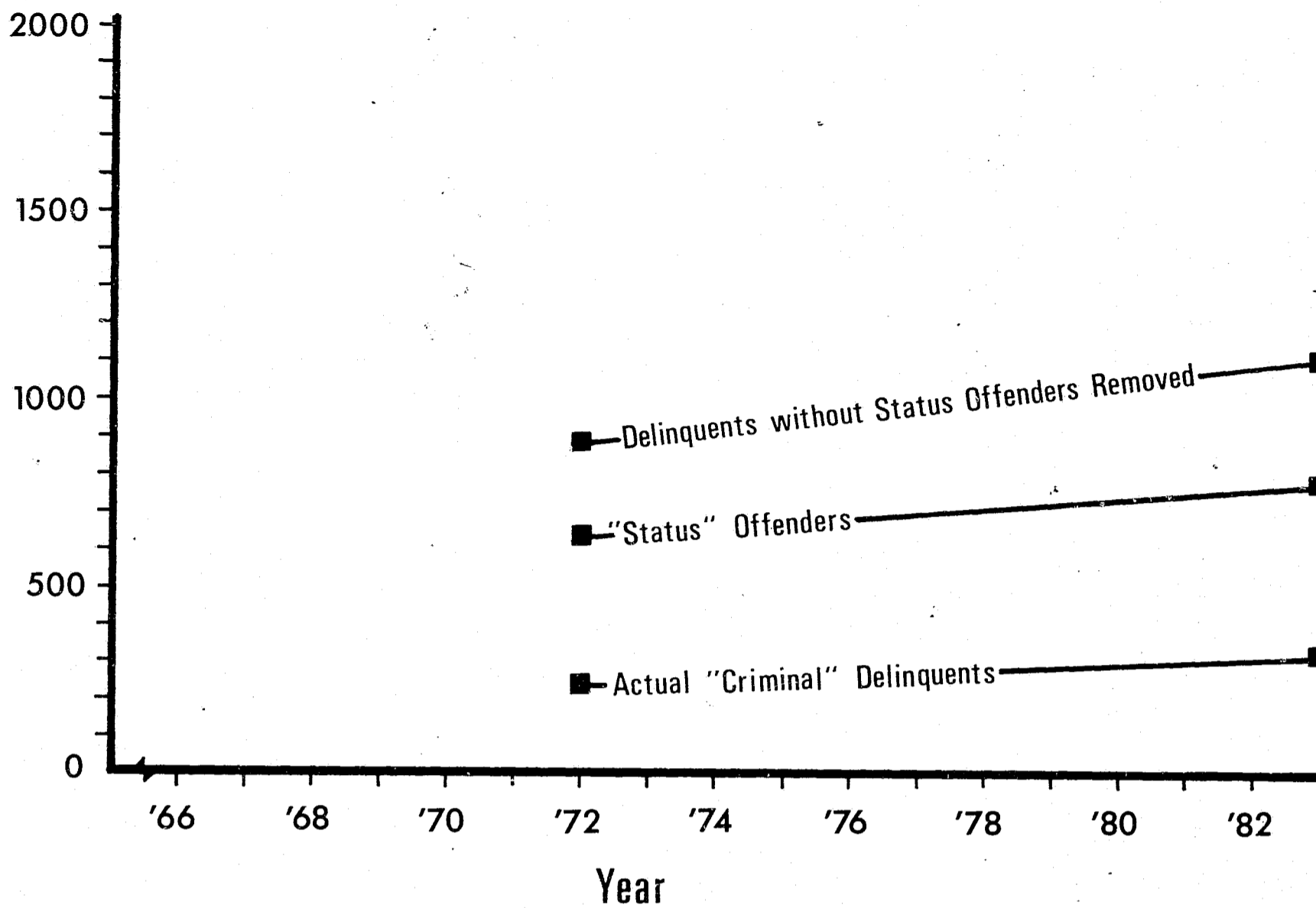


Fig. 19. Projected children's cases if status offenses are abolished, 1973-83.

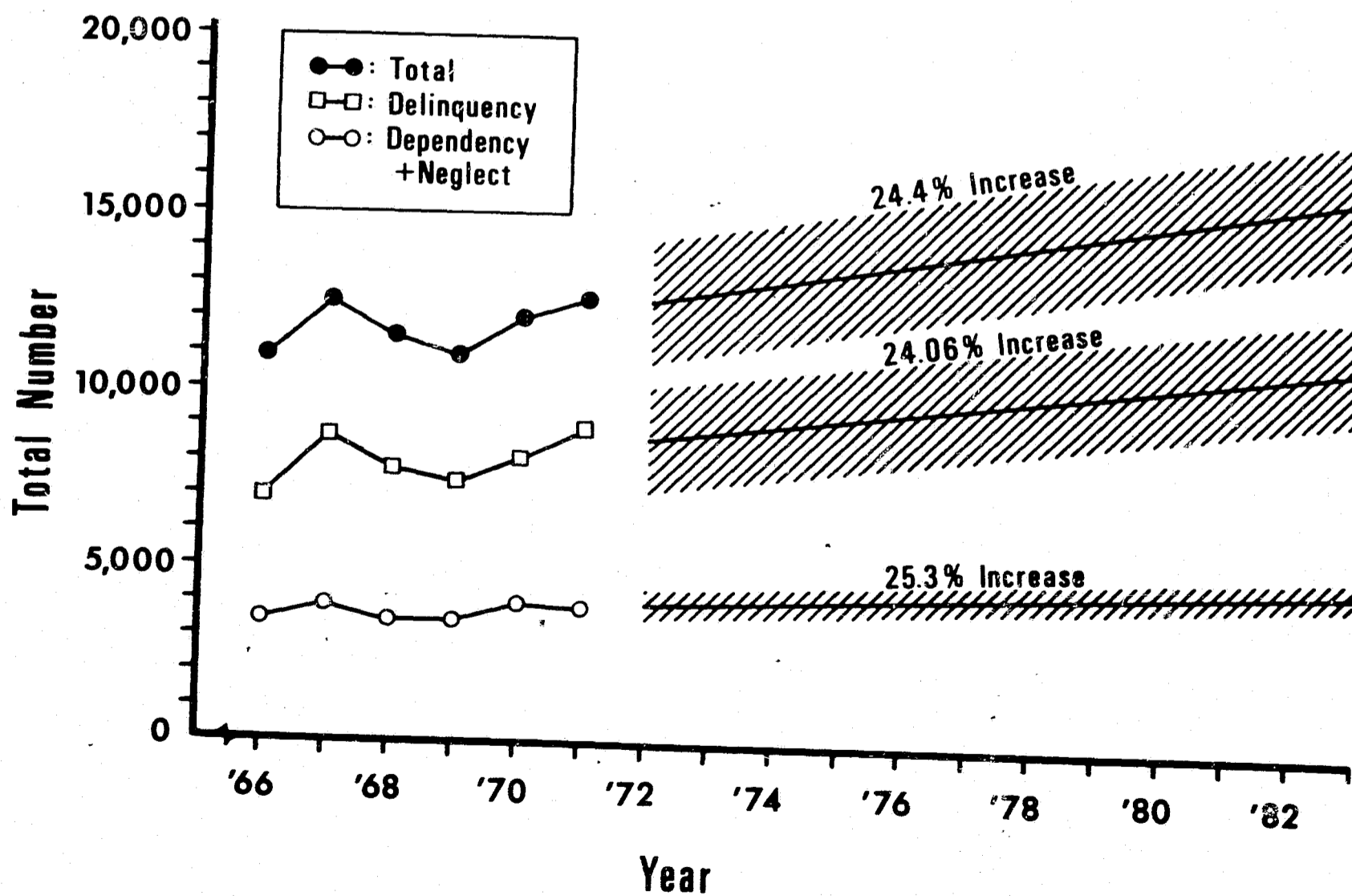


Fig. 18. Projected children's cases including status offenses, 1973-83.

figure would be doubled if the age limit throughout the state was redefined to include 16 and 17 year olds. These additional cases could easily be absorbed into the juvenile justice system, once status offenses were abolished and facilities and money for expansion were provided. This will require revision of Title 13, Alabama Code (1940) as amended.

Implementation and Costs:

- A. Year of Implementation:
1975
- B. Legislation will be required.
- C. There will be no additional cost.

Impact:

Will make juvenile services available to a greater number of young offenders.

RECOMMENDATION NO. 5: THERE SHOULD BE A STATUTORY PROHIBITION AGAINST CONFINING JUVENILES AT ANY TIME IN ANY ADULT JAIL OR PENAL INSTITUTION.

Rationale:

The juvenile section of the Alabama Code currently allows incarceration of juveniles in adult facilities when there is no other suitable place. Most of the counties in Alabama do not have special juvenile facilities and, therefore, children are locked up with adults. Once alternatives have been set up, as in Recommendation No. 2, there will be no reason for continuing this practice. This will require a revision of Title 13, Alabama Code (1940) as amended.

Implementation and Costs:

- A. Year of Implementation:
1975
- B. Legislation will be required.
- C. There will be no additional cost.

Impact:

Will reduce possible negative influence of adult offenders upon juveniles.

JUVENILE JUSTICE IMPLEMENTATION AND COST SUMMARY

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

SUMMARY

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

CHAPTER FIVE
Adult Male Corrections

NATIONAL OVERVIEW

The use of long-term confinement in the United States became prevalent in the late 18th and early 19th centuries. Prior to this, practices were based on the English model of corporal injury, forced immigration, maiming, public humiliation, and fines as punishment for convicted law violators. The beginning of modern penal philosophy dates from about 1787, when a small group of Quakers and freethinkers met at the home of Benjamin Franklin. The Walnut Street Jail in Philadelphia was remodeled by 1790 to meet the rudimentary demands of this reform philosophy and became the prototype of the later prison. Prisoners were placed in solitary confinement to do penitence and were furnished with religious instruction.

The weaknesses of this approach soon became evident, although no major modifications were effected until around 1930, when the concept of individualized treatment replaced the earlier presupposition that all prisoners were to be classified and treated alike. Closer scrutiny was eventually directed toward the value of the prisons themselves as a treatment location, and community-based programs such as halfway houses and work-release programs emerged as alternatives to institutionalization.

Today, the correctional apparatus is comprised of a vast number of institutions, ranging from the local jail to the fortress-like prison, and of different programs, all reflecting a great diversity in approach, facilities, and quality. Theoretically, these are designed to protect society from the offender and to rehabilitate the offender.

The correctional institutions house about one-third of the corrections population, with the other two-thirds on probation or parole. The institutions and various correctional programs are responsible for approximately 1.3 million offenders each day and handle nearly 2.5 million admissions a year. The estimated cost of operating state and local correctional services in 1965 was almost one billion dollars. About 80% of this total was allocated for institutions, with about one-half of this to support state adult correctional institutions.

Yet, for the most part, corrections does *not* correct, since a substantial percentage of offenders become recidivists. The individuals are unable, of course, to perpetrate further crimes upon the community at large while held in these institutions; nonetheless, the living conditions which they must endure during this correctional stay are the poorest possible preparation for their eventual reentry into society. The effect is often more destructive than constructive.

A wide range of differences exists between the offenders, although there are certain commonalities. The majority of offenders are males between the ages of 16 and 30, and a large proportion come from a background of poverty. Generally, they are educationally handicapped, lack a vocational skill, and tend to have a history of unstable work habits. Many are members of socially and economically disadvantaged groups. Lack of material success is the trait which is found most frequently among convicted offenders.

The wide range of differences among offenders does not justify the deviations in treatment and quality evidenced in the correctional procedures and institutions. Historically, each of the subsystems of the criminal justice system has developed independently, and, as a result, each system has become exclusive, though their functions are necessarily interdependent in meeting correctional needs.

Community-based correctional programs are becoming an increasingly favored alternative to incarceration for a number of reasons: (1) prisons have been notably unsuccessful; (2) prisons are expensive; (3) protection of society by isolating the criminal in institutions is only short-term, since 99% of the offenders are returned to the community and, for the most part, are unchanged.

Effective rehabilitation of the offender is the most promising solution and is one which the prison system does not offer. More often than not, the prison system provides the opportunity for a "graduate study" of crime. The lack of constructive recreation within our prisons results in prisoner exchange of criminal technique. The work programs and vocational training furnished in prisons often have little relationship to actual job opportunities on the outside. The prisoner is stripped of personal possessions and identity and most decisions are made for him. His isolation from outside contacts, in addition to the social stigma attached to going through this system, only increases the probability that he will remain a criminal.

Another important consideration is the expense involved in processing and maintaining a convicted offender in this system. It cost ten times more per year to maintain an adult male in prison than in a community corrections program. It costs in excess of \$25,000 a bed to build a secure institution, whereas a community group home may be established for half this figure. It costs \$400 a month to maintain a ward in an institution. In contrast, such programs as work release allow prisoners to attend schools or hold jobs in the community during the day. A proportion of their earnings is allocated toward the upkeep of the halfway house or prison to which they return at night.

Until very recently, corrections in America had low visibility and even lower priority in terms of improvement reforms. Humane considerations embodied in popular philosophy have contributed substantially to the increasing interest in corrections. On the other hand, the hue and cry of the public for "law and order" has perhaps contributed a more objective frame of reference for prison reform. Presently in America, persons concerned with the criminal justice system are attempting to examine the current system in order to bring about changes which will more effectively meet the goals of a correctional process.

The goal must be to intervene in the criminal career in such a way that successful social integration is achieved. Research projects and experimental programs which are oriented to this goal are slowly developing across the country. Most corrections systems, however, still lag decades behind in the application of available knowledge.

DESCRIPTION OF THE EXISTING SYSTEM

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

- Management, supervision, and control of all penal and correctional institutions.
- Sale and distribution of all agricultural and industrial products manufactured or produced by the prison system.
- Supervision of the employment of prisoners.
- Collection and reporting of statistics concerning prisons.
- Cooperation in the administration of probation or parole.
- Cooperation with Department of Pensions and Security to provide for prisoners and their families.

At the county and municipal levels, duties include:

- Inspection of every county jail and every municipal jail or prison in any incorporated town having ten thousand people or more.
- Provision of assistance in securing the just, humane, and economic management of such institutions by setting of rules and regulations.
- Investigation of the management of all such institutions and of the conduct and efficiency of the officers or persons charged with their management.
- Establishment of rules and regulations necessary to the hygiene, healthfulness, and feeding of prisoners, as well as the cleanliness, management, and security of prisons and jails.
- Presentation of an annual report to the Governor concerning the condition of all such jails, prisons, and inmates.

Additionally, the commissioner of the Board of Corrections has been required to supervise the desegregation of state penal facilities and all jails, both county and municipal.

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

The board appoints a commissioner of corrections who acts as chief administrative officer of the board. The commissioner, in turn, is allowed to appoint two deputy commissioners. The commissioner is required to be a man of good character, and to have

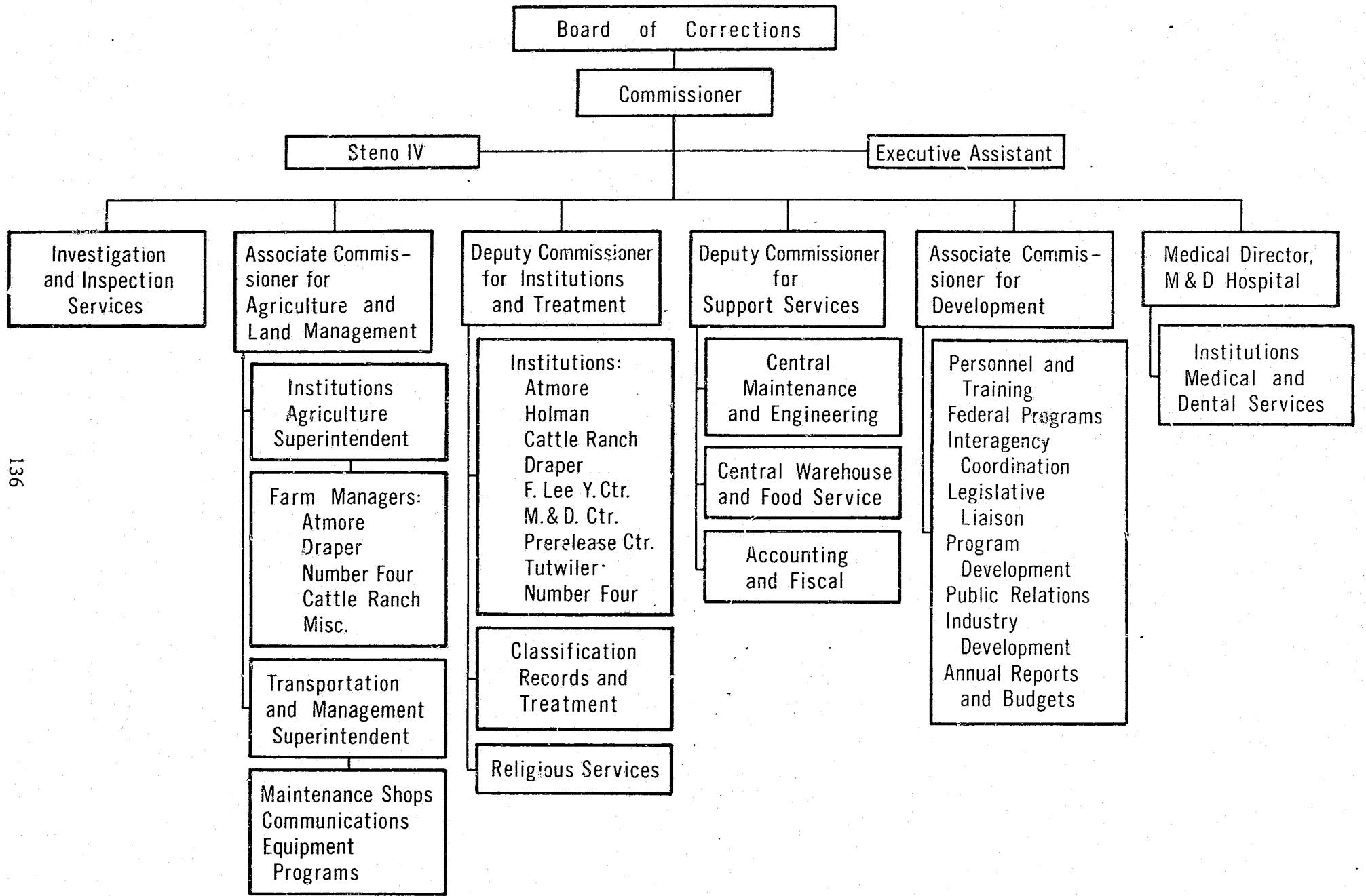
experience in business and in the administration of the correctional system. He is responsible for the administration of the adult correctional system of the state.

This system (see Figures 20 and 21) consists of an administrative staff, Atmore Prison Farm, Cattle Ranch, No. 4 Honor Camp and Farm, seven to ten road camps, Draper Correctional Center, Holman Unit, Frank Lee Youth Center, Medical and Diagnostic Center, and Julia Tutwiler Prison for Women. The fixed facilities represent over 16,600 acres of state land.

For the operation and administration of these facilities, the Board of Corrections has a personnel allotment of 648 employees, including the administrative staff (outlined in Figure 20). There are 415 correctional officers, of whom 15 are wardens or of warden status. The remaining 190 personnel are described as "specialist personnel" working in various prisons and related facilities in any capacity other than that of an administrator or correctional officer.

Inmate Demography

The following is a description of the male inmate population based on a summary statistical analysis of the 3,722 male prisoners on hand in the combined state prisons during 1971-72. Table 16 gives a breakdown of the number of prisoners by institution. Of the 3,722 adult males in the combined institutions, 39.9% (1,484) were white and 60.1% (2,238) were black. This ratio may be compared to the state population distribution of 73.7% white and 26.3% black. Blacks are incarcerated at a rate 4.2 times greater than that for whites. The ratio of numbers of whites to blacks varied among the institutions. Table 16 shows that there were three times as many black inmates as white inmates in the road camps. The Frank Lee Youth Center had about three times as many whites as blacks. The other institutions approximated the 60% black/40% white racial composition of the total adult male correctional system, with the exception of Draper which had an equal proportion and the Cattle Ranch where there were twice as many whites as blacks.



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Fig. 20. Administrative organization of the Board of Corrections.

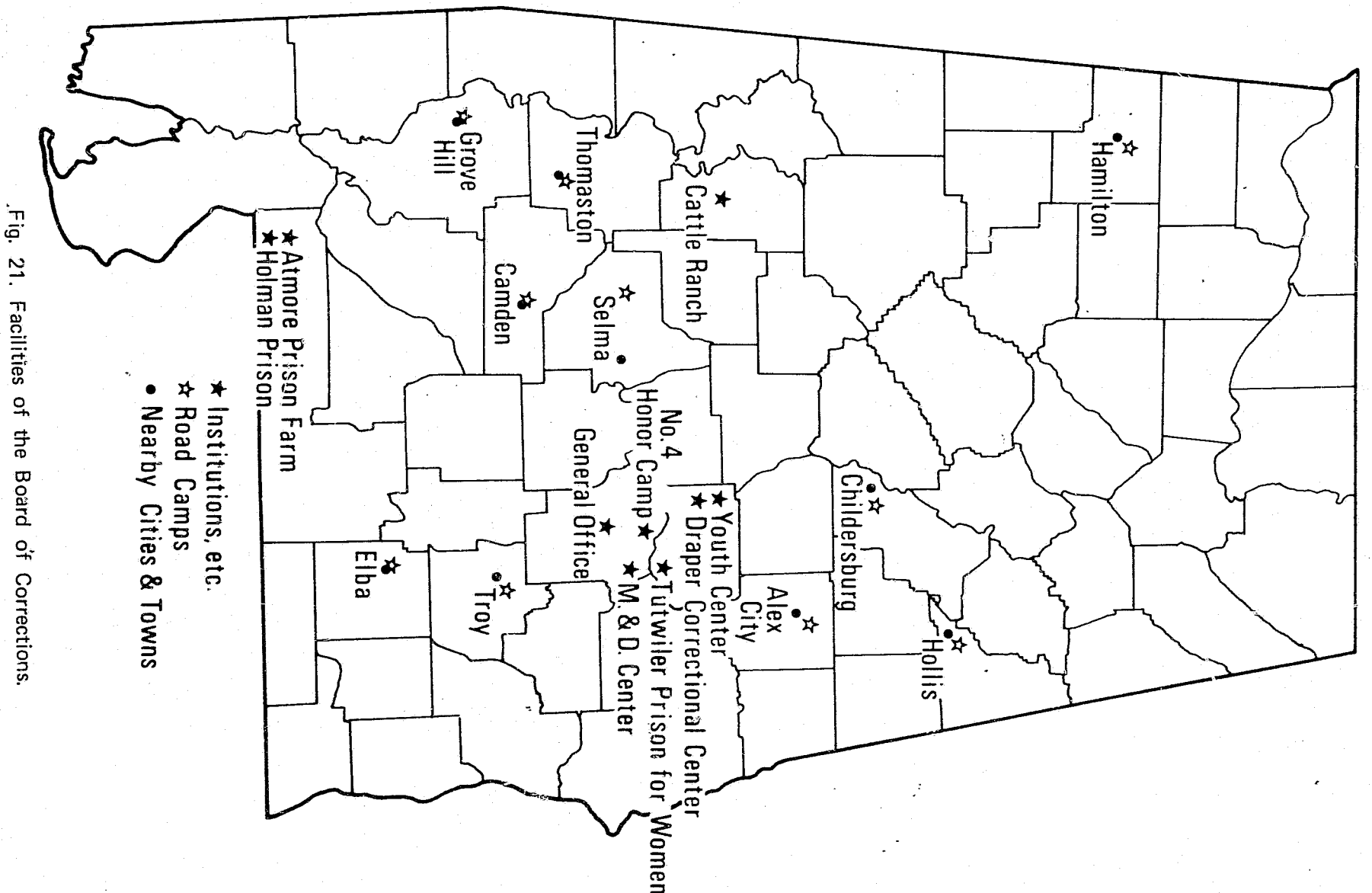


Fig. 21. Facilities of the Board of Corrections.

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TABLE 16
Racial Composition of State Institutions
for Adult Males on Hand
1971-1972

Institution	Total Number on Hand	Percent White Male	Percent Black Male
Atmore	1,079	31	69
Holman	684	39	61
Draper	856	51	49
Prerelease Center	21		
Frank Lee Youth Center	99	73	27
Road Camps (combined)	552	27	73
No. 4 Honor Camp and Work Release	91		
Cattle Ranch	28	68	32
Mt. Meigs (Permanent party)	165		
Hospital (Mt. Meigs)	58	57	43
Quarantine	89	48	52
Total	3,722		

The age of inmates ranged from 15 to 84 years. As shown in Table 17, black prisoners tended to be younger than white prisoners; the mean age was 27.3 years for blacks and 28.8 years for whites. Of all white prisoners, 49.2% were 25 years old or less, while 57.9% of the blacks fell into the same age group.

TABLE 17
Age of Male Inmates on Hand,
1971-72, Combined Institutions

Age	Percent White Male	Percent Black Male
14-19	17.0	21.9
20-25	32.2	36.0
26-30	16.9	15.4
31-45	24.4	19.4
46-60	8.4	6.0
Over 60	1.1	1.3
	100.0	100.0
Mean age	28.8 years	27.3 years

Of all white males, 37.1% were single, 34.6% were married, and 24.7% were divorced or separated. Of the black males, 56.1% were single, 29.5% were married, and 10.8% were divorced or separated. The majority of the white prisoners were either married or divorced, while the majority of black prisoners were single.

TABLE 18
Marital Status of Male Inmates on Hand,
1971-72, Combined Institutions

Marital Status	Percent WM	Percent BM
Single	37.1	56.1
Married	34.6	29.5
Divorced	20.7	3.8
Separated	4.0	7.0
Widowed	3.0	2.8
Unknown	.6	.8
	100.0	100.0

Table 19 shows the educational status of male inmates in the institutions in 1971-72. This table was compiled from data contained in the Board of Corrections' Annual Financial and Statistical Report. It should be noted that these figures are based on inmate response to the question, "What is the last grade you completed in school?" and are not necessarily an accurate assessment of their grade level.

TABLE 19
Educational Status by Self Report
of Male Inmates on Hand, 1971-72
Combined Institutions

Educational Status	Percent WM	Percent BM
Functionally Illiterate	40.2	38.0
9-12 Years	51.5	55.5
College	2.6	1.4
Unknown	5.7	5.1
	100.0	100.0

A comprehensive demographic study of a random sample of the Draper population was conducted in 1969 by the Rehabilitation Research Foundation. This study found the mean tested education level to be 6.7 years (range of 3.4 to 12.9). Another group of inmates was given IQ tests and the mean IQ scale was found to be 80.2. This score is probably confounded by reading level, yet represents a reasonably accurate estimate of functioning level. Two points deserve attention here: IQ scores falling below 85 are considered indicative of borderline mental retardation (APA Diagnostic and Statistical Manual II), and persons of an educational level below eighth grade are considered functionally illiterate. Based on self-report (Table 19), 40.2% of white male inmates and 38.0% of black male inmates may be considered functionally illiterate.

Table 20 gives the breakdown of length of sentence by race. Of all white males, 40.8% received a sentence of less than five years, with 10.4% receiving one- to two-year sentences. This was compared to 28.0% of black males receiving sentences of less than five years, with 7.6% receiving one- to two-year sentences. There were 7.7% of the white males and 11.0% of the black males serving life sentences. Clearly, black males received longer sentences than white males. Blacks received an average sentence of 12.92 years, while whites received an average sentence of 8.86 years, excluding life sentences.

TABLE 20
Sentence Categories of Male Inmates on Hand, Combined Institutions
1971-72

Sentence	Percent White Males	Percent Black Males
1-2	10.4	7.6
2-3	12.3	8.4
3-4	13.1	7.8
4-5	5.0	4.2
Total 1-5	40.8	28.0
5-10	20.2	14.3
10-15	17.0	20.0
15-20	4.2	7.1
20-25	3.6	7.1
25-30	1.5	3.0
30-35	2.8	4.1
35-40	.5	.6
40-45	.4	1.6
45-50	.1	.4
50-98	.8	2.0
98-100	.4	.8
Life	7.7	11.0
Average sentence excluding life	8.86 years	12.92 years

Table 21 gives the breakdown of crimes committed by inmates on hand during 1971-72. Of all male inmates, 43.4% were convicted of either burglary, larceny, theft, or forgery, while 47.4% were convicted of either murder, assault, manslaughter, robbery, or rape. All other types of crime constituted 9.2%.

TABLE 21
Summary of Crime Categories of Male Inmates on Hand,
1971-72, Combined Institutions

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

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

Male

Between ages of 20 and 25 (Figure 21)

Black (ratio: 60.1% black to 39.9% white) (Table 16)

Reported to have 9 to 12 years of education (Figure 19)

Functioning at approximately seventh-grade level

From urban area (Figure 24)

Not married (Table 18)

Without a formal occupation

Found guilty of burglary, larceny, theft, or forgery (Figure 25)

Sentenced to one to five years (Figure 26)

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

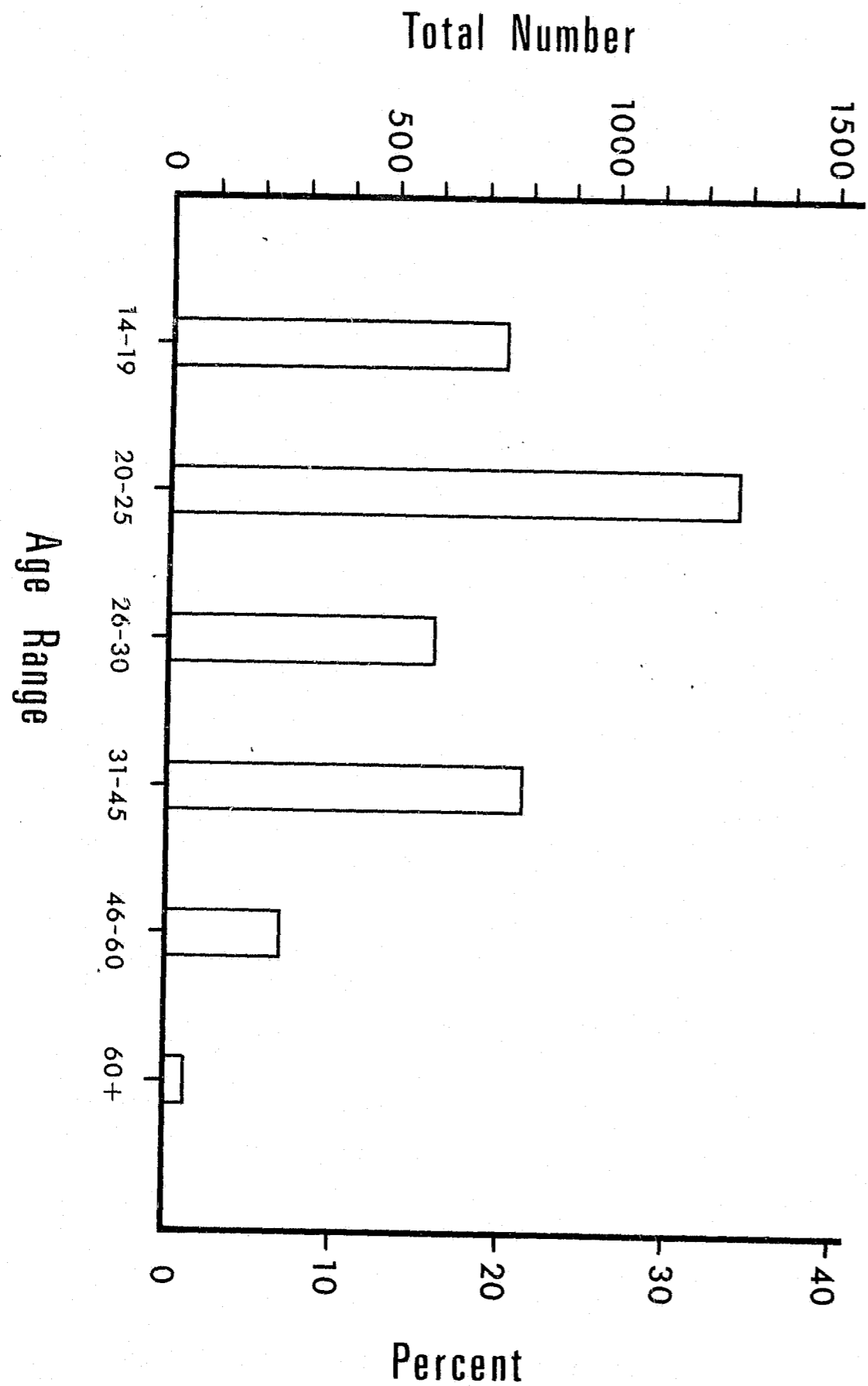


Fig. 22. Distribution of inmate population by age category, 1971-72.

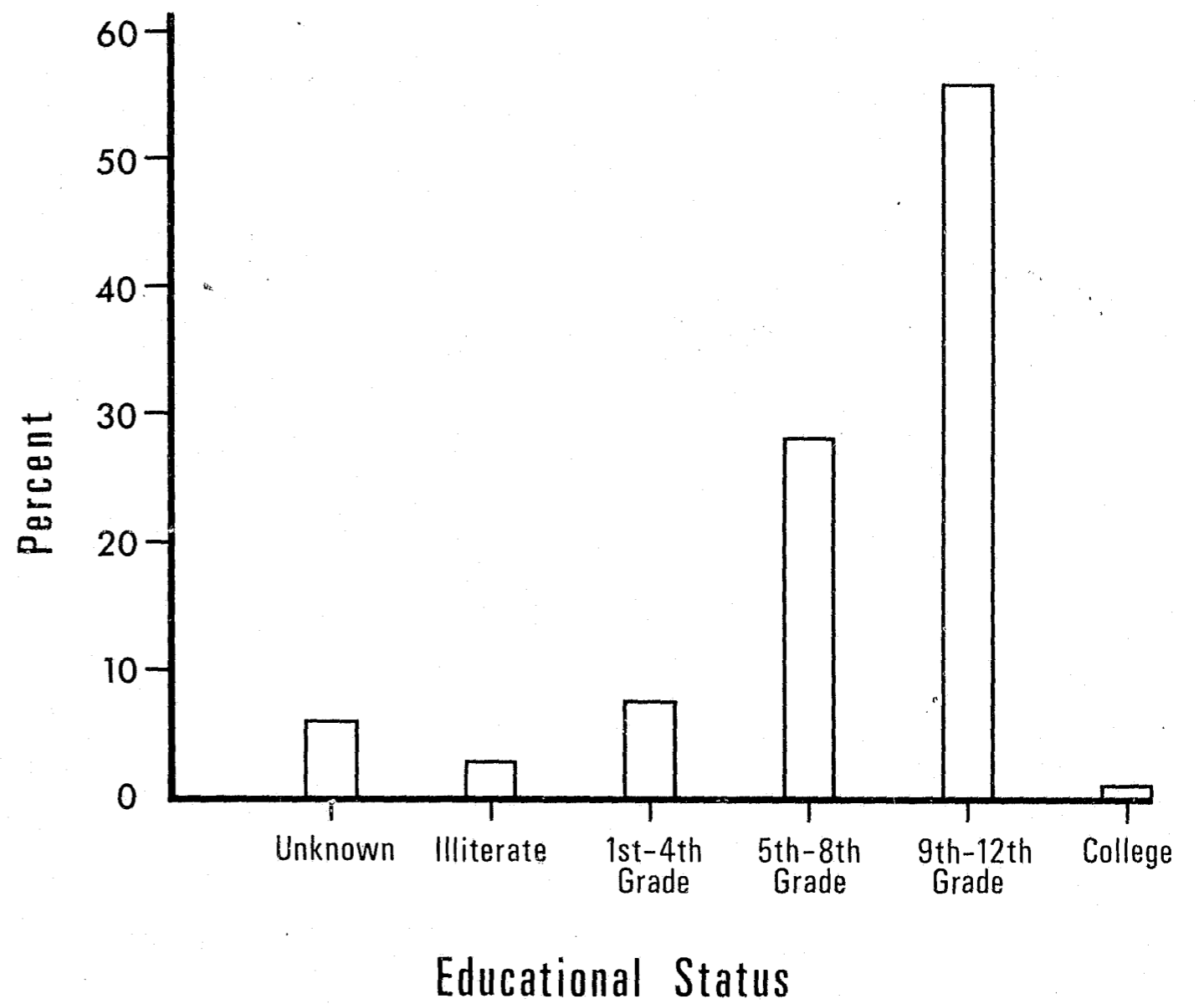


Fig. 23. Reported educational status of inmates on hand, 1971-72.

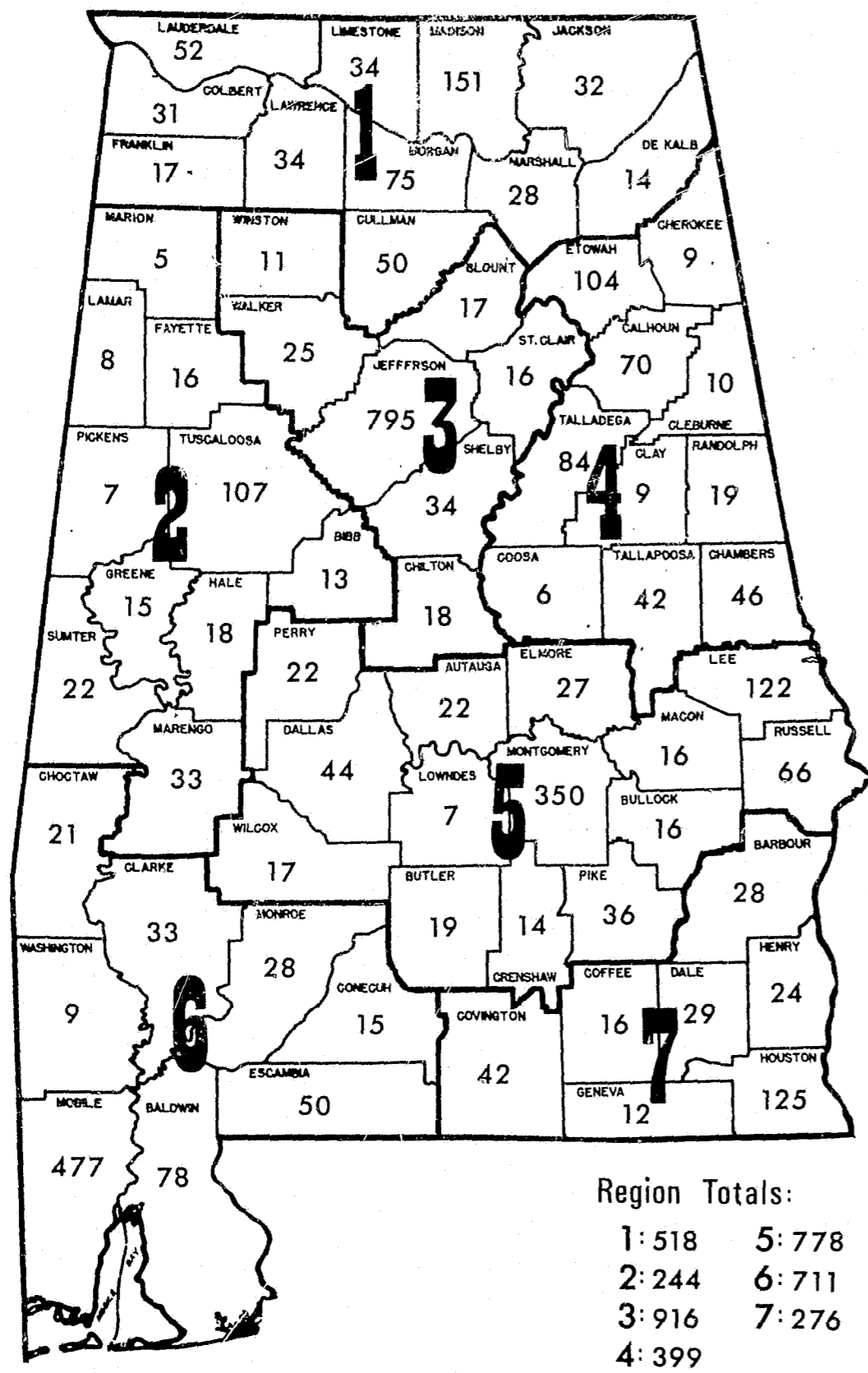


Fig. 24. Distribution of male inmates on hand by county and LEPA region, 1971-72.

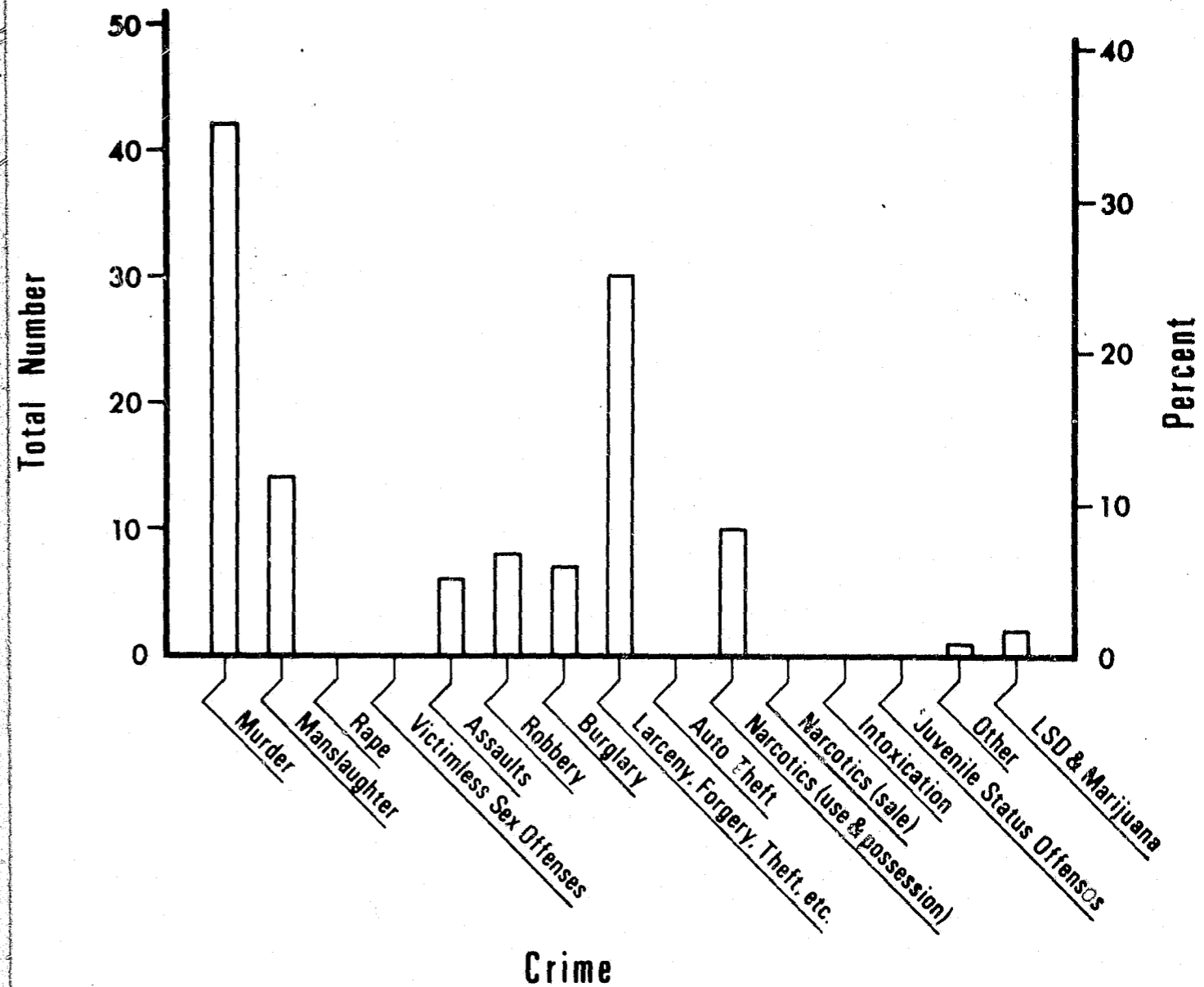


Fig. 25. Distribution of male inmates on hand by crime, 1971-72.

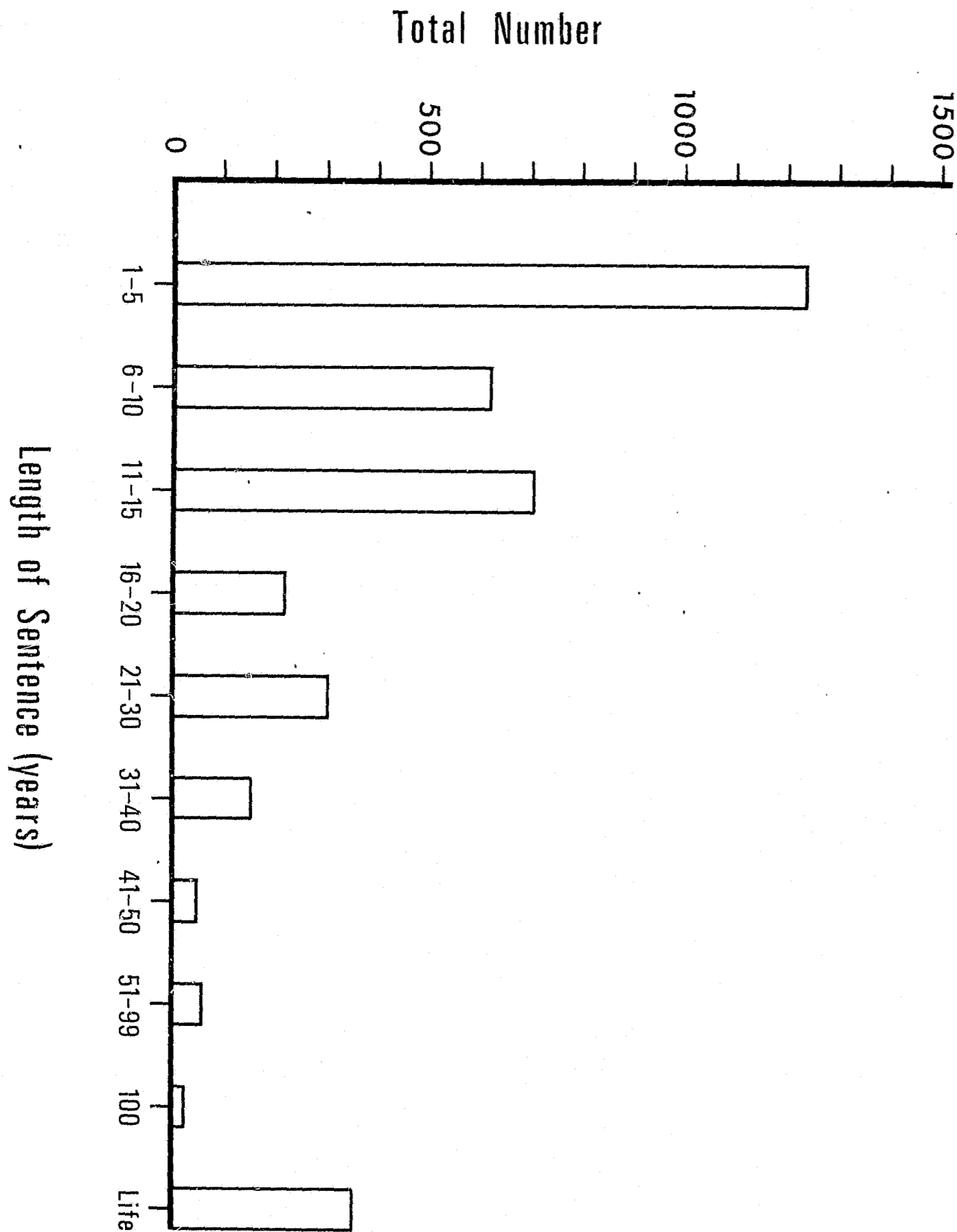


Fig. 26. Distribution of male inmates on hand by length of sentence, 1971-72.

In Alabama a person is held—usually in the county jail—following conviction until he is picked up by personnel of the Board of Corrections. His length of stay in jail is not counted against his sentence. However, the law provides that there must not be an unreasonable delay in the delivery of the prisoner to an agent of the board. Detainment for two months has been held to be unreasonable delay (*Smith v. State*, 4 Ala. App. 210, 50 So. 117, 1912). The sentence then commences on the date of receipt of the prisoner by an agent of the board.

Mt. Meigs Medical and Diagnostic Center

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

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

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

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

Mt. Meigs is the record center for the state and initiates and maintains a file on each prisoner which includes: name, age at entry, county of conviction, type of offense, marital status, reported educational status, physical description, test score, history, pretrial

investigation report, and any information from the FBI. Extracts from these records are sent to the central office of the Board of Corrections. During this time, an average of three to six weeks, prisoners in transit are not allowed visitors.

After this file is completed, prisoners are interviewed by a classification board consisting of three of the following five persons: warden, deputy warden, classification officer, chief records officer, or the administrative assistant to the commissioner. This interview is to determine the prison to which a prisoner will be sent. Assignment is based upon security risk, usable skills, past record, and type of offense. (Prisoners are subject to reclassifications.) After assignment, prisoners are transferred to one of the other state facilities.

In addition to a reception center, Mt. Meigs, as its full name of Medical and Diagnostic Center implies, was designed to serve the medical needs of the system. The medical unit is charged with three responsibilities. The unit performs physical examinations on prisoners received into the system, conducts sick call for the center and nearby prison facilities, and provides hospital care for prisoners whose condition is too serious to be treated at the sick wards of various prisons but who do not require intensive care or specialized treatment or equipment. The Mt. Meigs center is authorized 126 personnel, of whom 20 are assigned to the hospital. Unfortunately, this medical unit is suffering a severe shortage of qualified staff, and there are frequent changes in personnel. At the present time, one full-time physician (not licensed in Alabama) is employed by the center. However, he may be called away for duties elsewhere in the system.

Elective major surgery is no longer performed at the center. Specialists in radiology and tuberculosis are presently providing some services under contract. Three registered nurses supervise care of prisoners during the day, Monday through Friday. In addition, there are two female and one male licensed practical nurses and eight unlicensed medical technical assistants. One or more of the unlicensed medical technical assistants is on duty 24 hours a day, 7 days a week. A dentist also attends the center three nights each week, remaining until all dental cases are seen.

Sanity hearings are also held at the center for all inmates of the prison system. The sanity board consists of the warden of the center, an executive officer of the Board of Corrections, and at least one physician. A clinical psychologist is available on a part-time basis to aid in evaluation when needed.

Religious activities are scheduled 26 out of 28 days, and the chapel is open to permanently assigned inmates. There are several television sets located throughout the public rooms. There is a dayroom. Permanently assigned prisoners may also use the fenced-in exercise area. Prisoners in transit status (250 to 300) are not allowed use of these areas. Visits to the center are made periodically by a vocational rehabilitation counselor for those interested in this service.

Five of the permanently assigned inmates are elected to serve as the Inmate Council. They meet weekly with the warden with the aim of facilitating communication.

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

Draper Complex

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

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

There are several outbuildings, including a chapel, a warehouse, maintenance shops, and supply buildings. The prison and this group of buildings are surrounded by an 18-foot cyclone fence. The fence encloses an athletic field as well.

The age of the prisoners within the walls of Draper ranges from 15 to 80, with the modal age falling between 21 and 25. About 500 are considered of medium or minimum security status, although housed in this maximum security facility. Of the 850 to 900 prisoners housed at Draper, approximately 80 are taking vocational training courses in brick masonry and automobile front-end alignment at the nearby J. F. Ingram Trade

School. Twenty-two take these courses at Draper; 34 are enrolled in adult basic education; and 30 attend college credit courses offered by the Alexander City State Junior College at Draper. This total of 166 appears to represent between 18% and 21% of the Draper population. However, some prisoners may participate in two or more of these activities. At least 700 do not participate. Inasmuch as Draper is located on a large farm, these assignments will vary considerably with the crop season. At peak harvest time, all available men are given farm duty, including prisoner clerical workers.

Draper Correctional Center is authorized a staff of 130; of this number, there are presently 23 vacancies. This is the rule rather than the exception. At its full complement, the staff would still be too small for a facility the size of Draper. In view of the high turnover rate combined with the constant vacancies, this facility is woefully understaffed. Presently, the staff consists of a warden, a deputy warden, a classification officer, 2 captains, 3 lieutenants, 1 sergeant, and 87 correctional officers. In addition, there are 3 medical technical assistants including 1 licensed practical nurse, 4 stewards, 2 clerks, a canteen manager, and a property officer.

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

The State Mental Health Department and the Vocational Rehabilitation Service jointly provide a clinical psychologist who is assigned to Draper. Although psychological evaluations of prisoners are not routinely given, the psychologist diagnoses, when appropriate, and conducts several therapy groups.

Sick call is conducted each morning by a medical technical assistant, and the prison is visited three times a week by a physician who is on emergency call at other times. Prisoners requiring dental attention are transported to the facility at Mt. Meigs.

Other prison activities may be listed as follows:

Religious activities, including regular worship services, Yokefellows meetings, Holy Name Society meetings, Black Muslim meetings, and gospel sings.

Chapter of Junior Chamber of Commerce (Dracores)

Alcoholics Anonymous

Narcotics Anonymous

Recreational activities and equipment, including art guild, band, leather shop, indoor and outdoor athletics, one pool table, cards, ten color television sets, and a small library.

Prisoners are permitted visitors twice monthly. A small open room is provided within the building, and covered areas with benches and tables are located in the prison yard. There are no provisions for privacy.

Prisoners may participate in the election of the 12-man Inmate Council, which meets periodically with the warden, and the 4-man Welfare Council (designated by the warden), which passes on the expenditures of the welfare fund (\$1,000 to \$1,200 per month).

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

Prerelease Center

The Prerelease Center was conceived as a place where prisoners could be reoriented to entry into the free world. The amenities of dining, visits to stores, explanations by officials on such matters as obtaining driving licenses and vocational rehabilitation services, etc., were to be offered to prisoners while in 24-hour-a-day custody. With the advent of legislation permitting work release, the center was converted to a housing operation for work releasees.

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

Services other than food preparation are provided by nearby Draper Correctional Center. The operation of the work release program is described in another portion of this report.

There are few organized activities. The originally conceived program of orientation talks, etc., continues. There are religious services conducted by volunteer groups, a small

collection of books, and a television set. Visiting is permitted on Sundays. Since the average stay at the Prerelease Center is only six months, no elaborate program of activities is deemed necessary.

Frank Lee Youth Center

The Frank Lee Youth Center, considered to be the model facility of the system, is located on the same 2,200-acre farm with Draper Correctional Center and the Prerelease Center. This minimum security facility is approximately one and one-half miles off a dirt road from the highway. It is a one-story brick building designed for a capacity of 102, and has no surrounding fence.

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

The center is staffed by 14 full-time employees and 1 part-time employee: the warden, a secretary, 3 full-time and 1 part-time youth development officers, 2 full-time food service people, and 7 security officers. The youth development officers serve as guidance and counseling personnel. The part-time officer directs recreation activities.

The security officers receive a slightly higher salary than do correctional officers of the Board of Corrections. They mix informally with the inmates, serve as desirable personality models for the inmates, and fulfill general supervisory duties. In the event of illness on the part of a security officer or of exceptional demands on his time, youth development officers and the warden may serve in that role.

The center is primarily an educational institution. To this end, men accepted into the center are encouraged to enroll in one or more education/training programs. Those who have not graduated from high school are required to attend academic classes for half of each weekday during their stay at the center. Two instructors conduct these classes. Inmates can gain high school equivalency by GED tests through participation in this program.

Placement in classes is determined by scores on the California Achievement Test which is administered to all of the men. The youth development officers, who administer this test, also interview each man and administer the Cornell Index, a 101-item personal inventory designed to indicate physical or psychological pathology requiring special attention. A security officer also interviews each man at the time of admission, explaining the operation of the center.

Academic instruction and vocational training are conducted at the J. F. Ingram State Trade School which is located immediately adjacent to the center. Only inmates from the Frank Lee Youth Center and Draper Correctional Center (which is approximately three miles away) attend the trade school.

Four vocational programs are operated at the school. Radio-TV repair and small motor repair are full-day, 12-month courses. Men attending these courses do supervised academic work at night. Welding and brick masonry are half-day, 6-month courses. Men attending these courses devote the other half of the day to academic work. Men who have completed high school, and who do not wish to take vocational training, are given full-time work assignments in the kitchen or on other work details.

A security officer conducts sick call twice a day and dispenses aspirin, palliatives for bruises and abrasions, etc. Any man needing medical treatment is taken to Draper Correctional Center. A physician visits the youth center twice a week.

An inmate council meets with the warden to confer on the expenditure of welfare funds and serves as a liaison between the warden and inmates.

An instructor at the trade school conducts voluntary religious services each Sunday. Approximately twice a month a Board of Corrections chaplain presents a program of films and moral talks.

Recreational activities and equipment include a stereo-television room, weight-lifting equipment, horseshoes, cards, volleyball, and baseball. The center also sponsors an Explorer Scout Troop, usually consisting of about 18 members.

Visitors are permitted on Sundays. There is limited visiting space within the center, but a picnic area in a grove of trees at the edge of the athletic field is available.

In addition to the opportunity to earn "good time," the center has an incentive plan to encourage "good" behavior known as the "Top Ten Plan." Every two months the staff collaborates on a detailed evaluation of each man's progress and status using a rating form, the specifics of which are known to the inmates. Every man scoring within ten points of the highest grade achieved is permitted special privileges for the following two months. These special privileges include permission to fish in nearby waters, to attend ball games in nearby communities, to go home on furloughs, etc. Twenty-five to 30 of the 100 men at the center characteristically will have earned these privileges at any given time.

Disciplinary problems are seldom grave and are customarily handled by counseling. More serious cases may involve assigning extra duty or restricting privileges (watching television, etc.). A court with policies corresponding to those of the Board of Corrections considers disciplinary cases. The disciplinary measures employed at the center are probation, restrictions, extra duty, loss of "good time," and transfer to another institution. Transfer, as a disciplinary measure, is usually employed when an individual displays a lack of interest in participating in the overall program.

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

Atmore Prison Farm

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

Of the population, approximately 700 are of maximum security status, 135 are of medium security status, and the remainder are of minimum security status. There are 300 prisoners considered aged and infirm.

One hundred and fifty employees are authorized, while 135 to 140 are presently employed. These include a warden, 2 deputy wardens, 2 captains of the guard, 2 lieutenants, 4 sergeants, and 114 persons classified as correctional officers (although some are electricians and other maintenance personnel). In addition, the staff includes a classification officer, a typist, a chief clerk, an assistant clerk, and various other employees, such as warehouse foremen and farmers. The medical staff consists of a physician who visits one day a week, a nurse who divides her time between Atmore and Holman prisons, and two medical technical assistants. With over 300 aged and infirm, this is clearly inadequate. A dentist and a psychologist also come one day per week. There is one vocational rehabilitation counselor and one employment counselor located at Atmore.

Atmore is the largest farm in the system and, as such, most of the activity of the prisoners is farm work. During harvest season, every able-bodied man is assigned to the field. They work under the gun of a mounted guard and, for the most part, without benefit of mechanization. When it is not harvest season, approximately 10% of the prisoners are engaged in adult basic education or vocational training. Available to this 10% are courses in tractor maintenance and repair, heavy equipment operation, welding, shoe repair, automobile front-end alignment, and brick masonry. Among the requirements for these courses is an IQ of 75.

Sick call is held by medical technical assistants three times per day and the nurse checks all except minor complaints. If the nurse feels it is necessary, prisoners may be taken to town to a physician.

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

Holman Unit

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

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

With a rated capacity of 550 prisoners, Holman houses an average of 700; the majority are considered maximum security risks. There are no educational nor vocational training programs for these prisoners.

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

Holman shares one nurse, rehabilitation counselor, and employment service counselor with Atmore Prison Farm. (They serve a total population of approximately 1,800.) In addition, a psychologist visits one day per week.

Principal assignments of inmates at Holman are:

Automobile tag plant	120
Kitchen services	100
Cleaning	70
Farm labor	60 to 150
Yard maintenance	30
Supply, clothing, laundry	50
Clerical	30
Services, barbers, maintenance	100
Hospital	20
Segregation, death row	100

Holman has a chapter of Alcoholics Anonymous and Narcotics Anonymous. There is an inmate council and a welfare council at the prison. There are also regular religious services and a Bible class.

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

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

No. 4 Honor Camp

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

There are nine employees: the warden, steward, farm supervisor, and six correctional officers. There are no rehabilitation programs.

Any discipline problems are handled by transfer to Mt. Meigs for reclassification.

Cattle Ranch

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

Road Camps

The Board of Corrections sells the labor of approximately 500 prisoners to the Highway Department at \$3 per prisoner per day. These prisoners are housed in ten road camps (the number varies over the years) scattered about the state and operated by the Highway Department. Supervisory and custodial personnel are also furnished by the Highway Department.

There is no standard pattern for road camps. Most are one-story buildings containing cellblocks and surrounded by chain-link fences with two guard towers. Floodlights illuminate the camps at night. Locations of these camps are designated in Figure 21.

Although prisoners are selected for road camps on the basis of physical fitness and low security status, there are no programs or activities afforded these prisoners. Discipline problems are handled by transfer to other facilities.

RECOMMENDATIONS

The recommendations presented below were developed pursuant to an ideal corrections system in Alabama and are addressed to the current problems of the corrections system. They are intended as indicators of direction rather than final goals in themselves.

RECOMMENDATION NO. 1: THE TOTAL BUDGET FOR THE ALABAMA CORRECTIONAL SYSTEM SHOULD BE PROVIDED BY THE LEGISLATURE OUT OF THE GENERAL FUND.

Rationale:

At the present time, the Board of Corrections receives two-thirds of its budget from the General Fund and must earn approximately one-third of its total operating budget. The responsibility of earning these revenues necessitates that the primary concern of the board be the cutting of costs and the production of these monies, rather than the reduction of crime via rehabilitation of the offender. As a result, minimum-risk and no-risk offenders are often retained merely to provide labor. Similarly, this situation severely reduces the amount of resources which can be made available to the inmate for training and resocialization. It is essential that the board know the total funds which will be available in order to plan and develop programs. Any revenues produced by the correctional system can be returned to the General Fund.

Implementation and Costs:

A. Year of Implementation:

1973

B. Legislation will be required.

C. Cost of Implementation:

The appropriation for the fiscal year 1972-73 is \$6,288,000. The Board of Corrections is required to earn \$2,321,000 for a total budget of \$8,609,000. The Board of Corrections earns approximately \$2.3 million from other state agencies which is used to supplement the variable appropriation from the legislature. Although \$2.3 million is assumed to continue for the present biennium, it cannot be presumed that these funds will be available to the Board of Corrections in the future. Therefore, the additional cost of this recommendation based on the 1970-71 budget is considered to be \$2.3 million beginning in the fiscal year 1975-76.

Impact:

Will provide assured funding for programs and operating expenses, in order that the Department of Offender Rehabilitation have no responsibility for providing any of their own revenue.

Will allow the correctional system to concentrate on its major purpose of rehabilitation of the offender.

RECOMMENDATION NO. 2: EVERY EFFORT SHOULD BE MADE TO FULLY PROFESSIONALIZE THE BOARD OF CORRECTIONS, INCLUDING UPGRADING OF SALARIES AND PROVIDING INCENTIVES FOR CONTINUOUS UPGRADING OF PERSONNEL.

Rationale:

Knowledge and understanding of contemporary methods and tactics in the field of corrections, combined with experience in their application, would greatly enhance the efficiency of the state corrections system. It should also be pointed out that professional personnel tend to aid in establishing continuity of policies across the system. The side benefits include improved morale throughout the system and the gradual establishment of professional pride.

Employees throughout the correctional system are severely underpaid. This situation is responsible, at least in part, for the high turnover rate within the department, particularly at the correctional officer level. Additionally, low pay and status restrict the potential employee pool to persons who are unqualified and often poorly educated.

An upgrading of salaries in combination with the recommendation to professionalize the corrections system would represent a genuine commitment to improvement. Positions would become more attractive to a larger, better trained, and more qualified segment of the population.

Relationships with individual officers influence the lives of inmates 24 hours a day, 7 days a week, 52 weeks a year. If these relationships are based upon hostility and distrust rather than the mutual encouragement of positive attitudes, one can hardly be surprised if inmates are usually resentful and negative. In this situation the correctional officer is the key. If an effective program of rehabilitation is to develop, the correctional officer must provide the initial attitudes and professional skills as the foundation. The upper-level administration, of course, provides professional guidance in making and implementing policy decisions.

In addition to encouraging positive attitudes among the correctional officers, there should be persons on the prison staff who would act as inmate advocates. These people should operate as caseworkers in aiding in the identification of inmate difficulties, such as family relations, debts incurred prior to incarceration, and other personal problems. It would be the task of the caseworker to assist in the amelioration of these difficulties, and to aid the administration in assessing the progress of the inmate. The caseworker would be responsible for the development of a confidential, comprehensive social history of each inmate. Another function of the caseworker advocate would be the facilitation of communications between inmates and other prison employees.

Implementation and Costs:

A. Years of Implementation:

1973-1975; 1975-1976 training functions will be assumed by the proposed Department of Offender Rehabilitation and are budgeted in General Recommendation No. 1.

B. Administrative action will be required.

C. Cost of Implementation:

1. Upgrade salaries of Board of Corrections employees to a level commensurate with similar positions in other areas. Line staff salaries should be increased by 33.3%. Other salaries should be increased by 11%. Line staff, \$330,260; other, \$115,600; total, \$445,860.
2. Recruitment of qualified women and individuals from minority groups, particularly blacks. This can be done by replacement at the normal annual attrition rate of 35%. Approximately 60% of the current prison population is black (see Table 21), while black employees in administration and staff are virtually absent. Consideration should be given to employment of ex-offenders. This requires no additional cost.
3. Establish feedback communication links between corrections administrators and line staff. This might take the form of staff meetings, suggestion systems, personnel grievance committees, etc. This requires no additional cost.
4. Raise minimum standards for employment of personnel of the Board of Corrections.

- a. Minimum standards for deputy and assistant commissioners: M.A. in management, behavioral sciences, or criminal justice, plus at least one year of experience in a relevant field.
 - b. Minimum standards for position of warden and similar administrative positions: B.A. or B.S. in management, behavioral or social sciences, or criminal justice, plus at least three years of experience in a relevant field.
 - c. Minimum standards for correctional officers: High school or GED certificate. Be at least 21 years old. Successful completion of training.
5. Correctional officers should be provided with initial minimum standards training and continuing in-service training. The initial minimum standards training will be at the Criminal Justice Academy and will consist of 240 hours. The curriculum could be as follows:
- a. One hundred and twenty hours on human relations, consisting of 20 hours in interpersonal crises, 20 hours in offenders and their families, 40 hours in use of personality characteristic in interpersonal relations, 10 hours in interpersonal problems in prison administration, 10 hours in ex-offenders' views/attitudes, and 20 hours in role reversal and role playing.
 - b. One hundred and twenty hours on the criminal justice system, consisting of 40 hours in history, theory, and practice in corrections; 10 hours in courts; 10 hours in law enforcement; 10 hours in parole; 20 hours in corrections operation; 10 hours in rights of state employees; and 20 hours in on-site visits to model correctional facilities.
 - c. Three days per quarter should be given to in-service training of correctional officers. This training should consist of one day of study of changes in the criminal justice system, policies, and practices and two days in a human relations workshop.
 - d. The cost per year will be \$136,000 for the period of 1973 to 1975.

6. Pay raises and opportunities for promotion should be provided as incentives to encourage personnel to seek additional training, exclusive of minimum standards training, and including raising their educational level. Personnel presently employed who do not meet entrance requirements should be paid at the new base rate or present rate, whichever is higher, until such time that they can meet those standards. When the standards have been met, their years of service may be applied to the new salary scale. The cost per year will be \$38,700 or \$77,400 for the period 1973-1975. This is figured on the basis of 50 persons per year, with 35 working toward GED certificates and 15 working toward college degrees.

Impact:

- Will provide a competitive pay scale to attract and retain capable personnel.
- Will facilitate intra-systems communications.
- Will result in more efficient delivery of rehabilitative services.
- Will improve prisoner morale.

RECOMMENDATION NO. 3: THE BOARD OF CORRECTIONS SHOULD EMPLOY A LEGAL STAFF TO ADVISE THE BOARD ON LEGAL MATTERS.

Rationale:

Adequate legal advice on the rights of the confined and the responsibilities of the institutions is necessary. The Board of Corrections should be apprised of situations and practices which present grounds for litigation so that these conditions can be amended.

Implementation and Costs:

- A. Year of Implementation:
1973
- B. Legislation and administrative action will be required.
- C. Cost of Implementation:
 - 1 Attorney @ \$18,000
 - 1 Attorney @ \$12,000
 - 1 Legal Secretary @ \$7,200
 - Travel and Per Diem @ \$3,000
 - Furniture and Equipment @ \$4,000

CONTINUED

2 OF 3

Operating Costs @ \$2,500

Total \$46,700

Impact:

Will provide the Board of Corrections with necessary information to establish adequate conditions and services and, thereby, reduce the need for prisoner litigation.

RECOMMENDATION NO. 4: EVERY EFFORT SHOULD BE MADE TO DEVELOP AND IMPROVE COMMUNICATIONS BETWEEN THE PUBLIC AND THE BOARD OF CORRECTIONS.

Rationale:

It is essential to the operation of community-based programs, offender rehabilitation, and a policy of deinstitutionalization that the public be kept informed of plans and goals of the Board of Corrections.

Implementation and Costs:

- A. Year of Implementation:
1973
- B. Administrative action will be required.
- C. There will be no additional cost.

Impact:

Will provide increased public and financial support for offender rehabilitation and the correctional system.

RECOMMENDATION NO. 5: MAXIMUM EMPHASIS SHOULD BE PLACED ON RESEARCH AND DEVELOPMENT TO FACILITATE MANAGEMENT DECISIONS.

Rationale:

There is no easy solution to the problems of crime control and offender rehabilitation. Designing programs without the vital input of research and evaluation is, at best, sophisticated guesswork. There are few meaningful records within the correctional system in Alabama. No realistic data base exists for prediction or evaluation. We do not know, for example, what the effects of institutionalization are or which specific characteristics are shared by successful parolees.

The Board of Corrections, in conjunction with other components of the state criminal justice system, should develop staff and funds to conduct meaningful in-house research.

The research division should be administered as a distinct unit within the unified system. The board should also provide funds for contracting outside research and evaluation. The information gained in this manner can then be applied to future program design. The information will also be utilized in a manner consistent with the Master Plan of the Alabama Crime Information Center.

Implementation and Costs:

A. Year of Implementation:
1973

B. Administrative action will be required.

C. Cost of Implementation:

A Division of Research and Development will be established. The director will be hired on the advice of a board of research professionals from relevant fields.

The staff will include:

1 Director (PhD) \$18,000	\$ 18,000
2 Project Coordinators (M.A.) @ \$12,000	24,000
4 Research Assistants (B.A./B.S.) @ \$8,000	32,000
2 Clerical @ \$6,000 to \$7,200	12,000
15,000 miles travel @ 10¢/mile	1,500
Telephone	2,000
Per Diem (165 days X \$30/day)	4,950
Supplies	2,750
Office Equipment	9,000
Outside contracting of evaluation and/or consultants	6,000
Machine time	<u>2,500</u>
	1973-74 Total
	\$114,700
	1974-75 Total
	<u>\$105,700</u>

In 1975-76, this function will be taken over by the proposed Department of Offender Rehabilitation and is budgeted in General Recommendation No. 1.

Impact:

Will provide an adequate data base for program design, policy implementation, and program evaluation.

RECOMMENDATION NO. 6: COMMUNITY PLACEMENTS AND SPECIAL CONTINGENCY PLANS SHOULD BE DEVELOPED FOR AGED AND CHRONICALLY INFIRM INMATES.

Rationale:

Currently in the Alabama prisons, 300 to 350 inmates are classified by the Board of Corrections as aged and/or infirm on the basis of medical opinion. Many of these people no longer constitute a threat to the community, and the majority could derive greater benefit in a medical and social environment than in a correctional setting. Proper care of the aged and infirm requires extensive and continuous medical treatment and related special services. The average cost of maintaining an inmate in the current Alabama prison system is \$5.04 per day. This cost does not reflect the additional services required to maintain the aged and infirm in a humane atmosphere. Because of their characteristics and their number, this group of people does not justify the large expenditure required to provide the necessary services to them within the prison system.

Implementation and Costs:

A. Years of Implementation:

1973-1975. This should allow time for placement in nursing homes, arranging for Social Security, Medicare, welfare, or other appropriate community programs.

B. Administrative action will be required. This should include parole, restoration of all political and civil rights, and/or a pardon to facilitate reintegration into the community.

C. There will be no additional cost required. The annual savings to the Board of Corrections will be approximately \$367,920 (200 men X \$5.04/day X 365 = \$367,920).

Impact:

Will reduce prison population by 200.

Will reduce required medical services.

Will reduce current expenditures by \$367,920 annually.

RECOMMENDATION NO. 7: A PROGRAM OF PASSES AND LEAVES BASED UPON THE CURRENT FURLOUGH STATUTE SHOULD BE DEVELOPED.

Rationale:

Inmates are presently housed in facilities considerably distant from their homes, thus making local resources inaccessible as well as contributing to the dissolution of family ties. A program of leaves and passes would offer a less expensive vehicle for remedying this situation and would avoid the difficulties encountered in conjugal visiting programs. The current program has met with success and, therefore, it is recommended that the use of furloughs be expanded. Funds should be provided to purchase transportation for indigent inmates.

Implementation and Costs:

A. Year of Implementation:

1973

B. Administrative action will be required.

C. Cost of Implementation:

The cost will be \$50,000 per year. This is figured on the basis of 500 indigent inmates per year for travel expense at \$100 per inmate.

Impact:

Will help to maintain family ties.

Will help to reduce sexual frustration and homosexuality.

Will improve prisoner morale.

Will also provide contact with community resources and present an opportunity to seek future employment.

RECOMMENDATION NO. 8: A STEADILY DECREASING EMPHASIS SHOULD BE FOCUSED ON FARM OPERATIONS AND AN INCREASING EMPHASIS SHOULD BE PLACED ON DEVELOPING PROGRAMS DESIGNED TO PROVIDE INMATES WITH MARKETABLE JOB SKILLS.

Rationale:

Current revenue producing activities of farming, cattle raising, the manufacture of automobile license tags, and road gangs do not provide inmates with marketable skills in urban communities. Because the majority of inmates are sentenced from urban areas, these programs have negligible rehabilitative value.

Although Alabama is still basically an agricultural state, demands for farm workers are decreasing rapidly, while demands for industrial, construction, and service skills continue

to grow steadily. Although mechanization is largely responsible for the reduction in demand for farm workers, state prison farms are operating largely without the benefit of modern farm methods.

The total expenditures for farm operations from 1969 to 1971 were \$2,313,733 and the net profit realized from this sum was \$14,791, or an average return of \$4,930.33 per year. These figures indicate that farming is not a significantly profitable activity for the corrections system.

There are three phases to this recommendation: (1) the curtailing of farm operations and the closing of road camp operations; (2) the development of programs stressing appropriate industrial skills; and (3) the reduction of inmate population.

The projected inmate population for 1983 is 3,422. This recommendation aims at reducing the inmate population over the next ten years. The inmates who will be removed or diverted from the prison system will not be those who are maximum security risks. The inmates who can be diverted will be placed in various community programs of rehabilitation. (See Adult Correction Recommendation No. 12, Jail Recommendation No. 9, Female Corrections Recommendation No. 1.)

The Board of Corrections receives a negligible return on its prison farm operation; the lack of benefit to the inmates is obvious. While it is uncertain that the system could purchase groceries as cheaply as it could produce foodstuffs, the major issue is the lack of rehabilitative value of farm operations for the inmate. There are currently 16,000 acres of land belonging to the board, of which approximately 5,000 acres are planted in row crops. Much of this land could be leased.

It is recommended that Atmore Prison Farm be leased and that inmate incarceration there be terminated by 1975. It is recommended that the No. 4 Honor Camp farm operation be terminated by 1975 and its use as a work release center be expanded. It is also recommended that the Draper farm operation and institution be closed by 1978. The road camp operations should cease by 1978. Presently, in Atmore and Draper, there are approximately 1,955 inmates who could be moved out of the system or redistributed to other institutions over the next five years. Persons taken out of the projected prison population will be directed to such alternatives to incarceration as probation and parole, community-based programs, or selected felon programs (See Recommendation No. 12).

As industrial training programs are developed at Holman Unit, the farm operations will be phased out. In order to achieve this end, it will be necessary to identify major

labor market needs in Alabama, to obtain the assistance and advice of relevant labor unions, and to procure contracts with selected groups of industries. These industries will provide equipment, training, minimum wages for inmates, and guaranteed meaningful jobs upon release. The board will provide programs of resocialization, emphasizing appropriate behavior on the job, personal finances, social conversation, and interpersonal problem solving. Contracting between industry and the correctional system in a cooperative venture to provide rehabilitative programs for offenders will have many benefits to inmates, the correctional system, industries, and unions. The Board of Corrections would benefit by achieving its goal and meeting its responsibility of providing vocational training of the highest quality at the lowest cost. Industry, on the other hand, would benefit by obtaining low-cost leases of state lands for plant sites, funds from the Manpower Development and Training Act, skilled labor at minimum wage, and numerous tax advantages. The creation by industry of a skilled labor force attuned to unionization, and with good work habits, will obviously benefit the unions.

Inmates will benefit by learning a marketable skill. While they are learning, they will be earning a wage to assist in family maintenance and/or to save for their release. The greatest benefit to the inmate will be in his having earned a job upon release, and thereby becoming a productive citizen rather than remaining a burden to society.

Implementation and Costs:

- A. Years of Implementation:
 - 1975-78
- B. Administrative action will be required.
- C. Cost of Implementation:
 - 1. Closing of Atmore (1975), No. 4 Honor Camp (1975), Draper (1978):
 - a. 15,000 acres leased at \$12 per acre (approximately), \$180,000 per year.
 - b. Auction of equipment—prices unknown.
 - c. Savings by closing Atmore will be \$1,227,970 (net 1972); closing Draper, \$1,099,419 (net 1972); No. 4 Honor Camp, \$40,869 (net farm operations, 1972).
 - 2. Removal of current successful rehabilitation programs to other institutions and development of industrial training, \$250,000 per year (1974-78) or \$1,000,000.

Impact:

- Will reduce prison population, particularly in terms of increased paroles, as indicated in Recommendation No. 12.
- Will attain design capacity in system.
- Will create savings in capital and operations costs.
- Will increase job skills for offenders.
- Will produce skilled labor pool.
- Will produce cooperation between the correctional system, industry, and unions.
- Will improve family ties and maintenance, with reduction of welfare costs.

RECOMMENDATION NO. 9: THE OPERATION OF THE CATTLE RANCH SHOULD BE EXPANDED TO MEET THE MEAT REQUIREMENTS OF THOSE INCARCERATED IN THE CORRECTIONAL SYSTEM. THE FEASIBILITY OF VOCATIONAL AGRICULTURE TRAINING PROGRAMS ALSO SHOULD BE EXPLORED.

Rationale:

In the face of rising meat prices, it would be advisable to expand the production of meat so that the inmates will have well-balanced meals at a low cost to the prison system.

Analysis of Farm Operations
for FY 1969, 1970, and 1971

FY 1969

Total revenues	\$679,244	
Total expenditures	\$725,044	\$45,800 loss

FY 1970

Total revenues	\$809,892	
Total expenditures	\$764,929	\$44,963 profit

FY 1971

Total revenues	\$839,388	
Total expenditures	\$823,760	\$15,628 profit
Net profit, 3 years		\$14,791

Note:	Livestock inventory - 9/30/69	\$158,709		
	Livestock inventory - 9/30/70	\$175,977	Increase	\$17,268
	Livestock inventory - 9/30/71	\$186,822	Increase	\$10,845
			Net increase	\$28,113

Although meat production should be expanded, it is not recommended that meat be sold on the open market for the purpose of raising revenues for the Alabama General Fund. It is important to stress that low-risk offenders should not be retained at the Cattle Ranch merely for the purpose of the production of meat.

It is recommended that the Board of Corrections, along with Auburn University and the appropriate state agencies and professionals, explore the feasibility of developing vocational agriculture training programs. These might include veterinary medicine, animal husbandry, meat processing, and marketing.

The Cattle Ranch should be expanded to serve 40 inmates.

Implementation and Costs:

A. Year of Implementation:

1974

B. Administrative action will be required.

C. Cost of Implementation:

1. Expansion of Cattle Ranch.

Current cost: \$155,900 (1972).

Additional cost: \$100,000 for purchase of beef stock and additional feed, etc.

2. Feasibility study: \$10,000.

Implementation: \$100,000 to establish vocational agricultural training facility and staff.

This is an additional cost of \$210,000.

It should be pointed out that these funds will bring a return in terms of providing additional meat for the system and thereby save money now spent for meat from contractors.

Impact:

Will produce meat to fulfill prison meat requirements.

Will establish meaningful vocational training in agriculture and animal husbandry.

RECOMMENDATION NO. 10: ADEQUATE MEDICAL, SOCIAL, AND PSYCHOLOGICAL SERVICES SHOULD BE PROVIDED THROUGHOUT THE CORRECTIONAL SYSTEM.

Rationale:

The Board of Corrections is under federal court order in *Newman v. Alabama* to provide these services. Contracts have been let to furnish medical and hospitalization services. Full implementation of the court order should result in a complete provision of health services. Guidelines and standards have been provided by various professional groups in Alabama and should be followed as closely as possible. Such guidelines are listed below:

Alabama Dieticians Association, *Report and Recommendation to Board of Corrections*, 1972.

Alabama Hospital Association Special Committee, *Report to the Alabama Board of Corrections on Hospital Care in the State's Correctional Institutions*, 1972.

Alabama, State of, *Board of Corrections Sanitation Plan and Procedures*, 1970.

Center for Correctional Psychology, Department of Psychology, University of Alabama, *Minimum Mental Health Standards for the Alabama Correctional System*, 1972.

Medical Association of Alabama Survey Team, *Health Care for Prisoners*, 1973.

Of particular concern is the establishment of a comprehensive diagnostic unit at Mt. Meigs. Each decision made by the unit has a profound effect upon the prisoner's life. Appropriate decisions are more likely when the information about the individual is valid and complete. Inputs will be needed from the behavioral sciences, schools, church, work, home, probation department, police, etc., so that a complete social and psychological study can be prepared. Such a report would include test results, a psychiatric evaluation, if indicated, previous record, an account of the present offense, a medical report, and all other pertinent information. When all necessary information has been assembled, it should be evaluated by a small professional group. A brief summary of the case should be made, including recommendations. The study would be available to the correctional center. This document, coupled with observations and interview evaluations, would then become the vehicle for classifying prisoners and planning treatment prescriptions.

Implementation and Costs:

A. Years of Implementation:

1973-1985

B. Administrative action will be required.

C. Currently these services are budgeted and are being planned and implemented by the Board of Corrections.

Impact:

Will provide the inmate with the social and health services to which he is entitled.
Will improve prisoner morale.

RECOMMENDATION NO. 11: LEGAL COUNSEL SHOULD BE AVAILABLE TO INCARCERATED OFFENDERS.

Rationale:

Often inmates have pressing legal problems, such as divorce suits, wills, and taxes. Yet, access to counsel is severely restricted because of the location of existing facilities and the indigent status of many offenders. Inmates have additional problems arising from their criminal cases and their conditions of incarceration/treatment. Legal counsel would serve as a screening mechanism to divert frivolous actions. Legal counselors could, where necessary, handle appeals, writs of error, *coram nobis*, or *habeas corpus*. Adequate and competent counsel is a right of inmates and must be provided. This legal advice could be obtained from the public defender program, legal aid, or from consultation with judges and the Alabama Bar Association.

Implementation and Costs:

A. Year of Implementation:

1974

B. Administrative action will be required.

C. Cost of Implementation:

Attorney @ \$15,000

Office Equipment @ \$2,000

Supplies @ \$2,000

Secretary @ \$6,000

The total cost is \$25,000.

Impact:

Will provide the mechanism to assure that correctional facilities, programs, and services meet minimal constitutional standards.

RECOMMENDATION NO. 12: THE BOARD OF CORRECTIONS, IN COOPERATION WITH THE BOARD OF PARDONS AND PAROLES, SHOULD DESIGN AND DEVELOP COMMUNITY-BASED PROGRAMS TO ACCOMMODATE PERSONS FOR WHOM INCARCERATION IS INAPPROPRIATE OR UNNECESSARY.

Rationale:

Regional facilities would provide the courts with resources to treat those people whom the courts decide need more intensive care than that provided by probation, and whose offenses do not justify incarceration. The Board of Pardons and Paroles could release people from prison who need special counseling or treatment, and those who need a stronger parole program. These facilities would provide excellent resources for residential programs, such as work release, study release, or halfway houses. Residential facilities have the advantage of providing both minimum detention and access to community resources and employment. The services of these facilities would also be available to offenders on a nonresidential basis.

Without the implementation of the programs described, the prison population is projected to be 3,422 by 1983. With the full implementation of the programs, the population will be 1,792, if 1,630 offenders, including those referred to in Recommendation No. 6, are rehabilitated without long-term incarceration. These figures are based on the statistics of the last six years. It is, therefore, recommended that these people be placed in residential facilities or given access to their programs as nonresidential clients. This will require expanded use of probation and parole. Some of these offenders will utilize the selected felons program described in Jail Recommendation No. 9.

Twenty such facilities, each with a capacity of 25 beds and located at strategic points across the state, should be sufficient to serve the state's needs. Various means of providing facilities may be employed. It is possible to rent or lease buildings already within the community. Also, there is the possibility of renovating unused public buildings, such as schools or jails, or leasing private buildings, such as closed motels, for use as residential centers.

Implementation and Costs:

A. Years of Implementation:

1973-1983, with primary emphasis from 1973 through 1979.

B. Administrative action will be required.

C. Cost of Implementation:

1. 1973-74

Rental estimate \$ 3,600

Cook and housekeeper 7,800

Utilities and maintenance	1,000	
Food @ \$2/day for 20 persons X 365 days	14,600	
Counselor	14,000	
Supervisor	10,000	
2 Part-time supervisors @ \$5,000 each	10,000	
Total operating cost	\$61,000	
Initial capital outlay		
Furnishing and remodeling	\$10,000	
First year cost	\$71,000	
5 Regional facilities @ \$71,000 each		\$ 355,000
Average stay of 4 months/capacity of approximately 20 each/5 facilities = 300 persons per year		
2. 1974-75		
5 Regional facilities @ \$71,000 each to accommodate 300 persons per year		\$ 355,000
Ongoing operating costs from above		305,000
Total		\$ 660,000
3. 1975-76		
2 Regional facilities @ \$71,000 each to accommodate 120 persons per year		\$ 142,000
Ongoing operating costs from above		610,000
Total		\$ 752,000
4. 1976-77		
2 Regional facilities @ \$71,000 each to accommodate 120 persons per year		\$ 142,000
Ongoing operating costs from above		732,000
Total		\$ 874,000
5. 1977-78		
2 Regional facilities @ \$71,000 each to accommodate 120 persons per year		\$ 142,000
Ongoing operating costs from above		854,000
Total		\$ 996,000

6. 1978-79		
2 Regional facilities @ \$71,000 each to accommodate 120 persons per year		\$ 142,000
Ongoing operating costs from above		976,000
Total		\$1,118,000
7. 1979-80		
Regional facility to accommodate 60 persons per year		\$ 71,000
Ongoing operating costs from above		1,098,000
Total		\$1,169,000
8. 1980-81		
Regional facility to accommodate 60 persons per year		\$ 71,000
Ongoing operating costs from above		1,159,000
Total		\$1,230,000
1981-82	\$1,220,000	
1982-83	\$1,220,000	
Total for 10 years		\$9,594,000
9,240 persons X 365 days X \$3/day X \$.75 (anticipated collection rate, with \$.25 considered uncollectible)		7,588,350
Net cost of 10-year program		\$2,005,650
9. Expanded use of parole		
During the next ten years, the increase in staff and services will allow inmates greater opportunity for parole. In addition, vocational skills training will prepare many for community reintegration who previously were denied parole. By 1983, there will be a minimum increase of 30%-430 persons—above the current projection. This requires no additional cost to the Board of Corrections. (See Probation and Parole Summary.)		
10. Expanded use of work release in conjunction with residential facilities provided in 8 above.		
1975 - 200		
1976 - 150 + 200 = 350		
1977 - 150 + 350 = 500		
1978 - 100 + 500 = 600		

The cost of this program could be defrayed by payment of room and board by inmates.

11. Use of study release

This will include any continuation of offender education in high schools, vocational schools, trade schools, junior colleges, or universities. Offenders should be encouraged to prepare for careers in the criminal justice field. By 1983, there will be 230 offenders in this program. These people will be paid by the state at a rate of \$5 per day, and will be paid no longer than the sentence received. Cost figures below are computed on the basis of an average of two school years of 360 days. Approximate cost is \$414,000 in 1983.

<u>Year</u>	<u>Number of Openings</u>	<u>Cost</u>
1975-76	58	\$ 104,400
1976-77	87	156,600
1977-78	116	208,800
1978-79	144	259,200
1979-80	173	311,400
1980-81	201	361,800
1981-82	230	414,000
1982-83	230	414,000
Total cost of program		\$2,230,200

Impact:

- Will reduce the prison population to 1,792.
- Will establish and maintain community contact.
- Will allow for use of existing local resources.
- Will provide offenders with training and education.
- Will establish a midpoint between parole and incarceration for persons requiring supervision.
- Will provide rehabilitation facilities and resources too costly to duplicate within institutions.

RECOMMENDATION NO. 13: COMMUNITY CORRECTIONS CENTERS SHOULD BE ESTABLISHED IN MAJOR METROPOLITAN AREAS.

Rationale:

Corrections officials are becoming more and more aware of the desirability of keeping corrections programs and facilities within or near the local community. The accessibility to community resources, involvement of the community in programs, fewer recruitment

problems, better training opportunities at local colleges and universities, and greater ease of maintaining family ties are but a few of the advantages of keeping corrections community based. There are strong indications that prisons or correctional centers of the future will be relatively small and located in the more populous areas.

During the next ten years, Alabama will have to provide more adequate facilities than are currently available. Although alternative provisions for many persons now incarcerated are suggested in Recommendation No. 12 above, there still exists a need to securely and adequately house approximately 750 inmates.

Three coeducational community corrections centers could each house approximately 250 inmates. The centers should be located in major metropolitan areas and incorporate the most modern design features available.

Implementation and Costs:

A. Years of Implementation:

- Begin planning 1973.
- Construct first community corrections center to be completed by 1975.
- Construct second community corrections center to be completed by 1978.
- Construct third community corrections center to be completed by 1980.

B. Legislation and administrative action will be required.

C. Cost of Implementation (approximate figures):

First center (1975)	\$ 6,500,000
Second center (1978)	6,500,000
Third center (1980)	6,500,000
Total capital outlay over 10 years	\$19,500,000

Impact:

Will provide rehabilitatively oriented secure housing for 750 inmates.

ADULT MALE CORRECTIONS IMPLEMENTATION AND COST SUMMARY

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

SUMMARY

Ten Year Total	\$143,215,600
Less Current Expense	-86,090,000
Less Savings/Earnings	<u>-28,315,357</u>
Net Additional Costs	\$ 28,810,243

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CHAPTER SIX
Adult Female Corrections

NATIONAL OVERVIEW

The problems and needs of female offenders in the United States have been almost universally overlooked by our society. The overall neglect of female offenders is reflected in the fact that there is little empirical evidence available on which to base meaningful management decisions.

Involvement in Crime

An accurate count of females incarcerated in the United States is nonexistent, because statistics for males and females are often combined. However, it has been estimated that approximately 5% (15,000 to 20,000) of the nation's incarcerated population, at any given time, are women. This estimate is probably low because of lack of accurate information from local and county jails. Probation and parole statistics for females are also unavailable. It is accurate to say that there are fewer women involved in criminal activity than men.

However, there are indications that the officially recognized involvement of women in criminal activity is rising. An examination of the total number of persons arrested in 1971 reveals that arrests for males rose 3%, while female arrests rose 7%. While only 10% of arrests for violent crimes in 1971 involved females, this figure represents a 14% increase over 1970. Over an 11-year period, 1960-71, total arrests for both violent and property crimes show an 83% increase for males and a 219% increase for females. Therefore, while the total number of women incarcerated at any one time is small when compared to males, it is a fact that arrests of females are increasing and, overall, their offenses are becoming more serious.

It has been suggested that this increase may be related to the changing roles and opportunities for females in our society. If this is a fact, as chivalrous attitudes about women change and females become more emancipated, it can be assumed that female crime will continue to increase.

Characteristics

A national survey conducted by the Women's Prison Association disclosed that many state and local governments did not maintain demographic data on the female prison population. The survey data that was returned, however, accounted for 5,796 women and indicated the following characteristics:

- 42% were Caucasian
- 78% were charged with felonies
- 45% fell within the 22-30 age group
- 46% had less than tenth-grade education
- 67% had one or more children

Not only is there a lack of research and information concerning the characteristics of female offenders, there is an even greater scarcity of studies in which male and female offenders are systematically compared using the same criteria. One exception to this was a comparative analysis conducted in 1971 by the Office of Research, Department of Institutions for the State of Washington. In comparing male and female felony admissions to Washington's state adult correctional institutions during the period 1964-69, the "typical" female offender had the following characteristics:

- Was Caucasian
- Was from urban area
- Came from a more stable family environment than did male felons
- Had between one and four dependents
- Was likely to have been unemployed, on public assistance, or only intermittently employed prior to arrest
- Had a higher achievement test battery score than the "typical" male felon
- Began her criminal career at a later age than did the "typical" man
- Did not have a juvenile history or history of felony offenses as an adult
- Was not admitted from probation
- Had committed the offense of forgery or larceny
- Was, while in the institution, involved in institutional "maintenance" type programs, as opposed to "rehabilitative" programs
- Did not violate once paroled

Programs

Programs for female offenders can be classified as institutional (local and state) or noninstitutional (community-based, probation and parole).

The local or county jail presents a unique situation due to the small percentage of women inmates. Because of budgetary restraints, local governments often cannot justify the need for programs for female offenders. Programs, such as educational and recreational

activities, when available for men, are often closed to females because of lack of supervision, inadequate facilities, or fears of mixing males and females. When treatment is withheld from female offenders, the program renders nothing more than custody. Additionally, staff, due to a lack of training, are usually unaware of female inmates' problems, adding to an already unhealthy environment for change.

The problems found in state institutions are as numerous as those in the local facilities. As in local programs, officials at the state level may not recognize that the female and male offenders have different attitudes and needs. This ignorance underlies the problems faced by institutions.

Generally, similar policies govern male and female corrections, ignoring the fact that women present less of a security problem during incarceration. Since incarcerated females, compared to males, are less volatile toward other inmates, a similar level of security is unnecessary.

In the area of institutional treatment and training, the trend has been toward a traditional program. Most training is centered around homemaking and, to a limited degree, secretarial skills. Both contradict the changing role of women in society. Diversified programs normally are not provided to meet individual needs. Though inmate interests and strengths may be taken into consideration during classification, action is limited because of the constraints upon the institution.

Male institutions are now diversifying their facilities in order to provide treatment for specific types of inmates. Unfortunately, this diversification does not apply to the female offender. Female facilities are limited in the federal system and in most states. Many times the female offender is housed in an old male facility or an isolated area of an active male facility. This creates a serious problem for the inmate population, because it often results in the grouping together of everyone from hard-core or emotionally disturbed individuals to the "naive" first offender. Obviously, such a social environment can be quite damaging to individuals and creates another barrier to rehabilitation.

Some female offenders need incarceration for the protection of society and themselves. There are indications, however, that many females are being incarcerated who could be served in other less costly ways. The lack of alternative programs for females is costly to the taxpayer beyond the capital outlay and operating expenses involved in the institutional approach. Limited research projects indicate that anywhere from 60% to 80% of female offenders have children for whom they are responsible. Usually at the time

of incarceration, children are either placed with the offender's family (husband, mother, aunt, etc.), cared for in a community facility, adopted, or, in some cases, left to fend for themselves. This has a deleterious effect on both mother and child and could eventually place another burden on society through the need for funds to maintain the child either in the community or in a facility for dependent children.

Another concern is the stigma attached to females who have been incarcerated. Even though society's morals and values have changed with respect to women, the female offender, in many cases, is treated as a "moral leper." This facet of the problem could be alleviated by minimizing the time between arrest and full community integration.

Diversionsary programs, community-based programs, probation, and parole can provide meaningful services to female offenders. As such, these appear to be the major avenues which could be taken in dealing with female offenders. North Carolina, for example, currently operates a small but successful work release program for female offenders and is experimenting with a community diagnostic presentence program. Pennsylvania, which has had a citizens task force studying the plight of female offenders since 1968, has recommended taking the diversionsary and community-based program approach. However, most states have only scratched the surface in developing alternatives to incarceration for women.

One of the recommendations of the Task Force on Corrections at the National Conference on Criminal Justice was that female offenders be integrated into the overall program of correctional agencies, with appropriate modifications to meet their needs. Additionally, it was recommended that adequate diversionsary methods for female offenders be implemented. If correctional agencies can adhere to these recommendations and not lock themselves into institutional programming by making large capital expenditures for new long-term incarceration, resources can be concentrated to vastly improve the quantity and quality of services to prepare female offenders to become productive members of the larger community.

DESCRIPTION OF THE EXISTING SYSTEM

Alabama currently has no overall plan or system designed to deal with female offenders. As in other states, basic data on which to make relevant management and planning decisions are fragmented among various state and local agencies or are nonexistent. This review is based on on-site interviews and material supplied by agencies dealing with female offenders. The following sections present an overview of major programs for the female offender at the local (city/county) and state levels.

Local (City/County) Services

Female offenders come into contact with the criminal justice system at the local or community level upon arrest. Here the selection process for female offenders begins. Particularly in rural areas of Alabama law enforcement officials have been reluctant to arrest females unless the crime is of a serious nature, or the individual involved has a history of minor brushes with local officials. However, this reluctance to arrest and charge women appears to be changing.

Once arrested and charged, the female may be held in jail or placed on bond. At this point, there are few, if any, services currently available. Madison County is experimenting with a release on recognizance program; however, it has been the experience of this project that those eligible under the established criteria (employment record, credit rating, stable home situation, etc.) would also be those likely to qualify for bond and have the resources to secure bond. Information as to the problems encountered with female offenders in the program and data on the number of females receiving services were not available.

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

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

The same survey reported the following statistics for the county jails and the 80 facilities in Alabama cities with a population of over 25,000: no recreational facilities, 95%; no educational facilities, 97.5%; no medical facilities, 72.5%; and no visiting facilities, 21.3%.

This information is validated by several sheriffs who indicated that they did not have adequate facilities or programs to handle female offenders. As a result, females who may have committed crimes and who may commit further, more serious crimes are frequently released without any supervision or intervention. The sheriffs also indicated that if a proper facility were built, it would in all probability be filled.

In addition to inadequate facilities and programs, local officials are faced with insufficient staff to insure the safety of inmates or of the staff members themselves. In March of 1970, Alabama jails had one full-time employee, or the equivalent, for every 9.43 inmates incarcerated. Not only is the typical staff insufficient, its training opportunities are limited. The sheriffs also felt that the Alabama state law requiring 24-hour supervision of females by matrons was not generally obeyed.

Flexibility in programming is severely hampered by the lack of statutes allowing local implementation of work release programs or furloughs. In addition, according to the sheriffs interviewed, many of the females detained are held as alleged mental patients, not alleged criminals. Jails, while required by law to provide space for mental patients, are obviously not staffed or equipped to handle these medical/psychological cases.

State-Level Services

Statutory responsibility for adult offenders in Alabama is held by two separate state agencies: the Board of Pardons and Paroles and the Board of Corrections. These agencies and their programs for female offenders are discussed below.

Board of Pardons and Paroles

The Board of Pardons and Paroles handles all official adult probation, parole, and pardon cases in the state. The board is comprised of three members appointed to six-year staggered terms. The major responsibilities of the board fall into four categories: (1) parole, (2) probation, (3) pardon and/or restoration of civil rights, and (4) remission of fines and forfeitures.

An offender is automatically eligible for parole after serving one-third of the sentence or after ten years, whichever comes first. At that time, affirmative action by two members

of the board is sufficient to grant parole. Parole hearings may be held prior to the one-third or ten-year mark. However, to be paroled at this time, all three members must be in agreement. If parole is denied, the case will be heard again in six months, or in no more than three years.

A handbook containing the rules and regulations governing parole in Alabama is provided to incoming inmates by the Board of Corrections. Also, inmates are encouraged to contact institutional parole supervisors who can provide additional information and assistance with pre-parole planning. In the case of females, the institutional parole officer visits the institution at regular intervals, interviews inmates, reviews records, and makes recommendations to the superintendent regarding parole cases coming before the board.

At the present time, probation presentence investigations are done only at the request of the court. This means that many felony sentences are being determined without the valuable information which can be provided by a well-documented presentence investigation. Misdemeanor probation is used only in limited areas, and parole services are provided, on a very limited basis, to inmates released from county jails.

The work load of the probation and parole staff is inordinately high. The Governor's Cost Control Survey, prepared at the request of the Governor, recommended that 56 additional supervisors be added to the board staff. Currently, the board has two female probation and parole officers who are assigned cases without reference to the sex of the offender.

Between October 1, 1971, and September 30, 1972, the board reportedly granted 315 paroles to female offenders. Beyond this information, data such as the number and types of females currently on probation and parole, where they are located, etc., are available only by hand tabulation of the approximately 9,000 persons under supervision. The board is well aware of this problem and is seeking additional funds to establish basic statistical and research capabilities.

The board is currently coordinating a pilot project, encompassing Mobile, Baldwin, and Escambia counties, to provide diagnostic services for adult male and female offenders. Cases in which the court has requested presentence diagnosis are referred by the local probation/parole supervisor to the University of South Alabama's testing service. The results are then provided to the court to assist in planning the best alternative for sentencing. The data should also be helpful to the probation and parole supervisor in supervision and referral work with probated cases. Data pertaining to female clients should be collected

and utilized. It was reported that at the present time diagnostic reports are not being sent to the state institutions when incarceration is the disposition of the case. This information should be available to other authorized agencies dealing with offenders, such as the state correctional, vocational, rehabilitation, and mental health services.

Board of Corrections

The Board of Corrections, which is responsible for the state prison system in Alabama, operates one institution for female felons--the Julia Tutwiler Prison for Women at Wetumpka, located some 20 miles north of Montgomery. In addition, this institution usually has on hand one to two women committed by county systems for "safe keeping."

Physical plant. The main building, including all administrative offices, inmate residences, work areas, etc., with the exception of the cannery, was built in 1942 for a capacity of approximately 250 inmates. The current population averages 120 females. By modern standards the facility leaves much to be desired. Available classroom areas, storage space, leisure-time areas, and visiting areas are limited. All inmates are housed in dormitories. While there are honor bays for minimum security inmates, there is no way to segregate the population by age, seriousness of offense, treatment, needs, etc. There is a total lack of privacy; isolation units provide the only solitude. There have been cases reported of women intentionally going into the vacant isolation cells to be by themselves.

Characteristics. The characteristics of the incarcerated female offender are based on statistics provided by the Alabama Board of Corrections and the University of Alabama. In several categories, however, the totals are not consistent and, thus, it is assumed that, in the future, such contradictions will be resolved. Figures 27-32 reflect the data graphically, but also reflect inconsistent totals and varying time frames.

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

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

Be black

Be under 30 years of age

Be either divorced, separated, or widowed

Be serving a sentence of one to five years

Have committed a "crime against person," with second-degree murder and manslaughter most prevalent, or be committed for forgery in the category of "crimes against property"

Have reported completion of between nine and twelve years of education in public schools

Be functioning at a tested school achievement level of seventh grade

Be from Jefferson or Montgomery County

Have been a housewife prior to incarceration

Staff. The institution is administered by a female superintendent who has been with the system for a number of years. The Board of Corrections recently added a male deputy superintendent who has prior experience in inmate classification and who, in conjunction with the superintendent, plans to strengthen the overall record system and classification procedures.

There are between 35-40 authorized positions at the institution, the majority of which are in the Correctional Officer I and II categories. The staff are recruited by the central office through merit examination, are under the state merit system, and are required to have a high school education. The starting salary is \$4,906 per year for Correctional Officer I, which is the same as for male personnel. The majority of the staff are white, local women, with rural backgrounds. The average age is estimated to be in the late forties. The staff at the women's institution has a low rate of turnover compared to male institutions.

Until recently, little orientation or in-service training was provided to employees. The board has plans to implement a training program but has limited resources to do so. There are few incentives or opportunities for staff to attend educational or staff development programs outside the institution.

Security and discipline. Security is not a major problem at women's institutions. There have only been eight escapes from Tutwiler in the last five years. The board has assigned male security officers to the institution on a 24-hour basis. However, only one is on duty at a time and may be called to other institutions if there is a shortage of staff.

The rules and regulations for inmates are currently being revised in light of new court decisions; however, changes in procedures were not available for review.

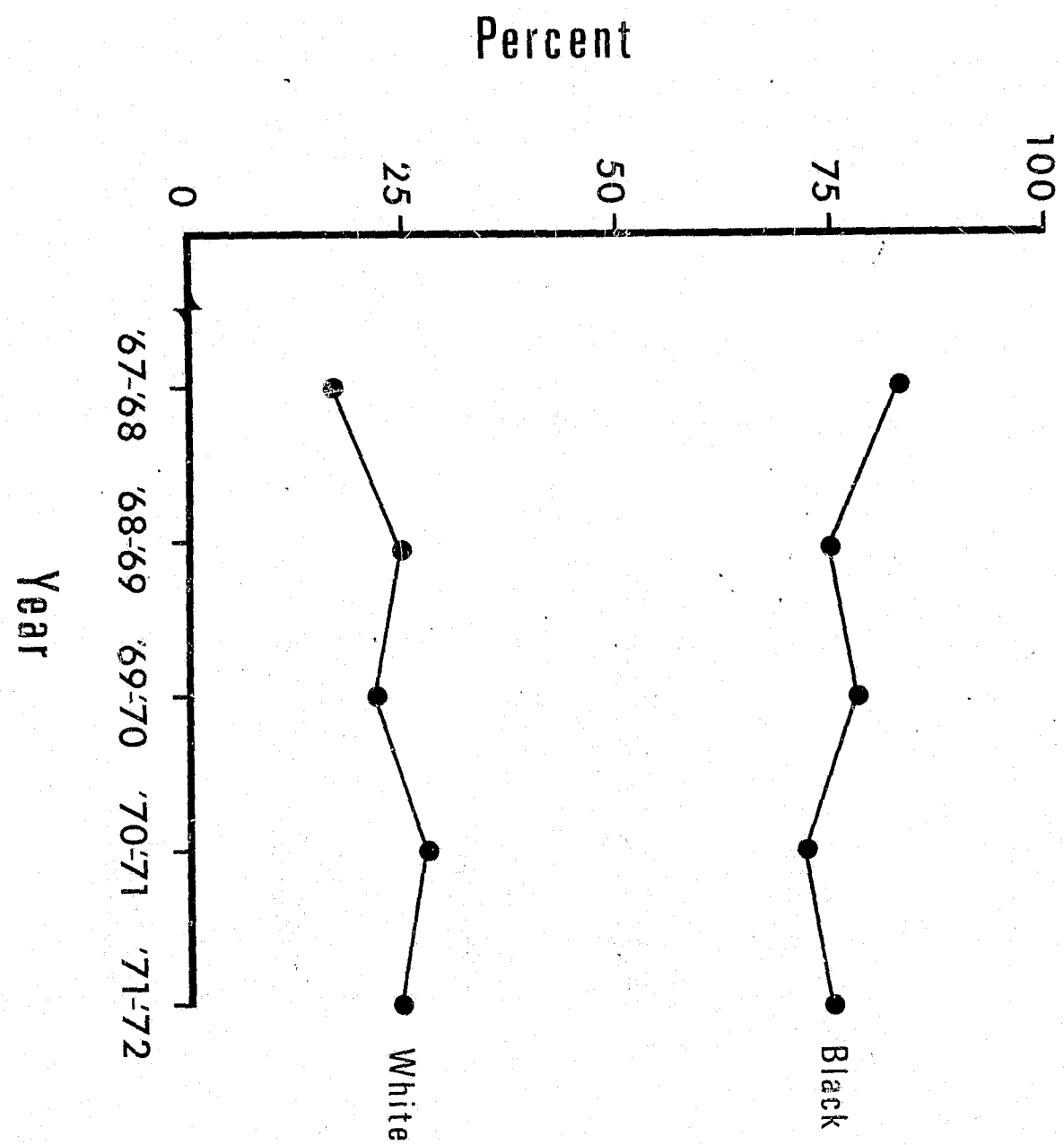


Fig. 27. Percentage of black and white female inmates on hand, 1971-72.

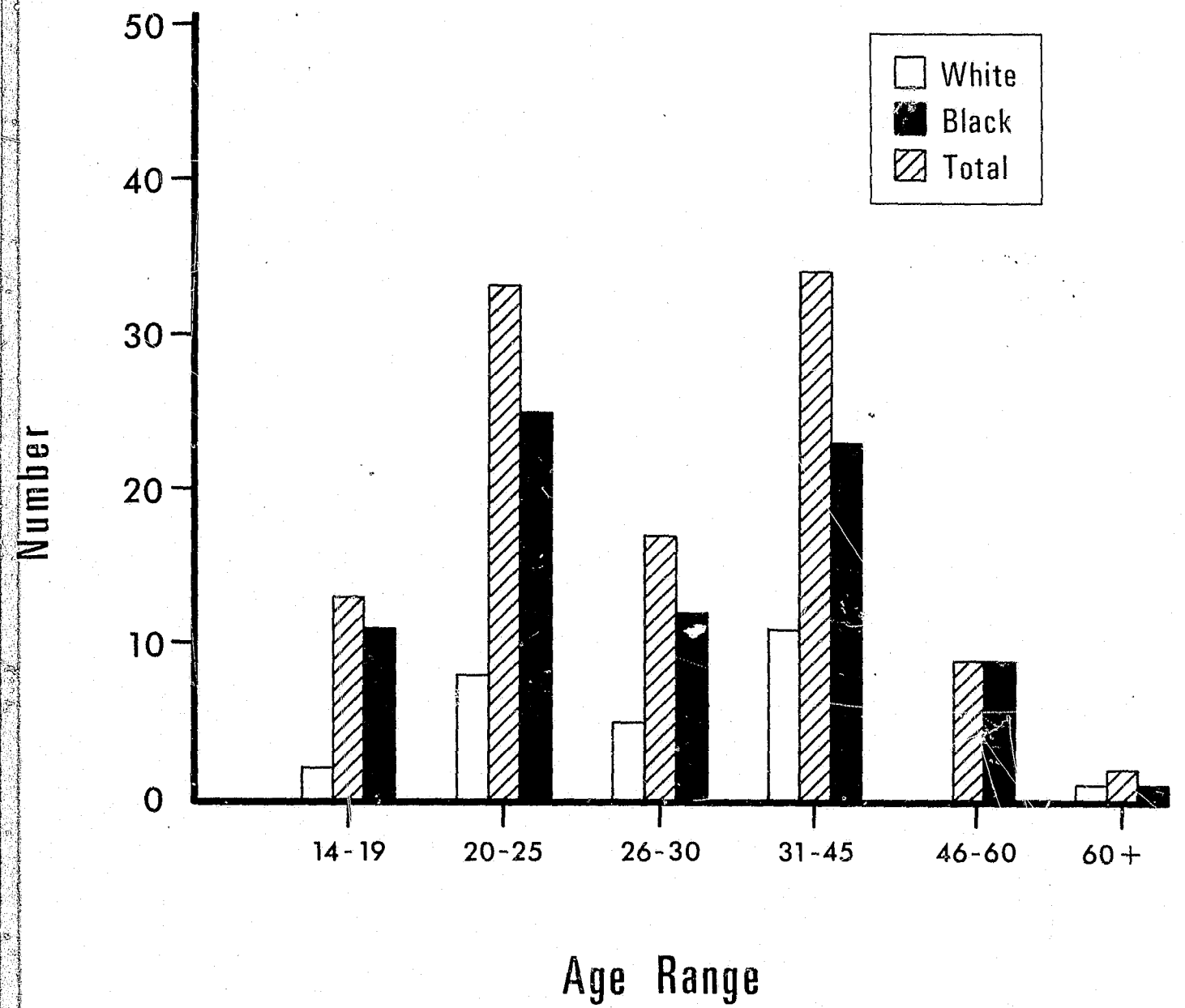


Fig. 28. Distribution of female offenders on hand by age, 1971-72.

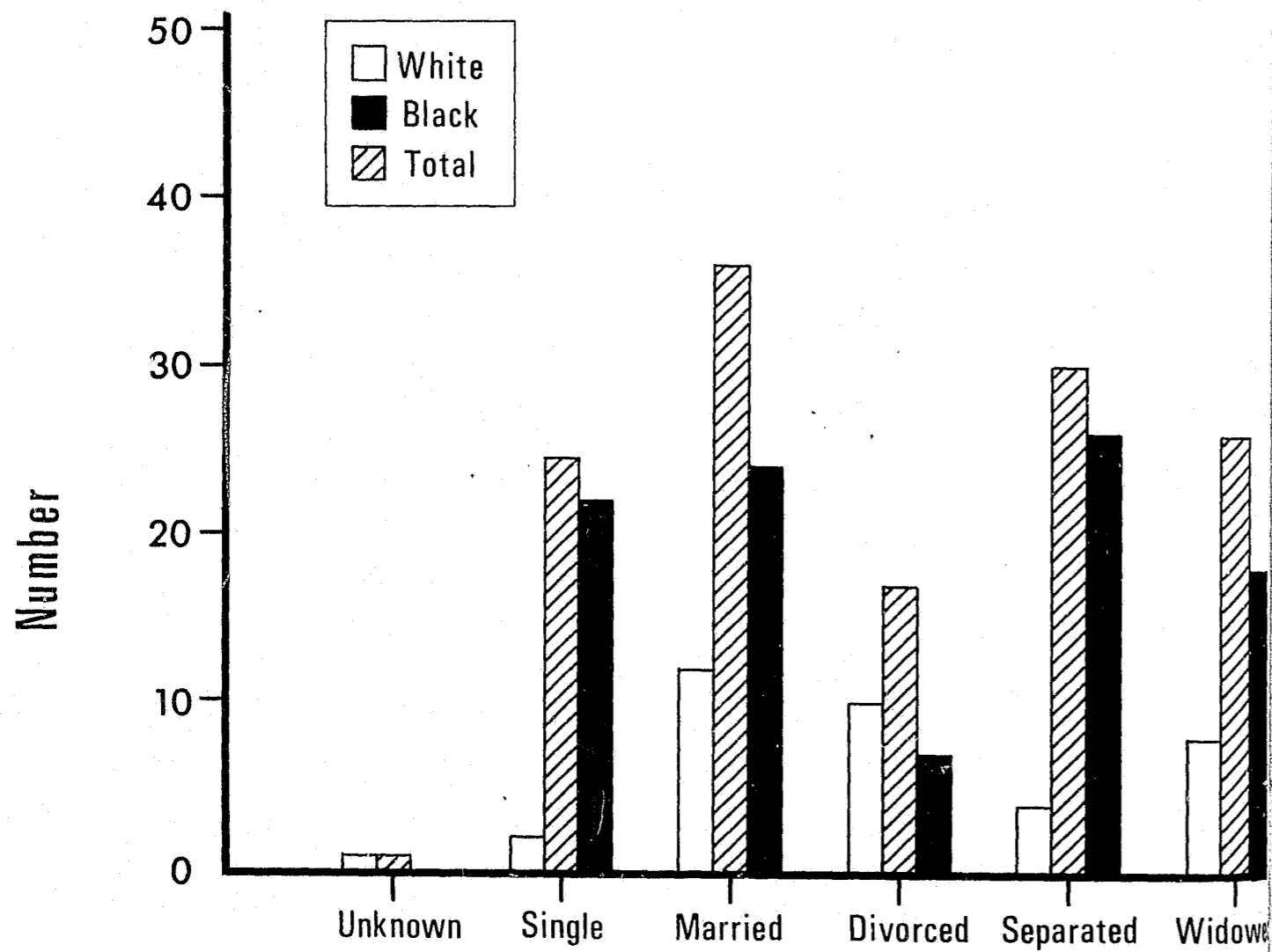


Fig. 29. Marital status of female offenders on hand, 1971-72.

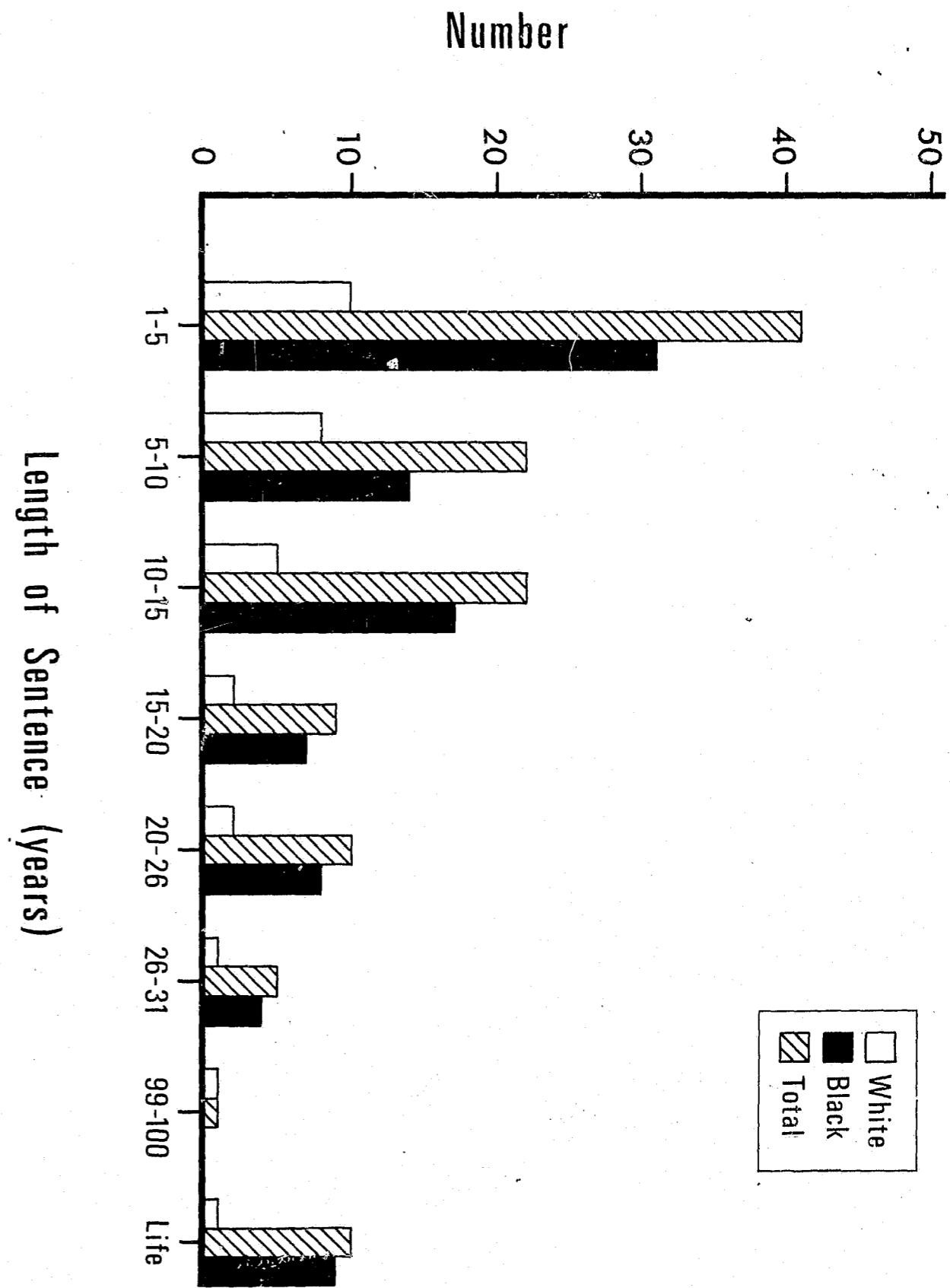


Fig. 30. Distribution of female offenders on hand by length of sentence, 1971-72.

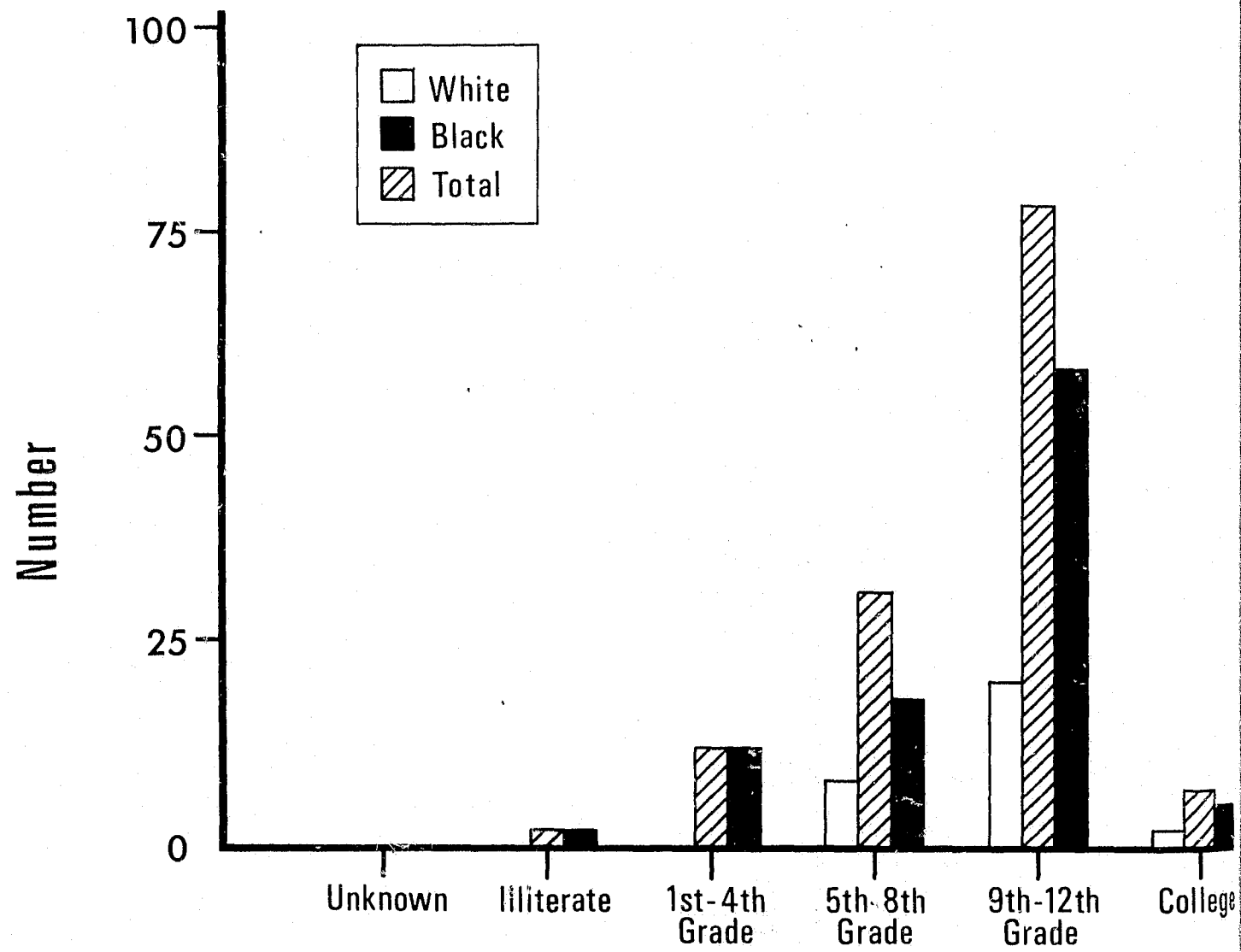


Fig. 31. Reported educational status of female offenders on hand, 1971-72.

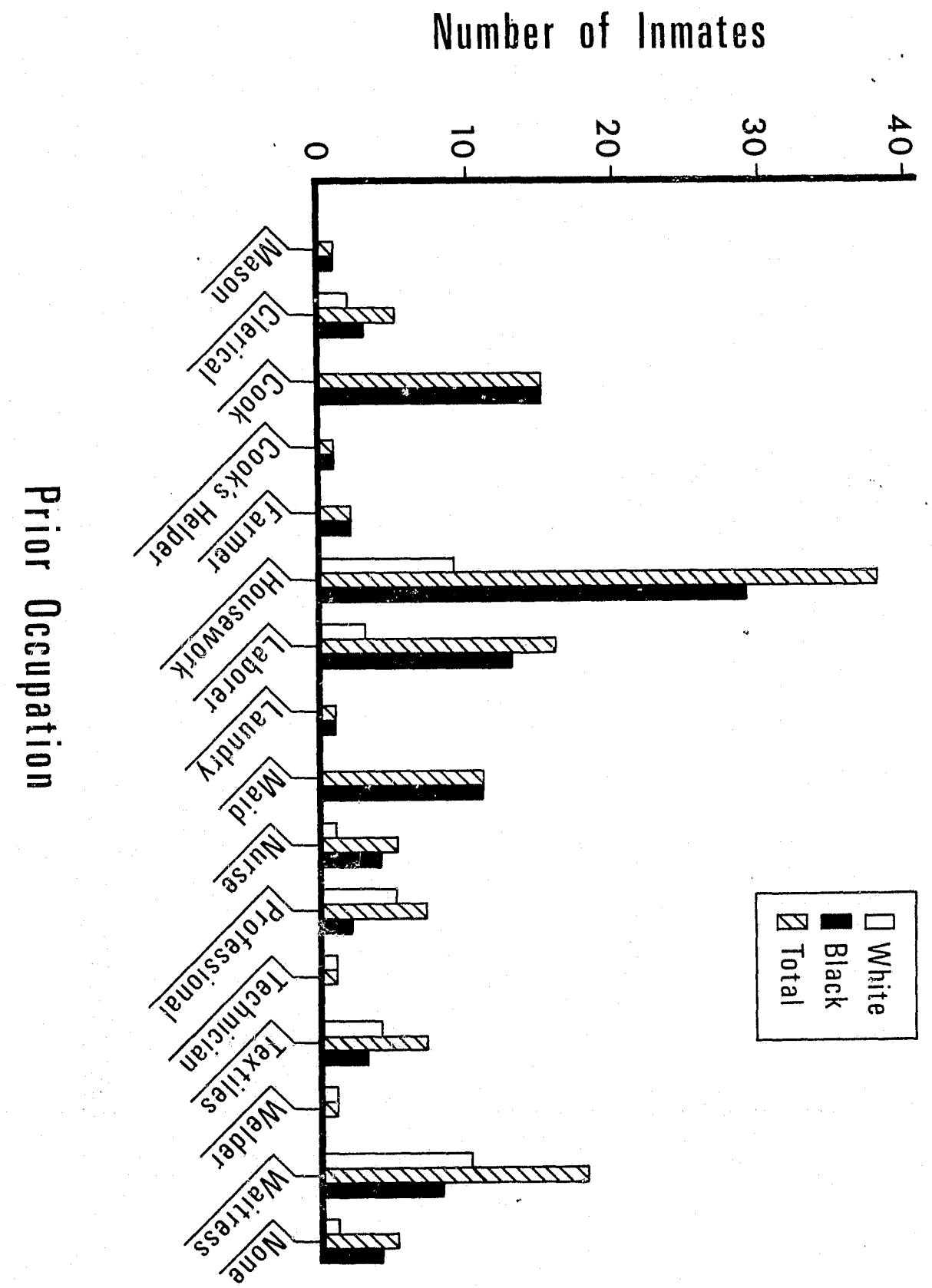


Fig. 32. Distribution of female offenders on hand by reported prior occupation, 1971-72.

Minor disciplinary problems are handled directly by the staff in charge of the situation. When a major offense is committed, a report is made to the superintendent and a disciplinary hearing is held after due notice to the parties involved. The disciplinary committee is composed of the superintendent, deputy superintendent, and the chief correctional officer. At hearings both parties may call witnesses. Punishment varies from dormitory restriction, loss of privileges, including mail and visitation, to punitive isolation up to 21 days. Punitive isolation would be used in such cases as those involving fighting, refusal to work, and attempted escapes. While in punitive isolation, inmates receive one meal per day and, in severe cases, are provided only a styrofoam mat for sleeping. They reportedly are checked by the deputy superintendent daily and by a physician every three days.

Classification

General classification. General classification consists of determining security status, which is done by a field classification team from the central office in consultation with the staff. No treatment or program classification is made.

Security status determines eligibility for work release and home furloughs. In 1971, security classification was established for all inmates and was based on the crime committed, their institutional record, and other factors. These criteria are applied equally to men and to women. According to board policy, the field classification committee "makes periodic visits to the major institutions and interviews inmates for transfers, custody changes, and restorations of good time." To be interviewed, an inmate must be recommended by the superintendent. Apparently there is no set time for review or reevaluation of custody status.

Internal classification. Upon commitment to the women's institution, the inmate is confined in the hospital area until checked by the physician. It is reported that this usually takes no longer than three days. During this time, she is interviewed by the superintendent or deputy superintendent who decides dormitory and work placement, primarily based on space availability and the needs of the institution. No psychological, educational, vocational, or other formal diagnoses are made other than a routine medical examination. Work-assignment changes are considered at the request of inmates or staff. Weaknesses in the classification program are recognized by the staff and attempts are being made to improve the procedures. Lack of professional diagnostic resources and treatment programs will make this most difficult.

Academic and Vocational Education Programs

The Julia Tutwiler Prison for Women had, at the time of this study, one full-time academic instructor and one part-time instructor. Adult basic education classes were being held twice a day by an LEAA-funded instructor. Inmates who achieve eleventh- and twelfth-grade rank are allowed to take the General Education Development Test, and, if successful, can obtain their high school equivalency certificate. Since 38% of the population are reported to have an eighth-grade achievement level or below, much more emphasis in terms of individual and small group tutoring is needed. As noted earlier, classroom space is limited. Also, incentives to motivate offenders, who typically have a long history of failure in public school, should be incorporated into the academic program.

Only four vocational training programs are offered at Tutwiler: commercial sewing, cosmetology, floral design, and food service. Continued funding of these may be in doubt. Each has approximately 20 women enrolled. In some cases, women are enrolled in more than one program, since classes (with the exception of floral design) run half a day. Women are assigned to these programs on the basis of their interest. No formal evaluations of the effectiveness of the programs are conducted. Attempts to get the cosmetology program accredited have been unsuccessful. This means that after completing a course of study under a licensed instructor in the institution, a woman will have to repeat the course at considerable cost in time and money before she can be licensed and become self-supporting.

Prison Industries and Other Work Programs

The institution operates the board's cannery and manufactures clothing for the prison system. During June, July, and August, almost all other programs come to a halt while produce raised at other institutions is canned for system-wide use. All clothing issued to inmates in the system is manufactured at the women's prison. Both of these programs, due to the age of equipment, production standards, and other difficulties, are not only of limited value to inmates but may, in fact, be losing money for the state. Inmates receive no pay for the work involved. Other work programs at the prison, such as the laundry, are institutional maintenance programs and as such do not teach marketable skills.

Work Release

The board has recently expanded its relatively new work release program to include eight women from Tutwiler. To be eligible, a woman must be in minimum custody status and have less than 12 months remaining on her sentence or parole eligibility. The women work in the surrounding community by day and return to the institution at night. The Board of Corrections deducts 25% of each participant's earnings to mitigate the expense of the program. The remaining money is sent to the woman's family or placed in savings, as she requests. Work release clients may draw up to \$15 per week for personal expenses. Although the work release project has been successful, its potential for expansion is limited since personnel and other necessary resources are lacking.

Medical Services

In addition to sick call services and a routine physical examination upon admission, the board has recently initiated annual dental, lung, and Pap smear checks, as well as tests for venereal disease. Prior to work release and home furloughs, women receive family planning information through the cooperative efforts of the State Public Health Department.

The institution has a part-time physician who visits every three days and a nurse on duty 40 hours per week. Serious medical problems, including the delivery of babies, are handled outside the institution. The disposition of newborn infants is unclear and needs more study.

Psychiatric-Psychological Services

The institution employs no professionally trained clinical personnel to work with inmates or assist the staff, through in-service training, to better understand human behavior and the problems of incarcerated women. If an inmate "acts out" severely, she can be referred to a board psychologist for evaluation. After evaluation, the report is filed and can be referred to again if the problem persists, but there is no formal mechanism to provide any extensive individual counseling or other services that might be warranted.

Dr. Thomas Staton, a clinical psychologist, has, for the past two years, held group counseling every two weeks for approximately 15 inmates. Dr. Staton provides this service on a voluntary basis, and it currently represents the only ongoing professional counseling service available.

Vocational Rehabilitation

State Department of Vocational Rehabilitation (VR) services are provided to inmates at Tutwiler. A VR counselor visits the institution once every two weeks and interviews anyone referred to him by the staff. He familiarizes them with available vocational rehabilitation services. Following release, VR provides vocational evaluation services to women.

During the period of evaluation, women without homes can be provided residences. Once an applicant's capabilities and vocational preferences are known, VR can place the client in training or on a job. For those women who suffer a physical disability which handicaps vocational potential, VR can provide physical restoration for the client if there is reasonable expectation for success.

Additional Programs and Services

Tutwiler is one of two or three women's institutions in the nation that has an active Jayceettes program. Volunteers from the community assist with monthly meetings and projects of the chapter.

Inmates on honor status may have their own television sets and radios. For the general population, television is provided in the dining room and recreation room.

Inmates are permitted to subscribe to newspapers and magazines as well as use the library materials supplied. A variety of reading material is available and is reportedly quite popular with inmates.

The institution has an Alcoholics Anonymous Chapter, as well as religious services held weekly by local ministers. A hobbies and crafts program administered by a staff member is available during evening hours.

No formal recreation program exists, and the need for more exercise and organized sports is indicated by the staff. The age of the majority of the staff is cited as one of the obstacles to the implementation of a physical education program.

Inmates are issued basic necessities and uniforms upon entry. Following this, however, the inmate must purchase all necessities (with the exception of sheets and uniforms) including such things as toothpaste and soap from the commissary. Inmates are given 50 to 75 cents every two weeks which was once the "tobacco ration" for prisoners. Obviously this does not go far in today's economy. Since the women are not paid for their labor, they must depend on their families to send them money to purchase basic supplies. Those without families or those whose families are unable or unwilling to send money must have a difficult time:

Inmates are permitted to mail one letter per day to persons on an approved list. The prison provides one stamp per week for this purpose. All incoming and outgoing mail, except that going to public officials, is censored. Collect phone calls are allowed once per month. However, in the case of family problems and illness, individuals may call more frequently.

Visiting hours are held every Sunday from 8 a.m. to 3 p.m. Minor children are allowed to visit if they remain under control. Visiting space is limited and offers no privacy.

Volunteer groups provide various kinds of programs during the year. No staff member is assigned to coordinate the volunteer activities, or to handle recruiting, screening, or planning.

Records

The record system procedures have been neither thorough nor consistent. More extensive data must be gathered at the time of the inmate's admission, and the record must be kept up to date throughout the period of confinement. Because there is little evaluation or diagnosis of inmates, and because presentence reports are not mandatory for all felons, there is very little in the records on which to base management or treatment decisions. The new deputy superintendent is planning to update and extend the record system; however, he will need more definitive information than is currently available to make the records useful to those working with the inmates.

Prerelease Program

There are no formal prerelease activities to prepare inmates for return to the community. Institutional programming, beginning with initial orientation of new inmates and ending with a formal prerelease program, should be geared toward assisting the female offender to make the necessary adjustments in life style and to acquire the necessary skills to return to society. More than 90% of the women committed in Alabama will be released. Many will suffer needless "culture shock" in leaving an environment where all decisions are made for them. In the community, they will once again be subject to the same stresses and pressures which they were unable to cope with when they became involved in criminal activity. Upon release, these women are stigmatized in the way they see themselves and in the way society sees them.

RECOMMENDATIONS

RECOMMENDATION NO. 1: THE POPULATION OF INCARCERATED FEMALE OFFENDERS SHOULD BE REDUCED TO INCLUDE ONLY THOSE WOMEN CONSIDERED DANGEROUS TO SOCIETY OR THEMSELVES.

Rationale:

As the descriptive section indicates, there are 120 females incarcerated in the state prison system. Generally, these women fall into two categories: those who have committed offenses against persons and those who have committed offenses of an economic nature. Incarceration is deemed inappropriate for approximately half of these women since it neither aids in their rehabilitation nor offers lasting protection to society. It has been demonstrated that institutionalization isolates and shelters female offenders from the reality of everyday life. This means that upon return to the community, they are ill-equipped to make even the minor decisions necessary for self-sufficiency. Every effort should be made to tie the detention or institutional process to the community and family, as well as to design the program in such a way that a woman has choices and decisions approximating a normal life setting.

Institutionalization has proven to have a deteriorating effect on the individual. It is also an extremely expensive route to take. Therefore, it follows that only those women who need to be incarcerated for society's protection should be institutionalized. Even in these cases they should be kept only until they have resolved their problems and no longer pose a threat to society.

Implementation and Costs:

- A. Year of Implementation:
1973
- B. Administrative action will be required.
- C. The cost of reintegrating these women into the community has already been calculated in the Probation and Parole section and in the recommendations on work release in Adult Male Corrections.

Impact:

- Will reduce the female population in the Alabama prison system.
- Will reintegrate non-assaultive females into the community as productive citizens.

RECOMMENDATION NO. 2: THE JULIA TUTWILER PRISON FOR WOMEN SHOULD BE PHASED OUT AND ALTERNATIVES FOR MINIMUM SECURITY CONFINEMENT OF FEMALE OFFENDERS SHOULD BE DEVELOPED.

Rationale:

Built in 1942 to serve approximately 250 women, Julia Tutwiler Prison currently houses 120 female offenders. The cost per person per day (\$7.92) is 57% higher than the current cost per prisoner per day in male institutions. The physical plant is deteriorating and will require extensive remodeling in order to be considered adequate.

The atmosphere of Tutwiler Prison is depressing, dehumanizing, and hardly conducive to rehabilitative efforts. The facility is located in a predominantly rural area which effectively isolates the prisoners from community resources and contributes to the artificiality of institutional life.

Therefore, it is recommended that Tutwiler Prison be closed as soon as possible. In the future, housing should be in a major metropolitan area, with a capacity of not more than 50 females, and be of minimum security status. This housing is provided for in Recommendation No. 13 of the Adult Male Corrections section.

Implementation and Costs:

- A. Year of Implementation:
1975
- B. Administrative action will be required.
- C. Cost of Implementation:
 - 1. Represents a \$387,251 savings in terms of net cost of operations.
 - 2. Costs budgeted in Adult Male Corrections section.

Impact:

Will result in adequate housing for those female offenders who need to be confined.
Will effect a savings to the state by locating facilities that will operate at maximum efficiency.

RECOMMENDATION NO. 3: FEMALE OFFENDERS IN ALABAMA SHOULD BE GIVEN EQUAL CONSIDERATION IN PLANNING, PROGRAMMING, AND SERVICES BY THE VARIOUS CORRECTIONAL AGENCIES.

Rationale:

From past experience it has been determined that the further females go into the criminal justice system, the more critical their problems of self, family, and their image

in the community. It is also very expensive to the taxpayer to incarcerate women who could otherwise be supervised in the community. Therefore, at each phase of the system, alternatives to incarceration should be available to decision makers.

Female offenders must be seen as individuals with unique problems which call for diversity in care and custody. A diagnostic system must be developed which will enable classification of females in terms of their treatment needs. Diagnosis must be supported by a variety of resources and techniques suitable to the treatment of specific types of problems. This is not to infer that all offenders must have a diagnostic label.

Programs for female offenders, as well as males, should be based on action-oriented research to determine differing needs of males and females, as well as to provide feedback concerning the relative merits of various treatment and control approaches.

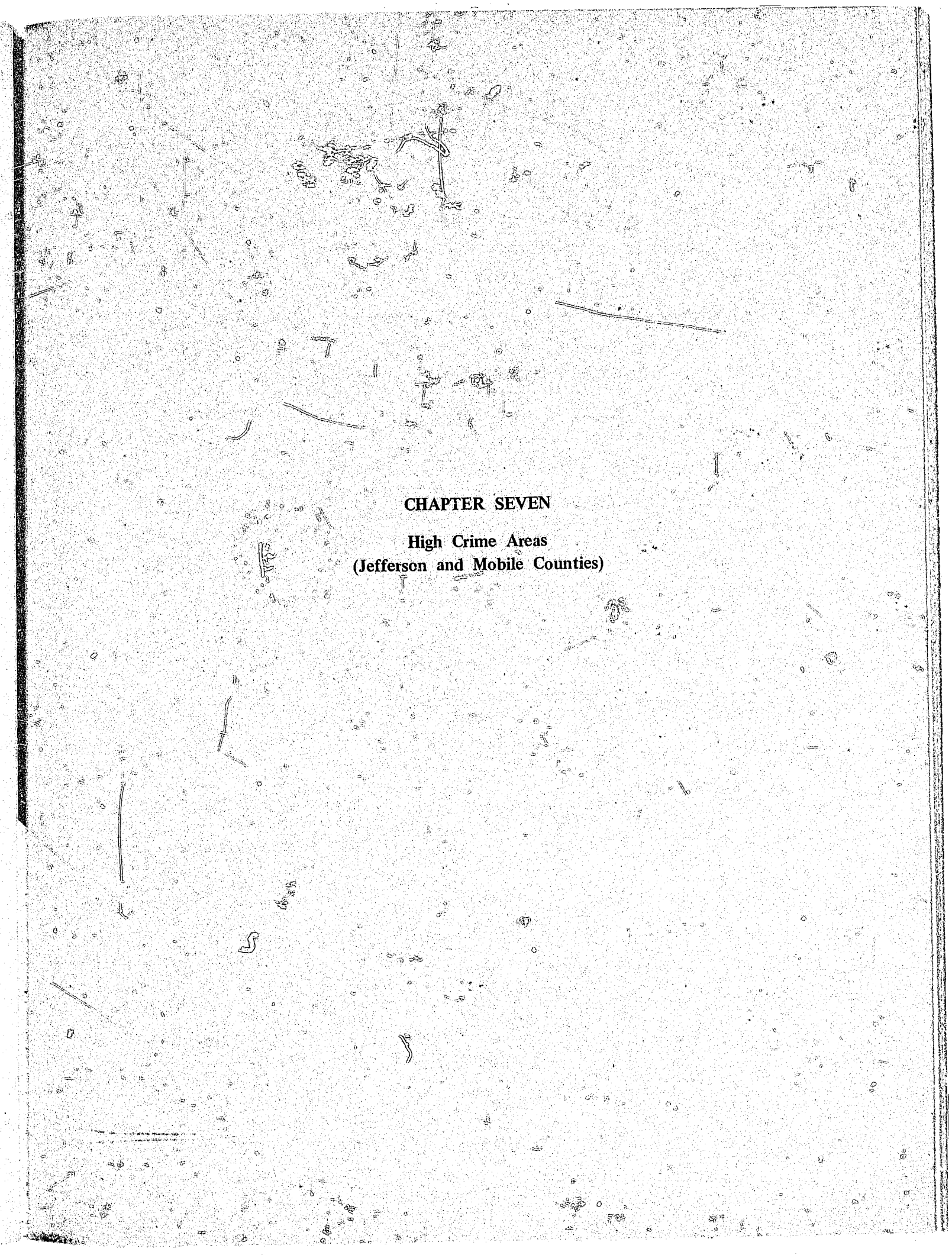
It should be noted that all of the system-wide recommendations throughout the plan are applicable to female offenders. These include professionalization of staff, upgrading of salaries, research and development, record-keeping, and provision of psychological/medical services.

Implementation and Costs:

- A. Year of Implementation:
1973
- B. Legislation and administrative action will be required.
- C. Costs are calculated in each section.

Impact:

Will provide a greater opportunity for successful rehabilitation of the female offender.



CHAPTER SEVEN
High Crime Areas
(Jefferson and Mobile Counties)

INTRODUCTION

As shown in Table 23 below, the South in general has a lower crime rate (2,500.6 crimes per 100,000 people) than the rest of the nation (2,906.7 per 100,000); furthermore, the state of Alabama has a lower crime rate than the South (1,892.6 per 100,000). However, the city of Birmingham, Alabama, has a much higher crime rate (2,774.8 per 100,000) than both the state of Alabama and the South. The crime rate in Birmingham approaches that of the nation. Since Birmingham has more violent crimes (390.1 per 100,000) and more property crimes (2,384.7 per 100,000) than the rest of the state of Alabama, it is regarded as a high crime area.

The city of Mobile has the highest total crime rate in the state (2,971.0 per 100,000) and is greater than the national average; there were fewer violent crimes but more property crimes than the national average. However, with more violent crimes (339.0 per 100,000) and property crimes (2,632.0 per 100,000) than the state of Alabama, Mobile is also considered to be a high crime area.

The purpose of this chapter is to call attention to the problems of these high crime areas and to demonstrate how the recommendations formulated for Alabama can be utilized to facilitate crime reduction and offender rehabilitation in these regions.

TABLE 23
1971 Crime Index for Birmingham and Mobile, Alabama,
the South, and the Nation Expressed in Rate
Per 100,000 Inhabitants

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

JAILS

To aid in the description of the jail system in Jefferson and Mobile counties, two surveys were made. A questionnaire relating to jail operations was mailed to each jail in these counties. An on-site survey was conducted on October 31, 1972, to determine demographic information, length of sentence, etc., for each person on hand in both residential and non-residential facilities.

Description of the Existing System in Jefferson County

Jefferson County Municipalities (Excluding Birmingham)

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

Birmingham City Jail

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

The jail has a work release and study release program; however, these programs are infrequently used by inmates. A state employment representative regularly visits the jail. The Birmingham City Jail has recognized the need to move in the direction of making the jail a treatment center rather than a mere holding tank for citizens who have violated the law.

Of the jail population at the time of this survey, 51% were white males, 43% were black males, 2% were white females, and 4% were black females. The average age of all males was 36.7 years, and of all females, 32.3 years. About 46% of the inmates were awaiting trial; the average pretrial detention was less than two days. Of these pretrial detainees, 70% were charged with misdemeanors and 30% with felonies. The remaining 54% were post-trial prisoners who were serving an average sentence of 31 days. It should be noted that 68% of the prisoners were either charged with, or convicted of, intoxication, while 14% were there for burglary, larceny, forgery, and theft.

Jefferson County Jail

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

At the time of the survey, the combined facilities had an average daily population of 460, with an annual operating cost of \$420,100, yielding an average cost of \$2.50 per prisoner per day. The breakdown of the prisoners by race and sex was 32% white male, 65% black male, 1% white female, and 2% black female. Women were housed only in the Birmingham facility. The average age of males was 28.1 years, and of females, 31.8 years. About 52% of the prisoners on hand were awaiting trial, while 48% were post-trial detainees. The average length of pretrial detention for felons was nine months, and the average sentence for post-trial resident prisoners was about ten months. Of the persons awaiting trial, 25% were charged with misdemeanors and 75% with felonies. Over 3% were held for traffic offenses and intoxication.

At the Bessemer unit, 94% of those on hand were either employed or attending school during the six-month period prior to incarceration. No information was available for those in the Birmingham jail. Of those in the Bessemer unit, 11% were placed in disciplinary segregation, as compared to 14% in the Birmingham unit.

In April, 1970, the Jefferson County Jail initiated a diagnostic/vocational rehabilitation program for selected prisoners. The goal is to achieve resocialization of selected offenders through a highly specialized and professional process of vocational and psychiatric evaluation. The prisoner is immersed in a structured setting where he is trained to work with tools, is taught shop safety and highway safety, and is instructed in the undesirable effects of alcohol abuse and drug addiction. Psychiatric counseling is available

to offenders who might profit from such help. Upon release from the program, the offender is placed in a suitable job after careful analysis of his interests, needs, and abilities.

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

Description of Mobile County and City of Mobile Jail Populations

Mobile County Jail

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

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

Mobile City Jail

Mobile City Jail has a design capacity of 296. At the time of the survey, 83 adult prisoners were on hand. Records on sex and race were not available. Of those on hand, 27% were awaiting trial, while 73% were serving sentences averaging 27 days. The average

length of pretrial detention was about two days. About 83% of the prisoners were misdemeanants and 17% were felons. By far the most common offense was intoxication (64%) followed by traffic violations (14%). Information regarding annual operating cost was not available.

Summary

The preceding review of the existing jail system in Jefferson and Mobile counties points to several problem areas:

1. In the larger jails there is a lengthy period of pretrial detention. The prisoner is not given credit for time spent awaiting trial which, in effect, increases the length of his sentence. If the prisoner is acquitted, he is not reimbursed for the time spent in jail.
2. Alcoholics, drug abusers, and the mentally retarded and incompetent are held in many jails when a medical approach is clearly indicated.
3. Misdemeanants typically do not have ready access to parole or probation.
4. Treatment programs, such as medical services, work-study release, release on recognizance, and crisis intervention, are typically lacking.
5. Pretrial suspects are often housed with post-trial offenders.
6. Jail personnel are not trained in a standard systematic fashion.
7. Information regarding number of prisoners, type of offense committed, length of stay, etc., is in many cases not available for research/evaluation.

Recommendations Pertaining to Jails

It is estimated that 36,000 arrests were made during 1972 in the city of Birmingham and Jefferson County, and 13,000 arrests were made in the city of Mobile and Mobile County. Drunkenness and alcohol-related offenses were the primary cause of incarceration. Large amounts of money and manpower are deployed in holding alcoholics and inebriates. Alcohol-use offenses are a medical-social problem as well as a legal one. It costs over \$4 per day to keep a person in jail, not including costs for processing him through the court system, placing his family on welfare, and loss of tax revenue due to lowered personal income.

Table 24 is an estimate of the number of pre- and post-trial prisoners in Jefferson County jails.

TABLE 24
Annual Number of Pre- and Post-Trial Felons and Misdemeanants
in Jefferson County and the City of Birmingham

	Trial Status	
	Pre	Post
Felons	7,632	7,020
Misdemeanants	7,452	13,896
Total = 36,000		

Table 25 is an estimate of the number of pre- and post-trial prisoners in Mobile County jails.

TABLE 25
Annual Number of Pre- and Post-Trial
Felons and Misdemeanants
Mobile County

	Trial Status	
	Pre	Post
Felons	2,756	2,535
Misdemeanants	2,691	5,018
Total = 13,000		

The goals of these recommendations are to divert everyone from jail who is not a threat to society or himself, to create a humane jail environment, to intervene in costly criminal careers, and to initiate programs to correct the offender.

RECOMMENDATION NO. 1: THE STATE SHOULD HAVE THE AUTHORITY AND RESPONSIBILITY TO PERFORM THE FOLLOWING SERVICES AND FUNCTIONS FOR ALL JAILS:

- Establish minimum standards and guidelines.*
- Provide an inspection service.*
- Provide technical assistance.*
- Provide training programs for jail personnel.*

Establish and maintain a centralized state record system.

Administer a state-funded subsidy program.

Plan and conduct research and evaluation.

Disseminate correctional information.

Set minimum standards and special building codes for design and construction of correctional facilities.

Have authority to close jails when standards are not met.

Rationale:

The problem of state-local relations in the entire criminal justice system is a complex and extremely important issue. This subject is thoroughly covered in a 300-page report by the Advisory Commission on Intergovernmental Relations entitled "State-Local Relations in the Criminal Justice System." This commission was established by Public Law 380, passed by the 86th Congress, and approved by the President on September 24, 1959. It is one of the most in-depth studies ever made on the subject.

The report refers to the current status of state and local responsibilities as a "crazy quilt" pattern, with wide variations in the extent to which financial, administrative, and operational responsibilities are fixed. Some advocate both state and local control of nearly all correctional activities, while others proclaim some degree of joint state-local responsibility. Recommendation No. 34 of the commission report establishes the relationship between state and local correctional responsibilities as follows:

The Commission concludes that while state governments have an overriding responsibility to ensure the provision of certain correctional services on a state-wide basis, including responsibility for assignment and transfer of convicted prisoners, other correctional activities can be more appropriately handled by local governments. Hence...

The Commission recommends that the states assume full financial, administrative and operational responsibility for juvenile and long-term adult correctional institutions, parole, juvenile aftercare, and adult probation. The Commission further recommends that local governments retain operational and a share of the fiscal responsibility for short-term adult institutions and jails, adult and juvenile detention, and misdemeanor and juvenile probation, and that the states establish and monitor minimum standards of service, furnish planning and technical assistance, and provide a reasonable share of the costs of such activities. (Emphasis added)

RECOMMENDATION NO. 2: ALL SEGMENTS OF THE CRIMINAL JUSTICE SYSTEM SHOULD PARTICIPATE AND ASSIST IN THE PLANNING AND IMPLEMENTATION OF THE FOLLOWING PROGRAMS TO DIVERT EVERYONE FROM JAIL WHO IS NOT A THREAT TO SOCIETY OR HIMSELF:

Passage of a speedy trial law.

Expansion of release on recognizance and bail-bond programs.

Transferal of alcoholics, drug abusers, other victimless criminals, and mental incompetents from jail to a medical environment.

Enactment of legislation that will expedite the use of parole and probation for the misdemeanor.

Rationale:

These alternatives are directed at diversion of the pretrial accused. Estimated reductions from the projected jail population will be indicated.

Speedy trial law. Approximately 45% of the jail population in the larger jails are in pretrial status. Accused citizens are detained before trial in the Jefferson County Jail for up to two years; the average pretrial stay is nine months. In the Mobile County Jail, the average pretrial detention is 100 days. It is generally thought that one of the best deterrents to crime is the assured quick delivery of justice. If a 60-day speedy trial law was passed, which required trial or dismissal of charges within that time period, an immediate reduction in jail population and a concurrent reduction in cost would occur. In addition, convicted prisoners should be credited for the period of time served during pretrial detention.

Release on recognizance and bail. Diversion should be increased in order to maintain a presumption of innocence and to lessen the inequities of current judicial processes which befall the poor, undereducated, unemployed, and members of minority groups. This should be accomplished through release on recognizance, bail bonds, development of community bail funds, and volunteer intervention. Community bail funds could be provided by private citizens offering real estate, professional sureties, or cash for use as bail for indigents.

Medical environment for alcoholics, drug abusers, and mental incompetents. Jail detention is an inappropriate method of dealing with alcoholics, drug abusers, or mental incompetents who have not committed a serious related crime. These offenders present some medical problems and should, therefore, be handled more appropriately in detoxification centers or medical facilities.

Use of probation and parole. Probation and parole should be encouraged for the misdemeanor, who usually does not qualify for these services because of the short term of his sentence. Probation and attendant services should be expanded and parole programs instituted for persons who serve sentences longer than 30 days. The city of Birmingham has already implemented a program permitting paroles for misdemeanants.

Alternatives to incarceration. The judicial and criminal justice system should work to develop alternatives to jailing. These might include installment payments, programs to work off fines without incarceration, and setting fines in relation to a person's ability to pay.

Use of citations for misdemeanants. Citations are currently employed as a means of diverting many traffic violators from the actual arrest procedure. The arrest and bail procedure is time consuming, costly, and cumbersome, not only to law enforcement officials but also to the citizen charged with committing a minor offense. Extension of the use of citations, to include substantially all minor offenses, would serve to lighten the load on our overcrowded jails, as well as to provide a more practical and just means of dealing with misdemeanor offenders.

Impact, Jefferson County:

Will divert a significant number of offenders from Jefferson County jails:

Release on Recognizance and Bail

No. pretrial felons: 7,632	No. pretrial misdemeanants: 7,452
Reduction	
Percent	Number
4	305
	Reduction
	Percent
	Number
	3
	224
	Citations
	15
	1,118

Medical Treatment--Alcoholics, Drug Abusers, Mental Incompetents

No. pretrial felons: 7,632	No. pretrial misdemeanants: 7,452
Reduction	
Percent	Number
Alcohol	5.0
	382
Drugs	2.0
	153
Mental	.5
	38
	215
	Reduction
	Percent
	Number
	25.0
	1,863
	.6
	45
	—
	—

Probation and Parole for Misdemeanants

No. post-trial misdemeanants: 13,896

	Reduction	
	Percent	Number
Probation	25.0	3,474
Parole	7.0	973
Citation	10.0	1,390

Impact, Mobile County:

Will divert a significant number of pretrial, accused citizens from Mobile County jails:

Release on Recognizance and Bail

No. pretrial felons: 2,756

No. pretrial misdemeanants: 2,691

	Reduction	
	Percent	Number
	4	110

	Reduction	
	Percent	Number
	3	81
Citations	15	404

Medical Treatment--Alcoholics, Drug Abusers, Mental Incompetents

No. pretrial felons: 2,756

No. pretrial misdemeanants: 2,691

	Reduction	
	Percent	Number
Alcohol	5.0	138
Drugs	2.0	55
Mental	.5	14

	Reduction	
	Percent	Number
	25.0	673
	.6	16
	—	—

Probation and Parole for Misdemeanants

No. post-trial misdemeanants: 5,018

	Reduction	
	Percent	Number
Probation	25.0	1,254
Parole	7.0	351
Citations	10.0	502

Will tend to keep families intact.

Will reduce ancillary welfare and unemployment costs to the state.

Will enable the accused to retain his employment.

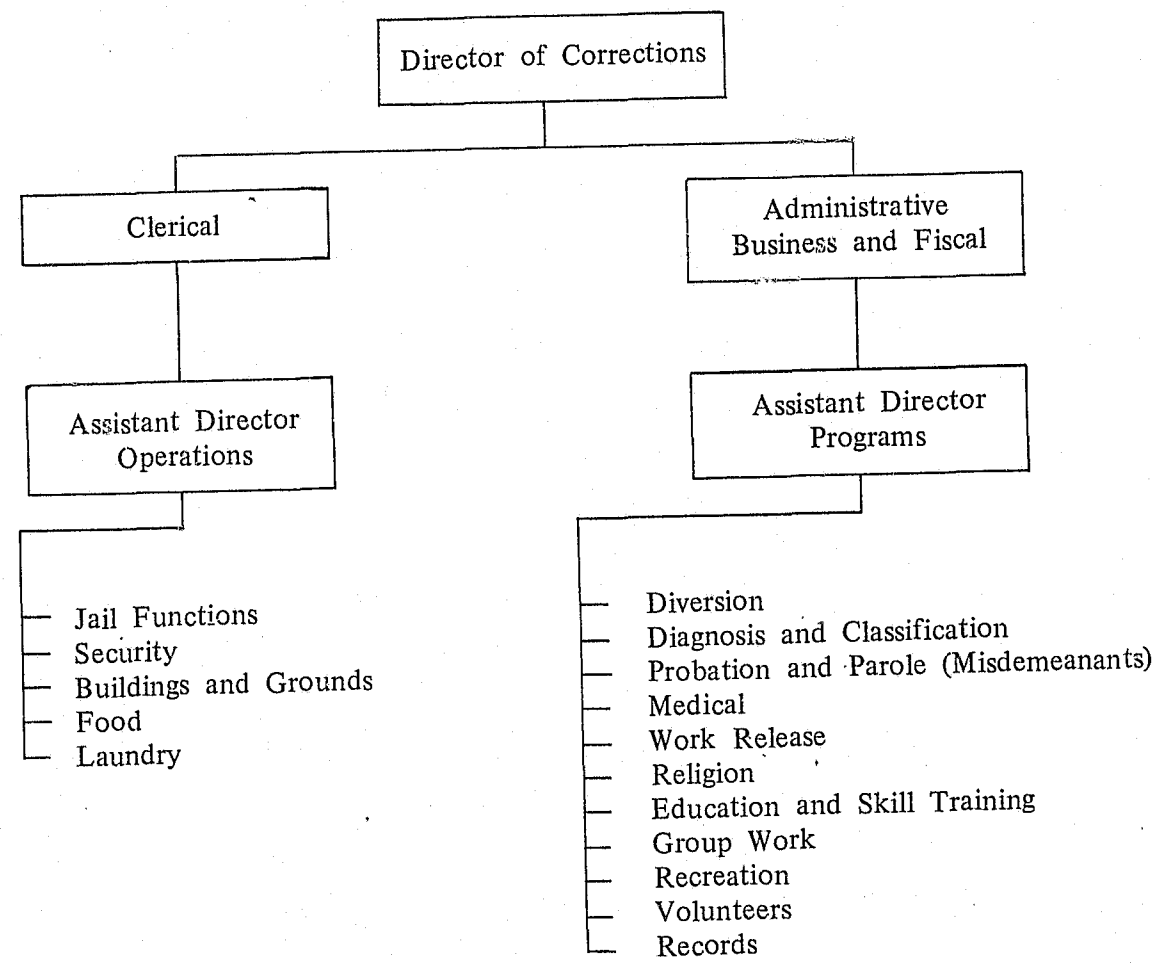
Will result in speedier execution of justice.

RECOMMENDATION NO. 3: JEFFERSON AND MOBILE COUNTIES, WITH PARTIAL FINANCIAL ASSISTANCE FROM THE STATE, SHOULD DEVELOP MODEL ADULT CORRECTIONAL SYSTEMS. A DIRECTOR OF CORRECTIONS SHOULD BE EMPLOYED IN EACH OF THESE COUNTIES TO IMPLEMENT THE PROGRAMMATIC RECOMMENDATIONS OF THIS SECTION.

Rationale:

If we are to move forward from a purely custodial approach to a treatment-oriented approach, the services of a full-time correctional expert will be required. His span of authority should include all adult correctional components within the county, including county and municipal jails, halfway houses, misdemeanor probation and parole, and all treatment programs within these facilities and within the community. Personnel assigned to operate the proposed programs in the jails should be full-time, well-trained correctional officers who have no police duties. The functions of apprehension and correctional treatment *must* be separated. The local county government would retain complete operational control with technical and financial assistance from the state, as proposed in Jails Recommendations No. 1 and No. 2.

The need for this type of jail reform is statewide. By concentrating those available financial resources on model programs in our most populous areas, it is felt that, initially, there will be a greater impact on the reduction of crime. The organizational structure is as follows:



Implementation and Costs:

- A. Years of Implementation:
1973-74, 1975, 1976
- B. Legislation will be required.
- C. The money to be expended will include the state subsidy and the money which is currently being spent by these counties. These subsidies are given to Jefferson and Mobile counties to have the greatest impact on high jail population areas.

Central Administrative Staff

1 Director of Corrections	\$18,000
2 Assistant Directors @ \$12,000	24,000
1 Administrative, Business and Fiscal	8,500
3 Clerical @ \$6,000	18,000
1 Community Resource Officer	7,500

Diagnosis and Classification Department

1 Chief of Classification and Parole	\$10,000
1 Psychologist	9,000
2 Caseworkers @ \$9,000	18,000
2 Clerical @ \$6,000	12,000

Office

Supplies and Equipment	<u>\$35,000</u>
------------------------	-----------------

Total \$160,000

Impact:

- Will reduce jail population through implementation of diversion programs.
- Will reduce recidivism as a result of implementation of meaningful treatment programs.
- Will achieve a separation of correctional functions from police functions.
- Will eliminate duplication of administrative services, i.e., purchasing, record keeping, training, research, etc.

RECOMMENDATION NO. 4: ALL JAILS IN JEFFERSON AND MOBILE COUNTIES SHOULD UNDERTAKE THE DEVELOPMENT OF MEANINGFUL TREATMENT PROGRAMS.

Rationale:

The secure holding and warehousing of offenders in our jails has done little to rehabilitate the offender. The result has been a high rate of recidivism and ever-increasing costs to the taxpayer. It is recommended that no new jails be constructed until the diversions in this proposal have been implemented and evaluated. The following minimal programs are suggested for implementation. (Note: The Birmingham City Jail has already initiated some of the following programs.)

Medical

The medical profession should be called upon to establish minimum medical treatment standards and appropriate procedures for jails. A diagnostic unit, designed to diagnose and classify individual prisoners and to provide the court with a complete social and psychological report, should be established. Decisions regarding the treatment program require input from the behavioral sciences, schools, employers, prisoners' families, the church, the probation department, and the police. Mental

incompetents and the mentally deficient should be treated in a medical facility when possible; jail should be a last resort and then only under medical approval and supervision.

Separation of Pretrial Offenders from Sentenced Offenders

Pretrial offenders should be physically and programmatically separated from sentenced offenders, because they are two distinctly different groups with different needs. The pretrial group is presumed innocent and is concerned with legal matters surrounding their defense. The sentenced group needs exposure to a treatment program to acquire the necessary skills, knowledge, and attitudes to successfully function upon their return to society.

Crisis Intervention

A program of crisis intervention should be developed for the pretrial offender. There should be 24-hour coverage near the booking area by a small staff whose primary duty would be to determine acute personal problems of the offenders and to assist in their solution. The staff would gather information needed by the judge to make a determination for bail. In cases where it is not advisable to release a prisoner on recognizance or bail, the staff would help with complaints, provide status reports for the judge, and keep records. Later, services would be extended to the community in arranging for job placements for prisoners.

Work Study Release

All offenders whose custody and conduct permit should be allowed to study in the community or to work there at current wage rates. Those who work should be required to pay room and board at a rate of \$3 per day. There are other possible dispositions of earnings, such as sending a portion home, depositing a portion in a savings account, making restitution, etc. It is preferable that work releasees be housed in a halfway house, if available, rather than being detained in jail.

Community Resources

Appropriate programs of education, skill training, religion, and recreation should be developed, making maximum utilization of volunteers, public schools, and other resources.

Implementation and Costs:

- A. Year of Implementation:
1974
- B. Administrative action will be required.
- C. There will be no cost to the counties.

RECOMMENDATION NO. 5: THE STATE BOARD OF CORRECTIONS SHOULD DEVELOP A PLAN TO TRAIN ALL JAIL PERSONNEL IN ALABAMA.

Rationale:

The quality of job performance and delivery of services to the offenders is largely dependent upon the training and professionalization of the staff at all levels. The plan for training should be developed at the state level, and should encompass in-service training, middle-management training, and the selective training of personnel at the training academy, junior college, or university. In addition, special training workshops and seminars should be planned, utilizing expertise outside the system. Performance on the job and in training programs should be related to salary increases and promotions. High priority should be given to the training of jail personnel in Jefferson and Mobile counties.

Implementation and Costs:

- A. Years of Implementation:
1974 - Implemented in Jefferson and Mobile counties.
1975 - All other jail personnel.
- B. Administrative action will be required.
- C. There should be no additional costs. Implementation will require utilization of existing training facilities, educational institutions, and the state jail specialists when trained.

Impact:

Will provide a highly competent jail staff.

RECOMMENDATION NO. 6: SELECTED FELONS SHOULD BE ALLOWED TO PARTICIPATE IN THE COUNTY CORRECTIONAL SYSTEMS PROPOSED IN RECOMMENDATION NO. 3.

Rationale:

People concerned with corrections are becoming more and more aware of the desirability of locating corrections programs and facilities within or near the local

community. The advantages of accessibility to community resources, involvement of the community in programs, fewer recruitment problems, better training opportunities at local colleges and universities, and greater ease of maintaining family ties are but a few of the plus factors for keeping corrections community-based. There are strong indications that the prison or correctional center of the future will be relatively small and located in the more populous areas.

Many felons are more tractable, less assaultive, and more responsive to treatment than some misdemeanants. It is feasible to keep the most tractable felons in a local jail with misdemeanants, rather than sending them to the state system where there is overcrowding and limited opportunity to participate in meaningful programs.

State institutions would continue to care for the more difficult, long-term offenders, and local facilities could care for tractable, short-term offenders who come from a local area, whether they be misdemeanant or felon. The cost of transferring offenders long distances would be significantly reduced. But, of even greater importance, is the increased probability of reducing recidivism through offender participation in local corrections programs.

PROBATION AND PAROLE

Description of the Existing System in the City of Birmingham

The City of Birmingham differs from the other high crime areas in that it has its own probation and parole office which handles misdemeanors committed in the municipal area. The Alabama Board of Pardons and Paroles handles felonies which are committed by residents of Jefferson County. The City of Birmingham Probation and Parole Office functions as a department under the Mayor's office of the City of Birmingham. Its personnel, who are Jefferson County civil service employees, work directly under the authority of the Mayor.

Municipal Probation

The Birmingham Probation and Parole Office receives its cases from the Birmingham Recorder's Court, which has jurisdiction over state, city, and county misdemeanor and traffic law violations. The judge may either fine the defendant and sentence him to jail and place him on probation at that time, or he may pass the case for a probation investigation before sentencing. Most cases are investigated before the client is placed on probation, and a report of this investigation is given to the judge. However, the judge may also place a client on probation without an investigation. In both cases the subject is then referred to the Probation and Parole Office. If an investigation is required, the subject must cooperate in an in-depth interview. Failure to cooperate in any phase of the investigation can result in the subject's being denied probation and being sentenced to jail immediately. Persons who are placed on probation by the court report regularly to a probation officer at the Probation and Parole Office. If the probation officer feels that the client has violated some or all of the conditions of his probation, he may arrest the subject. The officer may do this without a warrant or a writ. Once arrested, only the judge can release the subject on bond. These probation powers were granted to the Recorder's Court in October, 1971.

Municipal Parole

The City of Birmingham has a three-member parole board which is comprised of citizens. It meets every four weeks to consider cases. Persons confined in Birmingham City Jail who are serving time for traffic or misdemeanor offenses are considered eligible

clients for the City Parole Board. Clients or their friends and relatives may make a request to the board for the hearing of any particular case. The request is taken by a parole office staff member, and a thorough investigation into the facts of the case is made. From the parole officer's report, the board analyzes the facts and renders a decision. Once a person is placed on parole, certain requirements must be met. A defendant may be required to cooperate with the State Department of Vocational Rehabilitation. Also, the person on parole must report to the office at regular intervals; home visits will be made at least once a month; and, in some cases, employers are contacted to verify employment attendance. Revocation of parole takes place when the defendant breaks the law or when the defendant fails to cooperate with the parole officer. The parole officer revokes a subject's parole only when all other means have failed.

In 1971, the Probation and Parole Office supervised 225 parolees and 554 people on probation. The office serves adults only; juveniles are referred to the Family Court. It operates on an annual budget of approximately \$70,000 and employs five professional parole and probation officers or counselors. Each officer has an average monthly caseload of 30 parolees and 100 probationers. The office also hires, on an hourly basis, college work-study students who attempt to obtain employment for persons placed on parole or probation. In 1971, 144 clients were assisted by this program.

In 1972, the Probation and Parole Office received \$43,875 in LEPA funds to set up an officer exchange program, to hire a projects and programs coordinator, and to hire aides for the probation and parole officers. The exchange program provides work experience designed to allow one out of every three officers to learn about new programs and techniques which could be implemented in the Birmingham office. The projects and programs coordinator supervises the activities of the work-study students. In addition, he directs and coordinates the following: a volunteer program for parolees and probationers, a workshop for teaching clients how to obtain and hold a job, group counseling sessions which focus on mutual problems and which suggest courses of action to alleviate those problems, and a work-release program which allows jailed persons to continue their jobs during the day. The coordinator also researches and initiates new programs, serves as a liaison with the community and with other related offices, and provides information to the public on the work and needs of the Probation and Parole Office. The probation and parole aides assist the professional officers by checking clients' records regarding

employment, education, and medical history. They also assist officers in handling partial payment of fines by clients. When necessary, they investigate clients to determine indigency and also follow up on delinquent payment cases.

The Green Springs Evaluation Unit is jointly funded by the city and federal government through the State Department of Vocational Rehabilitation. If it is considered beneficial to the client, he can be sent for vocational, psychological, sociological, and/or medical evaluation. The average stay is 30 days for a full evaluation. Test results are then used to determine a more extensive program.

Table 26 shows the number of persons coming in contact with the Birmingham Probation and Parole Office during the past five years. The total number of persons released on active parole showed a gradual increase from 1968 to 1971, followed by a marked decrease in 1972. This significant decrease, however, is accounted for by the increased emphasis placed on probation after 1971 when the Recorder's Court was granted probation powers. The total money collected as fines more than doubled from 1971 to 1972, indicating an increase in the use of fines as a form of disposition.

TABLE 26
Recapitulation of the Past Five Years*
City of Birmingham Parole and Probation Office

	1968	1969	1970	1971	1972
Total persons released on parole and/or partial payment of fine	312	357	417	479	199
Total persons released on active parole	134	211	223	243	83
Total persons placed on probation for year indicated				49	889
Total persons now on parole, probation, and partial payment					896

TOTAL FINES-MONEY COLLECTED:

1968	1969	1970	1971	1972
\$24,297.59	\$22,831.00	\$26,832.50	\$39,132.75	\$85,023.43

*Interoffice memorandum Birmingham Parole and Probation Office.

Birmingham Parolee/Probationer Demography

There were 364 adults served by this agency at the time of the survey: 39% were white males, 49% were black males, 6% were white females, and 6% were black females. The average age was 31 years for males and 31.9 years for females. The judicial status

of 80% of these persons was probation, while 20% were on parole. The average sentence was three months, with an average of one contact per person per month with the agency. Forty-five percent of the persons had previously been incarcerated and 6% had previously been placed on probation. Sixty-eight percent were either employed or attending school during the six-month period prior to entering the correctional system.

Recommendations Pertaining to Birmingham Probation and Parole

In the future, with a projected increase in the number of persons placed on probation, the caseload of the Birmingham Probation and Parole Office will be above 100 per officer. In addition, an increased number of persons placed on parole will have to be supervised. According to the President's Commission on Crime and Delinquency, the recommended average caseload is from 35 to 40. Therefore, the office space and personnel of the Birmingham Probation and Parole Office must be expanded to adequately accommodate the increased number of clients.

RECOMMENDATION: OFFICE SPACE AND PERSONNEL SHOULD BE INCREASED AND EXPANDED IN ORDER TO CONTINUE TO PROVIDE SERVICES IN THE CITY OF BIRMINGHAM PROBATION AND PAROLE OFFICE.

Rationale:

At present the Birmingham Probation and Parole Office has a severe space problem. The office is located in a 16 x 16 foot room, which houses five parole officers, two secretaries—each with a desk and a chair—and three part-time employees. It is impossible for the officers to do personal and private counseling with their clients in such cramped confines.

Also, more officers are needed in order to reduce the increasing caseload. With an approximate caseload of 130 clients per officer, it is difficult to give adequate attention to each case.

STATE PROBATION AND PAROLE

Description of the Existing System in Jefferson and Mobile Counties

Jefferson County

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

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

State Board of Pardons and Paroles, Birmingham

At the time of the survey, 364 adults were supervised by this agency: 40% were white males, 52% were black males, 3% were white females, and 5% were black females. The average age of males was 27 years and females 30.9 years. Sixty-nine percent were on probation and 31% were on parole. The average sentence was 4 years, 9 months. Thirty-four percent had previously been incarcerated, and 19% had previously been on probation.

State Board of Pardons and Paroles, Bessemer

At the time of the survey, 182 adults were supervised by this agency. Thirty-eight percent were white males, 51% were black males, 3% were white females, and 8% were black females. Seventy-one percent were on probation and 29% were on parole. The average

sentence was 5 years and 10 months. Thirty-five percent had previously been incarcerated, and 17% had previously been on probation. Approximately 58% were employed or attending school during the six months prior to entering the correctional system.

Mobile County

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

State Board of Pardons and Paroles, Mobile

At the time of the survey, 226 persons were served by this agency; 92% were adults and 8% were youthful offenders. Of these, 47% were white males, 47% were black males, 3% were white females, and 3% were black females. The average age was 25 years for males and 31 years for females. All 226 persons were on probation, with an average sentence of 3 years, 4 months. There was an average of one contact per person per month with the agency. Eighteen percent had previously been incarcerated and 13% had been on probation. Sixty percent were either employed or attending school during the six-month period prior to coming into contact with the correctional system.

Recommendations Pertaining to State Probation and Parole

All the recommendations found in the chapter on probation and parole that would upgrade the services to persons on probation and parole will affect the county offices in the high crime areas.

If the recommendations of the chapters on adult corrections and probation and parole are carried out so that more people are taken out of the prisons and placed in community-based programs, the caseloads of the probation and parole officers would necessarily increase. It is recommended in the probation and parole chapter that the number of officers be sufficiently increased to reduce their caseloads from the present average of 131 to 50 by 1982. Furthermore, the upgrading of salaries and professional standards, increase and improvement of programs, increased use of community placement, and efforts to bring about community awareness and acceptance of probation and parole would improve the system, thereby providing better services to the clients. Seventy-two percent

of all crimes committed in the state are committed in Jefferson and Mobile counties; only 28% of the state's population lives in these areas. Consequently, these areas will be more affected by the implementation of these recommendations. It should be noted that in 1972, 20.7% of the inmates in state prisons were from Jefferson County and 12.4% were from Mobile County.

RECOMMENDATION NO. 1: THE SIX PROBATION AND PAROLE DISTRICTS SHOULD BE REDEFINED TO CONFORM TO THE SEVEN LEPA REGIONS.

Rationale:

The redistricting of parole and probation districts to conform with LEPA regions is recommended as the best means of organizing the services of probation and parole. The redefinition of probation and parole districts will affect both Jefferson and Mobile counties. At present, Region 3 includes only Jefferson County. However, when redefined, the third region will be expanded to include Winston, Blount, Walker, St. Clair, Shelby, and Chilton counties. This expansion will bring an additional 131 probationers and 39 parolees under the jurisdiction of Region 3. After reorganizing the districts, Mobile County will be included in Region 6 along with the following seven counties: Choctaw, Clarke, Monroe, Washington, Conecuh, Baldwin, and Escambia. Lowndes, Butler, Crenshaw, and Covington counties will be placed under the jurisdiction of other regions. This reorganization will result in 33 parolees and 39 probationers being handled by other regions.

Implementation and Costs:

- A. Years of Implementation:
1973-1975
- B. Administrative action will be required.
- C. Reorganizational costs and capital outlay for unified offices will come out of the budget of the system in 1975. See General Recommendation No. 1.

Impact:

Will improve efficiency in services and foster cooperation with other correctional components.

RECOMMENDATION NO. 2: THE SERVICES OF THE BOARD OF PARDONS AND PAROLES SHOULD BE SEPARATED INTO THREE AREAS: INVESTIGATION, FIELD SERVICES, AND COMMUNITY RESOURCE MANAGEMENT.

Rationale:

At present the probation and parole supervisors are required to fill the dual roles of advocate and investigator, with the investigatory role and paperwork taking 60% of their time. A distinct separation of roles is recommended in order to allow the individual to perform at maximum efficiency in his assigned task.

The separation of functions into three areas will affect only the state probation and parole cases in Jefferson and Mobile counties. A community resource manager will be hired for all regions, including Jefferson and Mobile counties. The 54 additional supervisors will be distributed among the regions as needed. The high crime areas will require proportionately more supervisors and investigative staff.

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Administrative action will be required.
- C. See Recommendation No. 4 for cost figures.

Impact:

Will eliminate the conflicting duality of the supervisors' roles, allowing for increased advocacy and counseling and improved investigative reports.

Will provide community resource managers who will be strong links with the community.

Will reduce the caseload from the present 131 per supervisor to approximately 50 per supervisor in 1982.

Will increase the number of offenders who can be placed on probation or parole without increasing the danger to society.

RECOMMENDATION NO. 3: THE BOARD OF PARDONS AND PAROLES SHOULD FURNISH FUNDS FOR MEDICAL AND SOCIAL SERVICES AND MAKE SHORT-TERM LOANS.

Rationale:

At present the Board of Pardons and Paroles has a contract with the University of South Alabama for limited diagnostic and evaluative work. This program has met with limited success. The parole and probation supervisors should also be able to contract for diagnostic and evaluative work for those parolees and probationers who need it.

Additionally, services which are not readily available in the community to parolees and probationers should be contracted for by the supervisors. These services might include medical or dental visits, psychological counseling, family counseling, payment of expenses of job training and interviewing, and child care for parolees and probationers.

Because the majority of offenses are committed for economic reasons, the supervisor should provide to the offender instruction in the principles of financial management, including budgeting, loan information, savings plans, interest rate information, and guidelines to spending. As part of the reintegration of the offender into the community, short-term loans should be made available to support the parolee while he obtains a job or to aid in a financial crisis. The repayment of the loans, plus a small interest charge, could be made a condition of the parole; the manner of repayment may be varied according to the parolee's financial situation. These additional services should enable parolees and probationers to function under less strain and should increase the chances of a successful parole or probation.

Regions 3 and 6, including Jefferson and Mobile counties, account for 46% of the total probations granted and 36% of the paroles granted. Therefore, approximately 40% of the total \$87,000 in contracting monies and loans would be allocated to these two regions.

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Administrative action will be required.
- C. Cost of Implementation:

1. Contracting monies:	200 people × \$75	=	\$15,000
2. Loans:	80 people × \$250	=	\$20,000
			Total
			\$35,000

Impact:

Will provide social, psychological, and medical services not readily available in the community.

Will reduce the strain of reintegration into the community by making available financial education and short-term loans.

RECOMMENDATION NO. 4: THE BOARD OF PARDONS AND PAROLES SHOULD UPGRADE THE SALARIES OF ALL OFFENDER-CONTACT PERSONNEL.

Rationale:

In order to attract and retain capable personnel, the pay scale for probation and parole personnel must be competitive with salaries offered for similar positions in other areas. It is recommended that base salaries be raised by 10%. The recommended community resource manager should begin with the same salary as that of the field supervisors. However, since the community resource manager position potentially requires more training and more public relations work with the community, it is recommended that this position have a higher salary range. The investigative personnel will then have a lower salary range.

Because the high crime areas constitute a large portion of the state's population and have the majority of crimes committed, they will present the greatest need for personnel. With the upgrading of salaries, these areas will be able to hire and keep better personnel.

Implementation and Costs:

- A. Years of Implementation:
1973-74
- B. Administrative action will be required.
- C. Cost of Implementation:
Increased salaries by 10%, travel and equipment. (See Recommendation No. 4 in the chapter on probation and parole.)

Impact:

- Will provide a competitive pay scale to attract and retain capable personnel.
- Will reduce caseloads, to the benefit of the offender.

RECOMMENDATION NO. 5: A MEANS OF SETTING BAIL OR OTHER MEANS OF AVOIDING INCARCERATION SHOULD BE MADE AVAILABLE FOR THOSE PAROLEES ACCUSED OF VIOLATING THEIR PAROLE WHILE THEY AWAIT REVOCATION HEARING.

Rationale:

Presently, when a parolee is accused of a violation, he is incarcerated for a period of up to two months before being transferred to the Medical and Diagnostic Center at Mt. Meigs where a revocation hearing will be held. The parolee should be able to set bail to avoid incarceration during this period. Procedures should also be available to detain the potentially dangerous offender until his revocation hearing.

The revocation hearing examiner should grant on-site hearings to alleged parole violators. This will insure a speedy revocation hearing. The parolee awaiting a hearing should be able to avoid incarceration unless he poses a threat to himself or society. Because the majority of crimes committed are in the high crime areas, many of the on-site hearings will be in these areas.

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Administrative action will be required.
- C. There will be no cost to the state.

Impact:

- Will lessen the disruption of the parolee's family life and job.
- Will reduce the number of citizens who are incarcerated merely because of parole status.

RECOMMENDATION NO. 6: THE BOARD OF PARDONS AND PAROLES SHOULD CONTINUE TO PROFESSIONALIZE THEIR PERSONNEL BY EXPANDING AND UPGRADING THEIR PRESENT TRAINING PROGRAMS.

Rationale:

At present, newly employed supervisors intersperse their training with work experiences. The discontinuity of initial training leads to inadequately prepared supervisors in the field. An uninterrupted six-week recruit training period should be given, thus fully preparing the new supervisor for his field experience.

Cross-placement of personnel within the different component sections of corrections should expand knowledge of the entire system and promote appreciation of its varying functions. Also, exchange of staff between states for brief periods of training should encourage exchange of ideas and methods of extending services. With the expansion of the present system, there would be an increase in staff at the Criminal Justice Academy, design of long-term training objectives, and development of curriculum content. The academy should be expanded to incorporate training for all corrections personnel.

Implementation and Costs:

- A. Years of Implementation:
1973-1983

B. Administrative action will be required.

C. Cost of Implementation:

See Recommendation No. 7 in the probation and parole chapter.

Impact:

Will provide adequately trained personnel, and will improve quality of services.

Will result in reduction of recidivism.

RECOMMENDATION NO. 7: THE BOARD OF PARDONS AND PAROLES SHOULD UNDERTAKE AN EXTENSIVE RESEARCH AND EVALUATION OF THEIR PERSONNEL PROGRAMS AND SERVICES TO DETERMINE BENEFITS TO OFFENDERS AND SOCIETY.

Rationale:

A system of services becomes useless unless the services are constantly subject to stringent evaluation and monitoring. Evaluation indicates where the system is now and how well it is performing its present duties. Research can indicate how effective the system is in attaining its goals and what directions should be taken to obtain them. An integral part of both research and evaluation is the use of accurate, up-to-date records throughout the system. Without research and evaluation, a system will become stagnant and unproductive.

The Board of Pardons and Paroles has recently submitted a proposal for a Probation and Parole Information System. The proposal calls for instituting an in-house research system to provide base data and to assist in comprehensive planning. Because Jefferson and Mobile counties have the majority of offenders processed, they should be considered prime targets for pilot studies of research and evaluation.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. Cost of Implementation:

The major research projects will be budgeted to the research department of the unified corrections system. The in-house information system of the Board of Pardons and Paroles will work in close cooperation with this research department. For the budget of the statewide, in-house information system, see Recommendation No. 8 in the chapter on probation and parole.

Impact:

Will provide reliable base data for evaluating present services and for planning future research efforts.

Will result in more accurate knowledge of the potential use and benefits of probation and parole.

RECOMMENDATION NO. 8: THE BOARD OF PARDONS AND PAROLES SHOULD DEVELOP AN ACTIVE INVOLVEMENT WITH THE COMMUNITY AT ALL LEVELS, THROUGH COMMUNICATION AND PUBLIC RELATIONS EFFORTS, TO INCREASE PUBLIC AWARENESS AND UNDERSTANDING OF PROBATION AND PAROLE SERVICES.

Rationale:

The citizens of Alabama are rightfully disturbed about the level of crime in the state. It is easy for misunderstandings to arise if the public is not adequately informed. The role of all probation and parole personnel, especially those involved at local levels, should be to fully inform their community about the importance of probation and parole services in protecting the public through reduced recidivism.

The importance of recruiting public interest in, and assistance for, the paroled or probated offender needs to be stressed. As the community becomes aware of the needs of the offender and the reasons for his release on probation and parole, it should become more involved in the system and its success. If these efforts are made in the high crime areas, the percentage of people reached and helped would be higher than elsewhere in the state.

Active recruitment of volunteers from all occupations should be undertaken. Volunteer services should provide a strong link with the community and, additionally, provide personal contacts and interests for the offender. The high crime areas should be especially rich as sources for volunteers.

Implementation and Costs:

A. Years of Implementation:

1973-1983

B. Administrative action will be required.

C. There will be no cost to the state.

Impact:

Will result in increased community awareness and acceptance of probation and parole services.

Will encourage community volunteer services to assist in insuring a successful parole or probation.

JUVENILE JUSTICE

Description of Existing System in Jefferson and Mobile Counties

In Alabama, during 1971, there were 8,902 young persons brought before the courts who were alleged delinquent. Almost 72% of these cases were handled officially. Of these, 38.3% had charges dismissed, 50.4% were placed on probation or under supervision, and 11.3% were committed to institutions. Around 30% of all juveniles required shelter care pending disposition of their cases.

Juveniles were referred for the following reasons: (1) 42.6% for property crimes, (2) 31.4% for "status" offenses (e.g., truancy, runaway), (3) 7.4% for crimes against persons, (4) 4.8% for traffic-related offenses, and (5) 13.8% for other offenses (e.g., disorderly conduct, drunkenness, etc.).

During 1970, Mobile County ranked second in the state in rate of juvenile cases, with 62.9 cases per 10,000 population, and ranked third in rate of delinquency, with 40.88 delinquents per 10,000 population. During 1971, over 11% of the state's total delinquency cases and over 18% of juveniles committed to state institutions were from Mobile County.

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

On October 31, 1972, a survey was conducted in Jefferson and Mobile counties of the populations served by the following agencies: Jefferson County Family Court, Jefferson County Juvenile Detention Center, Mobile County Juvenile Court, Mobile County Girls Detention Home, and Mobile County Boys Detention Home. In addition, information regarding the Birmingham Youth Aid Bureau and the Youthful Offenders Development Center was obtained.

Jefferson County Juvenile Court

About 75% of the delinquents in Jefferson County are referred to the juvenile court by the police departments; most of the other referrals come from schools and parents. Upon initial contact with the court, the intake officer determines if the child needs immediate detention. If so, the child is detained for not more than 48 hours until a "detention hearing" is held. The purpose of this hearing is to decide if the child should be detained until the "preliminary hearing" which is held five to ten days after the detention hearing. At the preliminary hearing, a referee advises the child and his parents of their constitutional rights. At this time, if the child pleads guilty to the charges, his case can be disposed of. If the child does not plead guilty, the case goes to a "trial referee" (who is an attorney) for an advisory proceeding prior to a trial before the juvenile court judge.

The preliminary hearing referee and the trial referee take care of cases that can be handled without appearance before a judge. The child's parents may appeal any decision made by the preliminary hearing referee or the trial referee to the juvenile court judge.

There are seven levels of disposition available. In all cases, emphasis is placed on minimizing detention of the child.

1. The child is observed for a period of six months. If no other problems occur, the original case is dismissed.
2. The child may be placed on probation for a limited period of time. During this period, he is contacted by a counselor at least twice monthly.
3. The child can be placed on probation indefinitely until he passes the age limitations. During this period he may be required to see his counselor daily.
4. The child may receive a suspended sentence, entailing commitment to a state training school. However, in the meantime, he is placed on probation, with supervision. Probation violations can result in the child's being sent to the state school to serve the remainder of the sentence.
5. The child may be committed to a state institution.
6. The child may be committed to another state agency, such as Partlow State School (mental deficiency), Bryce Hospital (mental incompetency), or a private institution where he would be supervised by the local county juvenile agency.
7. A juvenile court judge may certify that the juvenile court can no longer effectively deal with the case. The child will then be transferred to an adult criminal court where he (if at least 14 years old) will be tried as an adult. A flow chart of this process is shown in Figure 33.

Jefferson County Juvenile Detention Center

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

Mobile County Juvenile Court

Although the Mobile County Juvenile Court hears cases involving delinquency, dependency, and neglect, this section focuses primarily on the juvenile delinquent. Delinquency referrals come from three main sources: (1) parents who are having difficulty managing their children, (2) truant officers who refer children for failure to attend school, and (3) police departments who refer children who have committed crimes. After the child has initially come into contact with the agency, an investigation is made to determine if further court action is necessary. If so, the child is released on bond until his trial, in the custody of either his parents or a guardian acting on behalf of the court. If the child is adjudged delinquent, the court has four options: (1) the child is placed on probation and released to a parent or guardian under the supervision of a court-appointed counselor; (2) the child is committed to a local detention center; (3) the court may decide to commit the child to a state industrial school; or (4) the judge may rule that the child is incorrigible and refer him to the Circuit Court, where the offender will be tried as an adult. If convicted, the young person can be committed to a state facility, such as Draper Correctional Center. A flow chart of this process is shown in Figure 34.

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

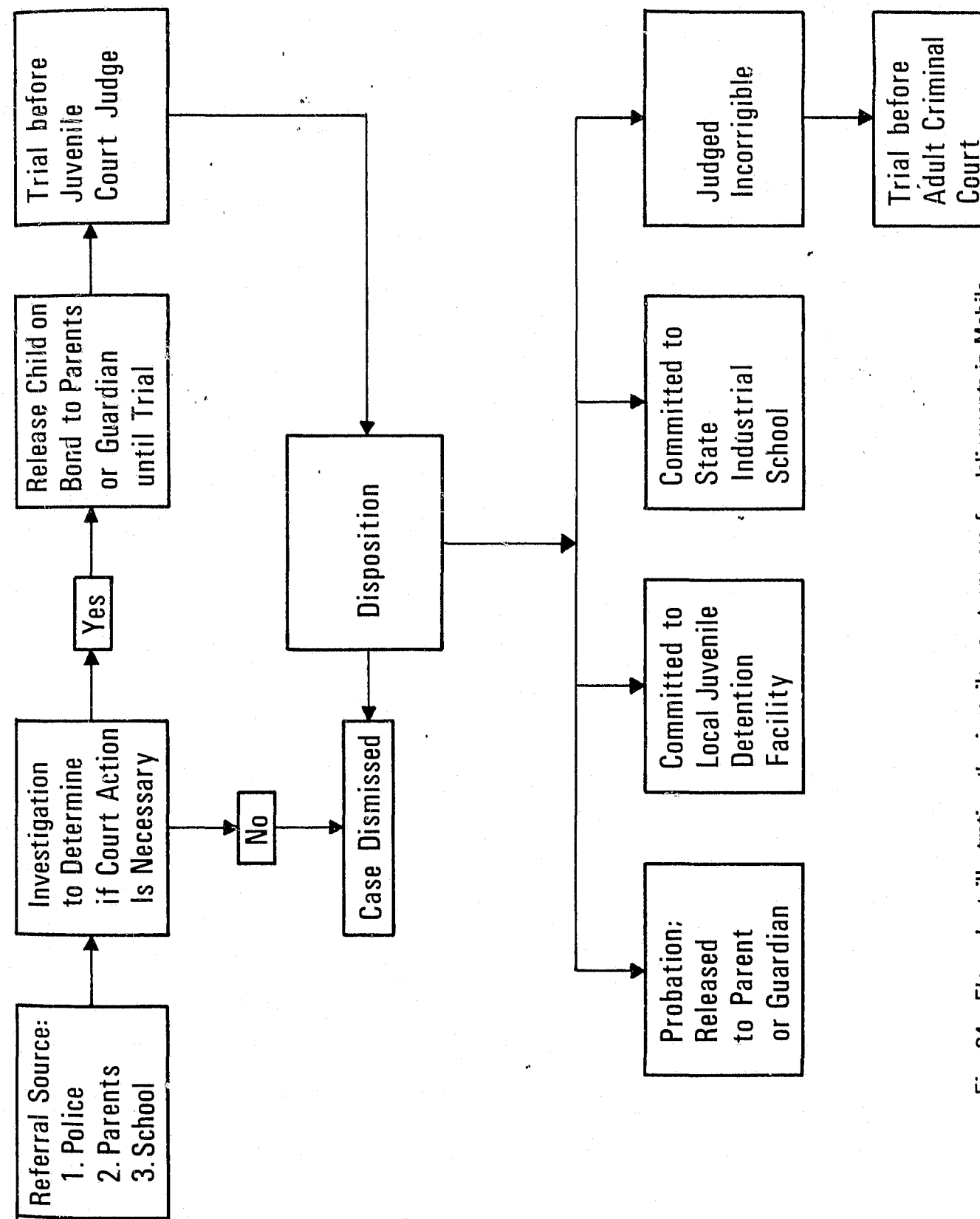


Fig. 34. Flow chart illustrating the juvenile court process for delinquents in Mobile services.

Mobile County Girls Detention Home

At the time of the survey, there were six juvenile girls residing in this facility awaiting trial. Of these, five were black and one was white; the average age was 13.3 years. Four of these girls were either employed or in school during the six-month period prior to incarceration. Of the six girls living in the home, four previously had been incarcerated, and four had been on probation, and four were charged with juvenile status offenses. Typically the girls are detained 18 days before trial.

Mobile County Boys Detention Home

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

A \$2,000,000 juvenile detention center will open in Mobile County in the summer of 1973. This facility is designed to house 75 detainees, as well as to provide shelter care for 12 abandoned or otherwise neglected children. This center will replace the two detention homes presently in use, and will receive cases from Mobile and Mobile County, and from the rest of Region VI which includes Baldwin, Escambia, Conecuh, Monroe, Clarke, Choctaw, and Washington counties.

Problems of the Juvenile Justice System in Jefferson and Mobile Counties

In general, juvenile corrections residential facilities are inadequate, understaffed, and underfunded. They should be used only as a last resort to incarceration in a jail. A community-based program is preferable.

As previously noted, Mobile County plans to open a new juvenile detention facility in mid-1973. However, the agency is severely understaffed, and the development of meaningful treatment programs has not kept pace with the development of physical facilities. More attention should be given to the development and implementation of a wider range of treatment-oriented programs.

Figures 33 and 34 illustrate the flow of a delinquent case through the juvenile justice system in Mobile and Jefferson counties, and point out the need for the development

of more alternatives to detention at the referral stage. For example, parents who bring in children with behavioral problems should be referred to other community resources (e.g., psychological clinics) that are more appropriately equipped to handle domestic behavioral problems.

Little effort has been expended in prevention and early intervention. This is unfortunate because intervention is more likely to be successful in a person's early years than in his later years. A regionally coordinated effort is needed to strengthen those programs of prevention which now exist, and to assist other counties which lack the resources to provide adequate juvenile treatment programs.

Over 31% of all juveniles labeled "delinquent" have committed age-status offenses. These offenses, including running away and truancy, are problems that are not handled best by detention in a jail. A social-counseling approach would be more appropriate in such cases.

Some persons entering the juvenile justice system are mentally and educationally retarded; others have alcohol or other drug abuse problems. Such persons will find few rehabilitative services extended to them while they are part of the juvenile justice system, and, thus, they should be transferred to other agencies better equipped to treat these problems.

Recommendations Pertaining to Juveniles

RECOMMENDATION NO. 1: THE URBAN AND RURAL AREAS OF ALABAMA SHOULD JOIN TOGETHER IN REGIONAL GROUPINGS TO BETTER THEIR INDIVIDUAL JUVENILE JUSTICE SYSTEMS THROUGH THE IMPLEMENTATION OF TREATMENT AND PREVENTION PROGRAMS.

Rationale:

A survey of the existing juvenile justice systems in the state indicates that there is much activity in the urban areas and almost none in the rural areas. It is the purpose of this recommendation to strengthen those programs of prevention and treatment which now exist, and to assist other counties which, because of their size, lack the resources to provide an adequate juvenile program. It is recommended that counties continue their present level of financial support and increase it where possible. Additional revenue from federal sources could be made available if the urban counties serve as regional sponsors. The Department of Youth Services should study the feasibility of future state subsidies.

It is essential that this work among juveniles be intensified, because it is at this point that behavior problems are most easily corrected. Thus, more serious criminal behavior may be prevented in the future.

It is suggested that Jefferson and Mobile counties, which have existing juvenile courts and facilities, work in cooperation with several surrounding counties by sharing diagnostic/evaluation/detention centers and by providing professional help. As a beginning point, it is suggested that Jefferson, Shelby, and Blount counties work together for this purpose. Mobile County should join Baldwin, Escambia, Clarke, Washington, and Choctaw counties. See Figure 35 for an outline of the organizational structure.

The sponsoring county should work for the appointment of a regional board represented by each county. The board would then become involved in planning and implementing delinquency and youth services. There should also be a youth advisory committee in each county to assist, and give input to, the regional program and to develop the delinquency work in each county. A project director who would fulfill the role of a community resource manager should be hired. His job would be to carry out the stated policy of the regional board in coordinating and encouraging public concern and interest in delinquency prevention and/or services.

The main task is for counties and towns to develop treatment and delinquency prevention programs and services. The following services have been tried and found successful: the coordination of volunteer services and training, enrichment programs in schools, juvenile officers associations, and the use of statistics/evaluation. It is strongly recommended that foster care homes be developed, and police departments be urged to organize juvenile units which would specialize in youth services. The Youth Aid Bureau of Birmingham and the Birmingham Youthful Offenders Development Center are examples of shelter and supervisory care programs.

Implementation and Costs:

- A. Years of Implementation:
1973-1983
- B. Administrative action will be required.
- C. Cost of Implementation:
 - 1. State subsidy: \$360,000 per year
1973: \$180,000

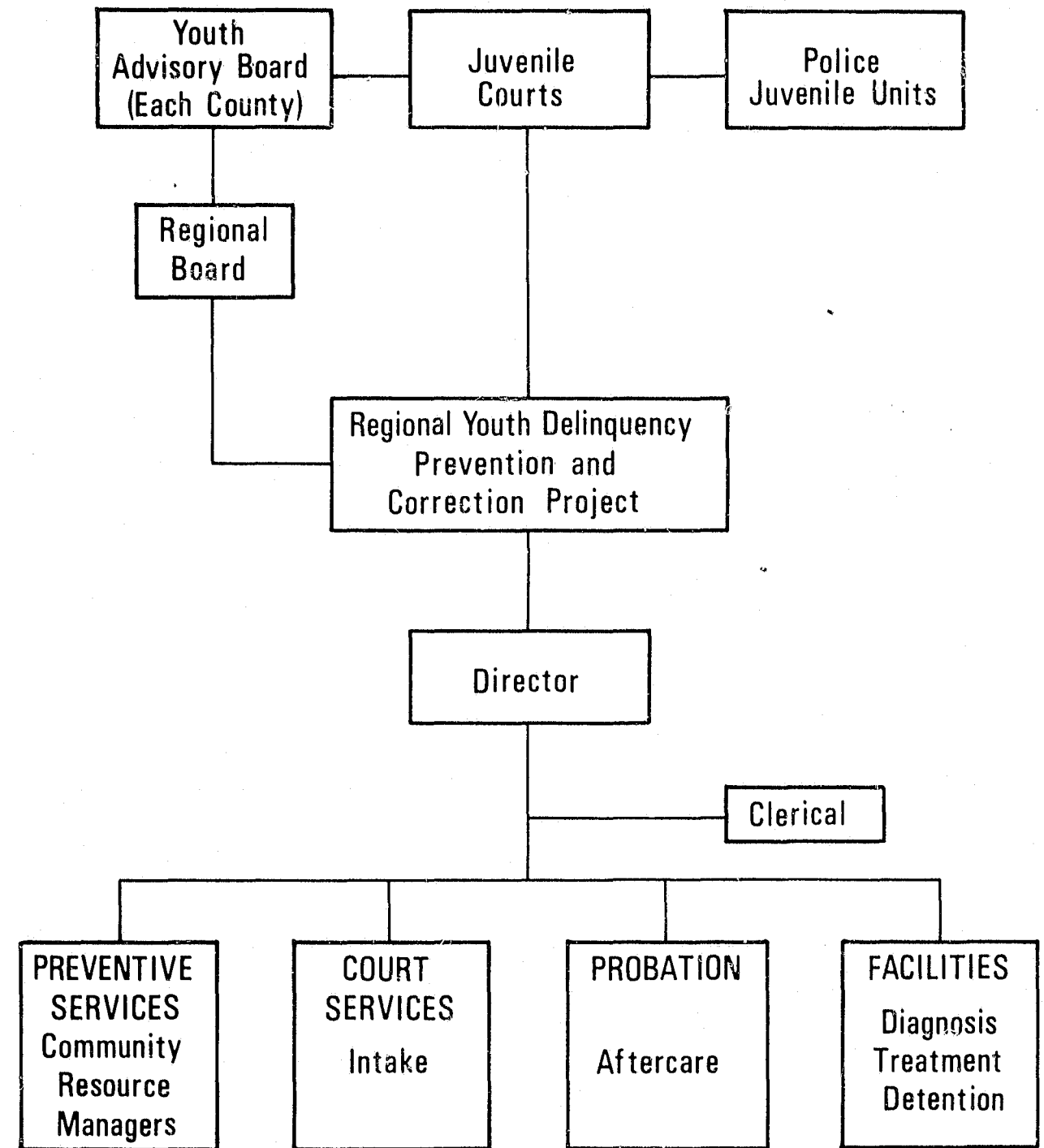


Fig. 35. Organizational chart for regional youth delinquency prevention and youth services.

This will replace the current state subsidy of 57 juvenile probation officers. The appropriation for the last biennium was \$184,000.

1974-1973

$$\$360,000 \times 9 \text{ years} = \$3,240,000$$

RECOMMENDATION NO. 2: THE DEFINITION OF DELINQUENT BEHAVIOR SHOULD BE CHANGED SO THAT ONLY THOSE JUVENILES WHO COMMIT AN ACT, WHICH WOULD BE PUNISHABLE AT LAW IF THEY WERE ADULTS, BE TERMED DELINQUENT.

Rationale:

This will abolish so-called "status" offenses for which juveniles are punished solely because of their age. These status offenders include runaways, truants, etc., whose problems must eventually be solved at the community level. Detention for any other reason than to guide such children to appropriate resources and agencies, merely delays solution and may further complicate the juvenile's problems. These children should be diverted as quickly as possible from the juvenile justice system. It is suggested that status offenders be handled in a manner similar to that employed in dealing with children classified as dependent and neglected.

In Alabama in 1971, there were 8,902 alleged juvenile delinquents. Their offenses included the following status offenses:

Running away	12.0%
Ungovernable behavior	8.7%
Truancy	7.3%
Possessing or drinking liquor	1.9%
Carrying or possessing weapons	.8%
Violation of curfew	.7%
	<u>31.4%</u>

Assuming that recent growth rates in delinquency continue, in 1983 there will be 4,922 delinquents in Jefferson County and 1,785 in Mobile. If the "status" offenses were abolished, the number of delinquents needing detention and treatment would be reduced to 3,367 in Jefferson County and 1,221 in Mobile County. (See Table 23.) Even though this is a substantial decrease in the number of children termed "delinquent," it still indicates a need for long-term detention and treatment facilities.

Implementation and Costs:

- A. Year of Implementation:
1973
- B. Legislative action will be required.
- C. There will be no cost to the state.

Impact:

Will remove those children with personal and familial problems from the juvenile delinquency category.

Will assure those juveniles of proper assistance.

TABLE 23
Projected Juvenile Delinquent Cases
in Jefferson and Mobile Counties
1983

	Projected Total Delinquents in 1983	Projected Number of "Status" Offenses	Projected Number of "True" Delinquents
Jefferson	4,922	1,555	3,367
Mobile	1,785	564	1,221

BUDGET SUMMARY

EXPLANATION OF BUDGET SUMMARY

Over the ten-year period of this plan, the total additional funds which will be required to implement the recommendations is \$55,713,279, as shown in the budget summary, or an average of \$5,571,328 per year. This figure was obtained by adding the current and additional costs of each correctional component and then subtracting the current budgets, savings, and earnings. The various composite figures can be found in each sectional table giving the implementation and cost summaries. When considering these figures, one should bear in mind that costs, savings, and earnings are calculated on 1972 as a base year, with no attempt to predict future economic factors such as inflation, currency devaluation, etc.

The explanation on the budget summary indicates that there will be a capital outlay of some \$63,000,000 if the old system is maintained instead of replacing it with the Master Plan recommendations. There will be, in addition, a rising crime rate calling for more space and maintenance costs which will continue to increase. If the recommendations are implemented, there will be incalculable savings in recovery of lost personal income and taxes, in reduction of welfare costs, and in terms of reducing the loss of property from criminal offenses.

The conclusion that is drawn then is that the Master Plan recommendations can be implemented at a lower cost than the present existing system can be maintained. One should also note the fact that, in addition to the reduced cost, there will be a reduction in crime and recidivism due to the impact/effectiveness of the Master Plan recommendations.

SYSTEM-WIDE IMPLEMENTATION AND COST SUMMARY

Recommendations	Fiscal Year										
	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	Totals
1. Unification of System	0	0	711,352	710,452	714,552	647,652	651,752	655,032	657,082	659,132	5,407,006
2. Regionalization of System	415,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	345,100	3,521,000
3. Jail Summary	865,000	945,000	865,000	865,000	425,000	425,000	425,000	425,000	425,000	425,000	6,090,000
4. Juvenile Justice Summary	3,590,500	3,565,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500	3,425,500	34,560,000
5. Probation and Parole Summary	2,464,309	2,510,444	2,475,474	2,578,116	2,661,067	2,763,369	2,866,320	2,947,134	2,995,747	3,045,380	27,307,360
6. Adult Male Corrections	9,930,960	16,960,960	12,576,960	12,751,160	19,425,360	12,847,760	19,450,960	13,062,360	13,104,560	13,104,560	143,215,600
Gross Costs	17,265,869	24,327,004	20,399,386	20,675,328	26,996,579	20,454,381	27,164,632	20,860,126	20,952,989	21,004,672	220,100,966

Ten Year Total	220,100,966
Less Current Expenditures	117,702,330
Less Savings/Earnings	28,315,357
Net Additional Cost*	\$ 74,083,279

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

APPENDIX A
 Lists of Tables and Figures for all Volumes
 of the Master Plan

List of Tables for all Volumes of the Master Plan

VOLUME ONE

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

VOLUME TWO

- Table 1 Unification and Regionalization Implementation and Cost Summary
- Table 2 Occupant Capacities of Responding Jails
- Table 3 Total Jail Population Over One Year by Group
- Table 4 Pre- and Post-Trial Prisoners in Total Jail Population Over One Year
- Table 5 People Processed in Local Jails by Year and County, 1968-1972
- Table 6 Projections by Local Officials of People to be Processed
- Table 7 Jail Implementation and Cost Summary
- Table 8 Number of Paroles Granted and Revoked from 1966 Through 1971
- Table 9 Number of Probations Granted and Revoked from 1966 Through 1971
- Table 10 Board of Pardons and Paroles Costs of Operation, 1971-1972
- Table 11 Projected New Personnel by Position and Year
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