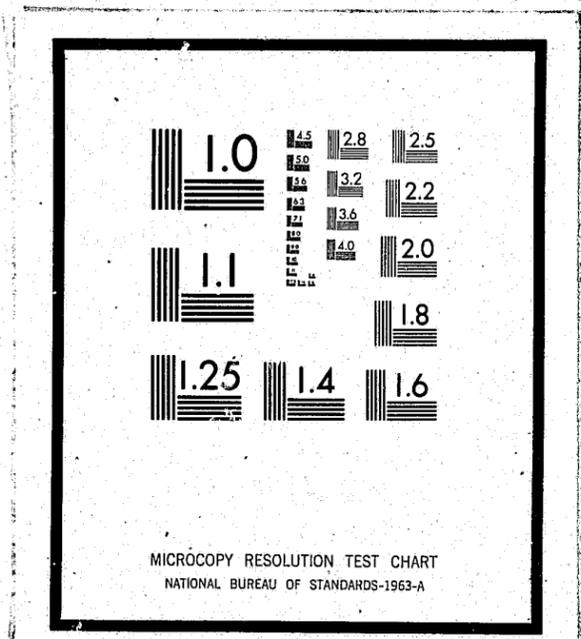


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SELECTED PROJECT EVALUATIONS

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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed

7/23/75

16307

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# DIVISION OF CRIMINAL JUSTICE

Department of Local Affairs

1525 SHERMAN, ROOM 328  
DENVER, COLORADO 80203  
PHONE: 303-892-3331

GEORGE S. JOHNSON, *Director*  
JOE C. MURDOCK, *Deputy Director*

The following thirteen projects were chosen for evaluation to present an overview of the projects funded through the Division of Criminal Justice. The projects represent \$4,337,776 federal Law Enforcement Assistance Administration expenditures and \$5,646,178 of total expenditures.

The evaluated projects represent the police, courts and corrections areas as well as state and local agency sponsorship. Project selection also covered each of the four functional categories of the 1973 Comprehensive Plan:

1. Alleviating Conditions that Cause Crime.
2. Intervening in Criminal Careers.
3. Reducing Opportunities for Crime.
4. Increasing the Risk in Crime.

STATE OF  
COLORADO

RICHARD D. LAMM  
*Governor*

BETTY MILLER  
*Executive Director*  
*Department of Local Affairs*

February 10, 1975

State Council on  
Criminal Justice

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National Criminal Justice  
Reference Service  
Law Enforcement Assistance  
Administration  
U.S. Department of Justice  
Washington, D.C. 20530

Dear Sir:

Enclosed please find five copies of a recent evaluation effort made by the Colorado Division of Criminal Justice.

Sincerely,

*Linda Schachter*  
Linda Schachter  
Research Assistant

LS:vh

Encl.

16307

<u>Title</u>	<u>Location</u>	<u>Region</u>	<u>Category</u>	<u>Functional Category</u>	<u>Page</u>
Boulder Juvenile Specialist Program	Boulder	III	Police	2	1
Operation Identification	Denver	III	Police	1	5
Social Services For Predelinquent/Delinquent Youth	Jefferson County	III	Police	3	11
Police to Partners	Denver	State	Police	2	17
Burglary Tactical Unit	Wheat Ridge	III	Police	4	27
Burglary Prosecutor Specialist	Larimer County	II	Courts	2	37
Young People's Home (EKOS House)	Pueblo	VII	Corrections	2	42
Weld County Youth Service Bureau	Weld County	II	Corrections	2	47
Mesa County Work Release	Mesa County	XI	Corrections	2	51
Adult Forensic Services	Colo. Spgs.	IV	Corrections	2	57
Closed Adolescent Treatment Center	Denver	State	Corrections	2	77
Intensive Probation and Parole Supervision Program	Denver	State	Corrections	2	97
New Pride	Denver	III	Corrections	2	110

Functional Category

- 1 Alleviating Conditions that Cause Crime
- 2 Intervening in Criminal Careers
- 3 Reducing Opportunities for Crime
- 4 Increasing the Risk in Crime

Title: Boulder Juvenile Specialist  
Program

Location: Boulder

Region: III

Funding Amount in Total:

Project Numbers: 74-2A-4-C3-06,  
72-A3-11-P3-190

LEAA -	\$84,104
State/local cash -	20,940
In-kind match -	16,736
Total	<u>\$121,780</u>

Project Duration:  
January 1973 to June 1975

### Problem

The basic problem prior to the project inception was the lack of a systems orientation for youth services in Boulder County, and poor communication between law enforcement, other youth serving agencies, and other components of the juvenile justice system. All youth cases handled by the Sheriff's Department or Police Department were routinely referred to Juvenile Court resulting generally in ineffective handling of court cases. Boulder County's youth population was 21,400 in 1971, and has increased since that time. Juvenile arrests made up 27 percent of all arrests in the county.

### Project Description

Four juvenile specialists (two in Boulder Police Department, two in Sheriff's Department) were hired.

The Boulder County Sheriff's Juvenile Specialists are responsible for the investigation of any offense allegedly involving a juvenile that has been brought to their attention. After an interview with the youth and his parents, the specialist makes a decision to either divert the youth from the juvenile justice system or refer him to court.

In the Boulder Police Department, investigative work is conducted by staff detectives. Upon completion of the investigation the youth is referred to the specialists for disposition.

Thus the modus operandi of the two departments differs somewhat, with the police specialists emphasizing community prevention and diversion while the sheriff's unit has concentrated on improving the quality of casework and handling of juvenile offenders.

### Objectives

1. Improve police/sheriff interactions with other agencies in the criminal justice system.
2. Create an interface with other youth service agencies.

3. Reduce the proportion of youth referred to the Juvenile Department of the District Court from 8.8 percent to 6.8 percent.
4. Achieve a positive attitude change on the part of police/ sheriff officers toward youth, and vice versa.
5. Increase the number of referrals to the Youth Services Bureau (YSB) by 25 percent.
6. Participate in the development of a central juvenile index.
7. Reduce referrals to the Pupil Services Division by 5 percent.

#### Methodology

Information gathered for this report was originally the product of a Region III staff monitoring visit and report in October 1973, and the interim and final yearly report of the Behavior Research and Evaluation Corporation, consultant to the project. This evaluation is based on an examination of the original project objectives, compared with goals achieved at the end of the first year of operation.

The evaluation covers the period from March 1, 1973 through March 30, 1974. Since training occupied a large part of the specialists' time during the first month or two of the project, the statistics do not represent a full year of actual operation.

#### Results

Objective 1: Improve police/sheriff interactions with other agencies in the criminal justice system.

Interviews with probation and court personnel suggest that significant progress has been made toward realizing this objective.

Objective 2: Create an interface with other youth service agencies.

Interviews with representatives of youth service agencies, as well as letters of support written following a year's operation, indicate that a strong interface has been created.

Objective 3: Reduce the proportion of youth referred to the Juvenile Department of the District Court from 8.8 percent to 6.8 percent.

Based on an analysis of the first three quarters of FY 74, this objective is being met. The current percentage is 3.1, down from 8.8 percent. 57 percent of juveniles handled by police/specialists were diverted from the criminal justice system and 75 percent of the juveniles were screened out of the justice system by the sheriff's/ specialists.

Objective 4: Achieve a positive attitude change on the part of police/sheriff officers toward youth, and vice versa.

Interviews with police officers suggest that there has been some positive change in general attitudes towards youth which is probably due to the activities of the juvenile specialists. There is less evidence of a similar change among Sheriff's officers. With regard to attitudes of youth towards police/sheriff's officers, the bulk of the juveniles interviewed expressed positive feelings about the specialists. It is not clear, however, whether their attitudes were influenced by interaction with the program.

Objective 5: Increase the number of referrals to the Youth Services Bureau (YSB) by 25 percent.

This objective was achieved. By March 1974, the Sheriff's Department had referred 16 youths to the YSB, and the Police Department had referred 41, an increase greater than the proposed 25 percent.

Objective 6: Participate in the development of a central juvenile index.

Preparations are complete for the central index; it will be fully operational shortly.

Objective 7: Reduce referrals to the Pupil Services Division by 5 percent.

This objective has not been met. Referrals to the Pupil Services Division have increased 25 percent. These figures may indicate, however, the success of the specialists in discovering and dealing with previously unreported problems, or problems which were previously considered to be of low priority.

Three items which were not measured by the stated objectives of the project are nonetheless relevant to an evaluation of its success.

The first is the total number of youth contacts on law violations:

Sheriff's Department	418
Police Department	736

The second is the number of juveniles involved in more than one violation:

Sheriff's Department	60	(14.3%)
Police Department	70	(9.5%)

The third is the total number of other (non-violation) contacts:

Sheriff's Department	1,815
Police Department	6,272

Another significant development is the decision by the Sheriff's Department to expand the Juvenile Specialist Program, adding two specialists, to be funded entirely through the department budget. This suggests a sincere interest and commitment to the project.

Also indicative of an acceptance and appreciation of the project are the letters of strong support written by seven major youth serving agencies in the Boulder area. (Boulder Mental Health, Attention-House, District Court, Probation, Department of Social Services, etc.)

#### Summary and Conclusions

Results of the evaluation show that the Juvenile Specialist Program achieved most of its stated objectives, and in some cases had even greater successes than anticipated (such as reduction of referrals to juvenile court and increase in referrals to the Youth Services Bureau ).

In the single case where the measurable objective was not attained (that of decreased referrals to the Pupil Services Division), further investigation revealed that the specialists had impacted favorably on the school system, a fact which was not assessed by the terms stated in the objective.

Subjective data, such as interviews with youths, law enforcement officers, and representatives of other youth service agencies, also indicate the success of the project.

In conclusion, the Juvenile Specialist Program seems to have been even more successful than anticipated. Interest in the project is high in the Boulder Community, and all indicators point to the continued success of the project.

Title: Operation Identification

Location: Denver

Region: III

Project Numbers: 73-IC-0029-(1)-18,  
72-IC-0029-(2)-58

Funding Amount in Total:

LEAA - \$411,870

State/local cash - 46,003

In-kind match - 99,320

Total \$557,193

Project Duration:

October 1972 to May 1975

#### Problem

This project is directed toward burglary reduction. Crime statistics for the City of Denver indicate that burglary has the highest frequency of impact crimes. Denver ranks 3rd highest in burglary of the eight Impact Cities. There were 16,750 burglaries reported to the police in 1972 which amounts to 3,350 burglaries per 100,000 population, or more than twice the national average rate (Tables 1 and 2). The City of Denver currently is averaging nearly 45 crimes of burglary per day. While burglaries reported to the police are increasing in numbers, the rate of clearance and subsequent recovery of stolen property tend to be very low.

Paramount to recovery is the problem of the police making identification of stolen property. Most victims fail to record the serial numbers of their property, even when the item has one; and rarely does a householder add a scribed identification mark. As a result, it is extremely difficult for police investigators to identify recovered property -- even if they know it is stolen. Further, many items of recovered property are never claimed from the Denver Police Property Bureau because the rightful owner cannot be contacted.

Table 1

Average Number of Reported Burglaries Per Month - Denver

Type	1970	1971	% Change	1972	% Change
Residential	767	776	+9	927	+151
Commercial	533	599	+6	522	-17

Source: Denver Police Department

Table 2

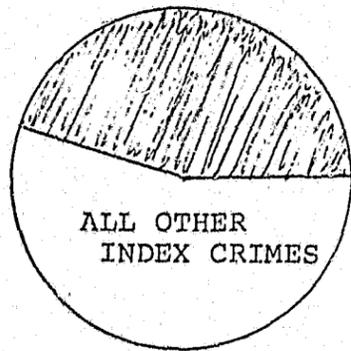
Denver Burglary Trend in Absolute Numbers

OFFENSES

<u>1971</u>	<u>1972</u>	<u>Increase</u>
15,228	16,750*	9.5%

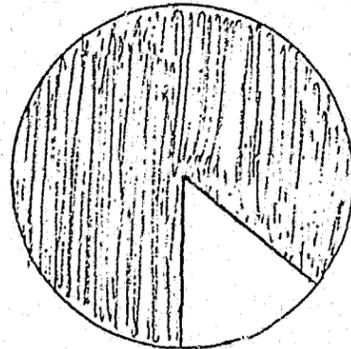
\*includes projected figures for December

BURGLARY



42.3% of Index Crime (Murder, Rape, Robbery, Aggravated Assault, Burglary, Larceny, Auto Theft)

BURGLARY



Other Impact Crime

82% of all Impact Crime (Rape, Robbery, Burglary, Assault)

1972 figures

In Denver:

- 45 burglary offenses are reported each day.
- Burglary amounts to 50.2% of all the property crimes reported.
- Residential burglaries occur twice as often as non-residential burglaries.

Source:

Denver Police Department - Data Center

The magnitude of burglary in Denver indicates a major problem. Too frequently citizens view crime as a police problem and are often not concerned with criminal activity until they become victims. Burglary, like any crime, is essentially a community problem; and its reduction requires the harnessing of community resources.

Analysis of the type of property stolen in Denver indicates that out of 8,211 burglary offenses sampled, the largest amount of stolen merchandise (27.4% or 2,248 cases) was TVs, radios, and stereo equipment. This type of equipment typically came from residential burglaries and was unmarked. The return of many of these items to their rightful owner would be expedited through an engraving program. Secondly, had the owners displayed a decal showing their participation in a property identification program, they might not have become victims in the first place.

A loss summary provides the following breakdown:

Estimated total dollar value loss .....	\$2,859,459
Estimated total dollar value recovered .....	\$ 255,660
Estimated average dollar value per burglary ...	\$ 347
Estimated average dollar value recovered per burglary .....	\$ 31

Project Description

The Denver Police Department's burglary reduction program is a many faceted approach; but the most important aspect is centered on influencing the community to help themselves. The problem as analyzed is to create a project which allows for:

1. Citizen participation in a self-protection program.
2. Identification and recording of citizen's frequently stolen items (T.V., radios, etc.) to facilitate return of stolen property and the disclosure of property as stolen.
3. Provide for increased residential security measures to prevent burglaries of opportunity.

Objectives

The major objective of Operation Identification is to effect a measurable city-wide reduction of 2% in the incidence of burglary, as an integral part of the Police Department's total anti-burglary program by concentrating on victim prevention measures.

Specific objectives of Operation Identification are:

1. Reduce the number of residential burglaries in District III by 10% in a 12 month period.
2. Enroll at least 25% of the residential dwellings in District III.

3. Increase by 50% the value of stolen property returned to the rightful owner in District III.
4. Increase the clearance rate of burglary in the operational area by 5% over the 1972 rate and 10% over the 1973 city-wide rate for the Operation ID homes.
5. Decrease citizen apprehension over being burglarized.

#### Methodology

Evaluation of this project was based upon a comparison of project objectives with available data from all relevant sources for the time period of October 30, 1972 to June 30, 1973.

#### Results

Objective 1: Reduce the number of residential burglaries in District III by 10% in a 12 month period.

There are several different methods of assessing this objective. One is to compare the same period for 1972 to that of 1973 (January 1 to June 30). For 1972 the total number of actual burglaries in the target area (District 3) was 2,043. During the same time period in 1973 the target area burglaries (actual) totaled 1,739, a decrease of 304 from the previous year. The percent decrease was 14.9 from that in 1972, exceeding the stated objective of 10% by 4.9%. The decrease in actual residential burglaries for the district was 230, from 1,425 to 1,195. The percent decrease from 1972 to 1973 (6 month period for both years) was 16.1% which exceeds the reduction objective by 6.1%. For non-residential burglaries there were 68 fewer burglaries in the same time period in 1973 than in 1972. The percent decrease was 10.8 which exceeds the reduction objective by 0.8%.

Another method of assessing the overall burglary reduction objective is to compare the decrease in District 3 from 1972 to 1973 with the changes in the other three districts for the same time period. These comparisons involve many difficulties. The comparability, on variables related to reported and actual burglaries, between the target area (District 3) and the other three districts is questionable in terms of demographic information, types of burglars and other criminals operating in the area, activities (including impact projects) designed to reduce crime, routine police operations, etc. However, for general interest and overall evaluative purposes it should be noted that all burglaries decreased between the first 6 months of 1972 and the first 6 months of 1973 by 18.1% in District 2 and by 23.9% in District 4 while there was an increase of 28.2% in District 1. It should be noted that the Special Crime Attack Team (SCAT, Grant Number 72-IC-0029-01) was operative in parts of Districts 2 and 4 during this time period with much of its activity involved in burglary prevention. The SCAT project was also operative in parts of District 3 between the middle of April and the end of June 1973. The overall decrease for the city between the first 6 months of 1972 and the first 6 months of 1973 was 10.9%. Again, it should be emphasized that comparison with other districts or the city as a whole is not the

best basis for determining the effectiveness of the project. However, as a very gross interpretation of the above data it may be said that impact projects such as SCAT and Operation ID may have played an important role in the reduction of burglary in Districts 2, 3, and 4. An interesting point is that District 1, which showed a substantial increase in burglary from 1972 to 1973, did not at the time have any impact projects. To summarize, the use of other districts as comparisons presents many methodological problems for interpretation and the results obtained are equivocal. However, there is some evidence that Impact police projects (SCAT and Operation ID) have been influential in reducing burglary during the first 6 months in 1973 from the same time period the year before.

Still another method of comparison is to compare households in District 3 which participated in Operation ID (enrollees) with those that did not, in terms of rate of burglary. We will make the assumption that participating households do not differ from non-participating households along dimensions which relate to the probability of being burglarized except for the Operation ID sign and the engraving of valuable items. No data are available to test this assumption. There was a total of 11,438 enrollees in the project. During the six months only 32 of these were burglarized, or .3%. For those households (estimated from census data) in the district not enrolled there were 1,707 actual burglaries, or approximately 3% - 1,707/61,593. There were approximately 10 times the number of households burglarized that were not enrolled than among those which were enrolled. (Again, assuming participating households do not differ from non-participating households, the data suggest that enrollees have a much lower probability of being burglarized than non-enrollees.) These data present more evidence on the possible influence of Operation ID on burglary reduction:

Among the 32 burglaries for ID enrollees only 8 marked items were stolen. The total value of the marked items stolen was \$4,004.

The marked items are likely to be of more value than unmarked items (with the exception of jewelry, furs, etc.). Almost \$48,800 worth of marked items were not stolen in the 32 burglaries. Less than 3% of the marked items were stolen where there was a burglary. The average loss per burglary for the 32 burglaries (marked and unmarked items) was \$249.37 in contrast to an average loss of \$413.19 in the 1,707 burglaries on non-enrollees in District 3.

Objective 2: Enroll at least 25% of the residential dwellings in District III.

A total of 11,438 units (households and non-residences) was enrolled (items marked, inventories completed and filed with the police department, and the Operation ID sign displayed). The initial estimate of household units (excluding non-residences) for the area was 42,799. The total number of enrollees was 26.7% of this estimate, slightly exceeding the goal of 25%. The estimate of 42,799 was shown later to be incorrect. Estimates from census data were 73,031 households. However, the project manpower, budget and operations were based on the initial estimate of 42,799. In this light, objective 2 has been met.

Objective 3: Increase by 50% the value of stolen property returned to the rightful owner in District III.

Unfortunately the attainment of this objective of an increase of 50% in recovery of ID-marked items is meaningless. As mentioned previously, only eight items were stolen which were marked of the total 283 marked items among those who were burglarized. Only 2.8% of the marked items were taken in the 32 burglaries. In the project a total of 102,942 items were marked. None of the eight marked items stolen had been recovered by the end of June 1973. The extremely small number of marked items stolen made the recovery objective unimportant in terms of aggregate statistics.

Objective 4: Increase the clearance rate of burglary in the operational area by 5% over the 1972 rate and 10% over the 1973 city-wide rate for the Operation ID homes.

With respect to the activities of Operation Identification, increased clearances should be relevant mainly to the burglaries occurring to enrollees. It is expected that other burglaries should also be cleared by the arrest of suspects for burglaries of ID enrollees. Clearances for burglaries of ID enrollees are not available at this time because the recordkeeping does not allow such a breakdown. Clearances are long-term activities which cannot be fully assessed during a short follow-up period subsequent to the burglary. The very low volume of burglaries of ID enrollees also makes this objective somewhat less important, from a statistical point of view. It should be noted that the percent of burglaries cleared by arrest decreased in the first six months of 1973 from 1972 by 5.7% for District 3.

Objective 5: Decrease citizen apprehension over being burglarized.

No definitive quantitative data on the decrease of citizen apprehension of being burglarized is available. The public acceptance of the project has been good and many have expressed pleasure at the service performed by the police department. Comments made by enrollees to project staff would lead one to believe that many felt safer than previously by being enrolled in the project. In order to obtain more precise data concerning this objective, a systematic survey of enrollees and non-enrollees would have to be undertaken.

#### Summary and Conclusions

Although the evidence of burglary reduction in District 3 from the previous year and the lower rate of burglaries among enrollees than non-enrollees can be interpreted in terms other than the influence of Operation Identification, the data are also congruent with the hypothesis that the project activities lead to a reduction of burglary.

Overall, it appears the project has merit for attaining a reduction in the crime of burglary. In view of observations made to date, perhaps some of the original objectives should be realigned to permit improved assessment in the future.

Title: Social Services for Predelinquent/  
Delinquent Youth

Location: Jefferson County  
(Golden and Arvada)

Region: III

Project Numbers: 74-2A-(11)-C3-71,  
73-2A-13-C3-130

Funding Amount in Total:

LEAA - \$ 97,684

State/local cash - 47,991

Project Duration:

September 1973 to September 1975

Total \$145,675

#### Problem

This proposal is related to delinquent and predelinquent behavior in Jefferson County. To define our terms, we will consider a juvenile delinquent as "a minor who commits a delinquent act as defined by law, and who is adjudicated as such by an appropriate Court". Most Juvenile Court laws define as a delinquent a juvenile who violates any state or local law, or commits any act that would be considered a crime if committed by an adult. In addition, however, most statutes define delinquency as those acts which are violations of laws only when committed by children: truancy, running away, incorrigibility and ungovernable behavior.

Predelinquency, on the other hand, generally refers to an offense carrying legal sanctions only for children. Predelinquency may or may not lead to actual delinquency, but is nevertheless defined as deviance, deviance meaning deviation from a societal norm of some kind or another. Of course this definition of deviance will encompass mental illness also.

The definition of "Children in Need of Supervision" in the Colorado Children's Code conforms with the above definition of predelinquent behavior. To further define specific behavior which may be considered delinquent or predelinquent type behavior, we can enumerate specific crime problems with which the proposed program would deal. The specific crime problems addressed by the project are:

- (1) Assault
- (2) Burglary
- (3) Shoplifting
- (4) Car Theft
- (5) Vandalism
- (6) Vagrancy
- (7) Incorrigibility
- (8) Running Away
- (9) Truancy
- (10) Endangering Oneself--suicide

The above behaviors relate to children engaged in dangerous activities, either to themselves or to others in the community. We realize that such behavior may occur in varying degrees, and at this point feel that it is impossible to determine whether or not the degree and extent of behavior has any real impact on whether or not a child may be considered predelinquent or delinquent.

Jefferson County is the fastest growing county in the metropolitan area. This may be shown in terms of a population growth of 10.5 percent per year. Concomitant with this growth is an increase in predelinquent and delinquent behavior within the county. However, the rate of increase in predelinquent and delinquent behavior has increased 6.3 times as much as has the population during the time period of 1969 through 1972. One of the target areas, Arvada, reports that 860 youths were processed through the Police Department because of predelinquent or delinquent behavior in 1971, and 934 youths were processed in 1972. Golden's target area reports that at least 25 percent of police time is spent on juvenile problems. The rate of youths processed and police time spent is continuing to increase in both areas. In the control area of Lakewood, 1235 youths were taken into temporary custody in 1971 for predelinquent/delinquent behavior. Even with these figures there is a lack of sufficient data available to make precise conclusions regarding the rate of and causes of predelinquent and delinquent behavior. What is clear is that the police percentage of time spent on juvenile problems is definitely increasing.

#### Project Description

The general scope and structure of this project was to establish the initial unit of five Workers, a Clerk, an Analyst, and a Supervisor within 30 days of the grant approval. This unit was to function for the duration of the grant. The initial tasks include organizing the unit with the agency's administration, procuring necessary training to become operational, beginning community liaison work about the project, planning jointly with law enforcement agencies, and establishing, on a limited basis, 24-hour crisis intervention service to police departments within the target areas. Other responsibilities of the unit are in the areas of gaining background on the evaluation process--the data collection and assessment system--and program planning. Some of the more experienced staff are incorporated into this unit to facilitate the program. The implementing agency is the Jefferson County Youth Center which is the county juvenile detention facility. The center has been operating at capacity (25 children) since opening in August 1970. The target area for purposes of this project is Arvada and Golden.

The initial and any subsequent units will increase capabilities and services provided in the community by:

1. Having a specialized unit to deal with predelinquent and delinquent youths (which does not exist now).
2. Providing joint counseling and crisis intervention with local law enforcement agencies upon request.

3. Providing operational screening team, liaison team, and referral team in the School System.
4. Providing shelter care for youths upon the request of Law Enforcement agencies (we do not have this capability at this point).
5. Implementing a data collection system to identify various variables and problem areas, as well as an accompanying evaluation system to assist in overall community planning.

In summary, the project will provide more joint community planning, more integration of community resources, and more intensified services (on a limited basis initially) to law enforcement agencies within the county.

In general, the impact of this project on law enforcement activities is designed to do the following:

1. There will be joint intervention by the Department of Social Services and local law enforcement agencies in crisis situations involving predelinquent and delinquent youths.
2. There will be family involvement rather than court intervention in the crisis situation when appropriate. In most cases the child will be maintained in the community, rather than involved in out-of-home placement or institutionalization. It should be noted that direct court intervention is sometimes the appropriate course of action, and the project is in no way intended to infringe upon this. In cases where an officer, a person in the correctional field, or a person in the service field feels that it is legitimate, court intervention will be avoided.
3. There will be a general reduction in placements of youths in detention facilities and correctional institutions.
4. There will be a reduction in time spent by local law enforcement agencies on juvenile problems, and an increase in effectiveness of community agencies in dealing with predelinquent/delinquent problems.

#### Objectives

The objectives of the project are identified as:

1. Reduce Youth Center population by 10 percent.
2. Reduce police time by 8 percent on initial contacts and repeat contacts with previously identified predelinquent and delinquent youths.
3. Reduce number of court filings regarding predelinquent and delinquent children by 20 percent.

4. Reduce number of children sentenced to the Department of Institutions by 5 percent.
5. Reduce number of detention hearings by 20 percent.
6. Reduce truancy rates as identified through the Juvenile Court system by 5 percent.
7. Reduce number of children in shelter and long-term placement facilities by 10 percent.
8. Reduce rates of predelinquent/delinquent behavior as measured by the criteria (Set forth in the grant proposal) by 11 percent by the end of the first year.

#### Methodology

Essentially the evaluation process involved comparison of objectives with available data from all sources. In the absence of adequate baseline data relevant to the stated objectives, a comparison is made between project data (observed) and the expected results based upon the population relationship between the target area (Arvada and Golden) and the remainder of Jefferson County. Since the target area comprises approximately 19.6 percent of the Counties' youth population, it is anticipated that the target area will generate approximately 19.6 percent of the juvenile workload in the county. It is assumed that characteristics of youth are not significantly different in the two areas.

#### Results

The results are inclusive of a nine month period (i.e. October, 1973 - June 1974). The goals and results are as follows:

Objective 1: Reduce Youth Center population by 10 percent.

For comparative purposes the numbers used are total number of "child detention days". The expected ratio of Arvada/Golden youth to the remainder of Jefferson County youth to be admitted is 1 to 4.11 ... a ratio based on the youth population of the county. To date the actual ratio is 1 to 10.53. The reduction from the expected ratio is 60.97 percent compared to a goal reduction of 10 percent.

Objective 2: Reduce police time by 8 percent on initial contacts and repeat contacts with previously identified pre-delinquent and delinquent youths.

There is no direct way to measure this variable at this time, since the police departments do not have the time or manpower to provide information on numbers of repeat contacts. It is estimated by members of the Arvada P.D., that on cases where youth must be referred to the Youth Center, police time is reduced from 60 to 15 minutes. The function of transporting is assumed by members of the Adolescent Team.

Objective 3: Reduce number of court filings regarding predelinquent and delinquent youths by 20 percent.

CHINS filed by the agency will be compared to CHINS filed by the Arvada/Golden Adolescent Unit. The agency percentage is 59 filings per 412 cases which is 14.3 percent. The percentage for the Adolescent Unit is 7 filings per 132 cases which is 5.3 percent. The observed ratio is 7/59 or 1 to 8.43. The expected ratio would be 1 to 4.11. Reduction from the expected ratio was 48.8 percent compared to the goal of 20 percent.

Objective 4: Reduce the number of children sentenced to the Department of Institutions by 5 percent.

There have been 7 children sentenced to the Department of Institutions from throughout the county, including one from Arvada/Golden. Based on juvenile population in the target area, one could reasonably expect 1.4 (19.6 percent of 7) children to be sentenced to the Department of Institutions while only one or 14.3 percent was handled in this manner.

Objective 5: Reduce the number of detention hearings by 20 percent.

Arvada/Golden Adolescent Unit cases represent 6.87 percent (i.e. 32) of a total of 466. The ratio is 1 to 14.56. The reduction from the expected ratio is 71.8 percent compared to the goal of 20 percent.

Objective 6: Reduce truancy rates as identified through the Juvenile Court system by 5 percent.

There have been no truant cases for Arvada/Golden compared to 13 for the entire county.

Objective 7: Reduce the number of children in shelter and long term placement facilities by 10 percent.

The number for Arvada/Golden was 74 compared to 1742 for the agency. The observed ratio is 1 to 23.5 compared to an expected ratio of 1 to 4.11. This represents a percentage decrease from expected of 82.5 percent compared to the goal of 10 percent reduction.

Objective 8: Reduce rates of predelinquent/delinquent behavior by 11 percent by the end of the first year.

The evaluation of this goal is subjective, at this point in time. CHINS filings are down 23 percent from 1973 and 58 percent thus far in 1974 based on county growth patterns. It is assumed that there is a relationship between the percentage reductions and the Adolescent Team work.

#### Summary and Conclusions

In summation, the following goals based on reduction for the target area have been accomplished and numbers drastically reduced by the implementation of the teams:

- (1) Youth Center population;
- (2) Petitions filed with the Juvenile Court;
- (3) Detention hearings;
- (4) Placement in shelter care and long term treatment facilities
- (5) Shelter and long term placement facilities population; and
- (6) Predelinquent/delinquent youth

Throughout the 9 month period, 140 youth have been referred to the Adolescent Unit.

Title: Police to Partners

Location: Denver

Region: State

Project Numbers: 73-IC-0029-(11)-58,  
72-IC-0032-(1)-22, 72-IC-0033-(1)-32

Funding Amount in Total:  
LEAA - \$491,026  
State/local cash - 51,633  
In-kind match - 34,700  

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Total \$577,359

Project Duration:  
June 1973 to June 1976

#### Problem

Partners had been in existence for four years as a privately funded program, before this grant was conceived. In the original program, both adjudicated and non-adjudicated youth were handled by Partners. Preliminary statistics from the original grant indicated that for novice offenders the recidivism rate was 9 percent while the rate for juveniles with an extensive history was 54 percent. Consequently, as the program was found to be more effective with novice offenders than veteran offenders, a program which only dealt with youth who were referred directly from the police was developed.

A second factor considered was that in order for intervention to be successful, it should ideally be done at the misdemeanor level, before the youth graduated to more serious offenses. The court system generally required that the youth commit a felony of a high enough priority to receive the full attention of the court. By that time the youth has already developed a criminal career.

The delay that often occurred between initial police contact, police referral to court, and court action was the third factor which stimulated funding of the project. It was felt that acts committed and their possible consequences lose their significance with the passage of time. Speed and sureness of action in handling juvenile offenders was thought to be the most effective criminal deterrent.

The fourth factor considered was the relatively small percentage of court referrals who actually received supervision. Figures indicated that less than 15 percent of the youth referred to Denver Juvenile Court actually received probationary supervision. It was felt that a quick response in terms of responsible adult contact and supervision for early offenders would not only provide the needed supervision, but would also help the caseload of referrals to court.

A fifth factor that was considered was that, except for the crime itself and possible court appearances, the juvenile offender did not really see the personal consequences of his action. One possible explanation for a criminal career is that the whole process involves being able to separate oneself from the consequences of a criminal act and to learn to treat the victim simply as a physical target. It was possible that this process could be halted by a series

of meetings between the youthful offenders and their victims.

#### Project Description

Police to Partners is a new aspect of a Partners "court" program that has been operating successfully in Denver for the past six years. The "court" Partners is conducted for those youth who have been adjudicated by the juvenile court and are on probation. Funds for the "court" project come from private and public sources, not LEAA.

The basic model of the LEAA funded Police to Partners program is that it deals with offenders before they get to court. Through the use of volunteers who work in a one to one relationship with the youngster in the community, an attempt is made to divert early juvenile offenders away from further criminal behavior. The emphasis is on working with that target group of offenders who are involved in impact crimes (assault, robbery, burglary, rape) or those involved in offenses which statistically precede impact offenses (simple assault, theft, and shoplifting).

Juveniles are referred to the project either directly from the Delinquency Control Division of the Denver Police Department or from one of the Youth Service Bureaus in Denver. The child is interviewed by Partners' staff to assess interest in the program and the youngster is given the option of not participating. Those youth who do not participate from the Youth Service Bureaus are referred back to the bureau for another attempt at finding services. Those referred from the Denver Police Department are referred to juvenile court.

Potential volunteers for Partners must participate in a four evening training session. Sessions are held once a month and in addition each volunteer must attend a Juvenile Court hearing during the day. After the training sessions, some of the volunteers are chosen to become Senior Partners.

After training, the Senior Partner is matched with the Junior Partner or by Partner counseling staff. After the match there is a six week trial period during which time the junior and senior partner get to know one another. If after this period they agree to continue the partnership, they sign a contract, at which time they agree to spend a minimum of three hours a week together for a period of one year.

The role of the Senior Partner is to help plan the weekly contacts in such a manner that he is able to familiarize himself with the environment and problems of the Junior Partner. The concept of a partnership is important in the philosophy of the project. The relationship is two way and learning from each other is stressed. The Senior and Junior Partner together take advantage of the many recreational activities available free or at a nominal cost to the Partners program. These include airplane rides, camping, Celebrity Sports Center, YMCA, rafting, movies, fishing and other community facilities.

Partners counseling staff is available to the partnership if the need arises. If the partnership dissolves because of a relationship difficulty or mobility of the Senior Partners, there is an attempt to rematch the Junior Partner with another Senior Partner.

#### Objectives

The project objectives were as follows:

1. To match 300 early juvenile offenders with volunteers during the first year of the project.
2. To help alleviate the problem of overload on the juvenile court system by reducing by 20% the number of police to court referrals during the first year of the project.
3. To provide immediate and continuous long term adult supervision and to reduce the delay between police contact and court response.
4. To provide a positive rehabilitation program for early offenders: The major goal of the program is to provide a volunteer who will act as a friend, counselor and advocate for the youngster.
5. To provide a significant amount of community education and involvement in the problems posed by the criminal justice system.
6. To reduce the recidivism rate, measured by re-arrest, by 40% of early offenders in the Partners project.

#### Methodology

This evaluation covers the first year of funding of the project, from June 1, 1973 to June 30, 1974. The data were collected from the regular quarterly reports of the project as well as a 9-month report done by the staff of the Denver Anti-Crime Council. Essentially, the evaluation was conducted by comparing baseline data with follow-up data to assess the impact of the project on selected variables.

#### Results

Objective 1: To match 300 early offenders with volunteers during the first year of the project.

During the first year of the project 197 juvenile offenders were matched with volunteers. Thus only 67.5 percent of the objective was accomplished. Several reasons accounted for the decrease in anticipated matches. First, there was a lack of adequate numbers of referrals from the Youth Service Bureaus and Denver Police Department. Partners wanted to take as many individuals who met the entrance criteria as possible and generally would not accept referrals

involving trivial offenses. The second cause was a delay in starting the referral program initially. A third reason for not meeting the objective was that the Diversion program was understaffed until November, 1973.

Table 1 shows the offense for which the juveniles were referred to the Partners program. After one year of the project 54 percent of the referrals were made for an impact offense with 46 percent referred for non-impact offenses.

Objective 1

MATCHED JUNIOR PARTNER'S REFERRED OFFENSE

	IMPACT OFFENSES					NON-IMPACT				
	54%					46%				
OFFENSE	Burglary	Robbery	Rape	Assault	Total	Theft	Joyriding Auto Theft	Dist. or Criminal Mischief	Other	Total
FREQUENCY	80	7	1	27	115	43	12	21	22	98
PERCENTAGE	69.5	6.1	.9	23.5	100	43.9	12.3	21.4	22.5	100

Table 1

Objective 2: To help alleviate the problem of overload on the juvenile court system by reducing by 20 percent the number of police to court referrals during the first year of the project.

As of the end of the first year of the project, 197 early offenders have been referred and matched, with 15 offenders remaining on the waiting list. Thus 212 youth have been referred to Partners and have been successfully matched or are in the process of being matched. Baseline data obtained by the Denver Anti-Crime Council from the Denver Police Department indicate that approximately 54 percent of those referrals would have been referred to Juvenile Court if they had not been referred to Partners. Consequently, approximately 114 youth were diverted to Partners rather than proceeding to juvenile court. From Juvenile Court data it is estimated that 1600 early offenders with no previous referrals would have been referred to Juvenile Court during this period. Consequently, the Partners program caused a 7.2 percent reduction in referrals to Juvenile Court rather than a 20 percent reduction.

From the results of the first year data it has been concluded that the objective of reducing the number of court referrals by 20 percent was not practical. Consequently, this objective has been rewritten in the second year proposal to be more realistic.

Objective 3: To provide immediate and continuous long term adult supervision and to reduce the delay between police contact and court response.

The average length of time between arrest and matching a youngster with a senior partner is between 17 and 21 days. Information from the Juvenile Court indicates that the average delay between arrest and initial court processing was 25 days. Consequently, the objective of reducing the delay between police contact and court response has been met.

There have been 197 youngsters matched with adult volunteers and 46 terminations prior to the expected one year of involvement. Consequently, 23.4 percent of the partnerships have been terminated with 37 percent of the terminations occurring during the last quarter.

It has been found that 30 percent of all terminations are due to Senior Partner lack of interest, 37 percent of all terminations are due to Junior Partner lack of interest, and 35 percent fit into the "mobility" category. Males comprised 73 percent of all terminations. 67 percent have been from the Chicano ethnic group, which also comprises the largest ethnic group referral source. The greatest majority of terminations have occurred with juveniles referred from the police. The high termination rate suggests a possible need for more intensive screening for both potential Junior and Senior Partners.

Objective 4: To provide a positive rehabilitation program for early offenders. The major goal of the program is to provide a volunteer who will act as a friend, counselor, and advocate for the youngster.

This objective will be mainly measured by results of an interview study with junior partners and a comparison group of youngsters on the attitudinal, perceptual, and relationship measures contained in the interview schedule. As of this writing only preliminary data are available on 87 Junior Partners interviews. The preliminary analysis indicates that for most of the interviewed units a warm relationship is beginning to form. Average scores on a scale measuring the level of regard and liking which Junior Partners perceive coming from their Senior Partners indicates a fairly high level of warmth. Analysis of self-disclosure, the degree to which Junior Partners verbally discuss areas of their life with others, reveals that these Junior Partners disclose more to their Senior Partners than to their parents, but somewhat less than to their friends.

From an analysis of a sample of only 41 Junior Partners, it was found that 75 percent of the Junior Partners had participated in some type of activity with the Senior Partners with three activities as the modal number. When asked what topics they had discussed with their Senior Partners 37 of the 41 said they had discussed school. Other frequent topics of discussion included the Junior Partner's family, and the Junior Partner's friends and employment. Fewer individuals discussed the police and courts with their Senior Partner and somewhat fewer discussed personal problems. Only 3 out of the 41 indicated that the Senior Partner helped them to acquire or keep a job and more than 25 percent indicated that the Senior Partner helped them with schoolwork or with problems at school.

In terms of matching the Junior and Senior Partners adequately, Table 2 shows characteristics of Junior Partners while Table 3 gives characteristics of Senior Partners.

Of the 216 volunteers selected for the Partners program thus far, 57.4 percent of the Senior Partners have been male and 42.6 percent female. The Senior Partners for the most part are young people with the majority between 22 and 30. However, the age range so far has been 18 to 59. Anglos comprise 90 percent of the volunteers with Chicanos comprising 6 percent and blacks comprising 5 percent.

Junior Partners have consisted of 72.1 percent male and 27.9 percent female with an age range of 10 to 17. In contrast to the Senior Partners, the Junior Partners have been only 26.9 percent Anglo and are composed mostly of minority groups with 49.8 percent Chicano and 22.3 percent black. Because of the discrepancy of racial groups, attempts in recruiting minority Senior Partners have been increased. A relatively new staff member now works full time on minority recruitment and many presentations have been made to groups in minority communities.

CHARACTERISTICS OF MATCHED JUNIOR PARTNERS

	Male	Female	Anglo	Black	Chicano	Other
Number	142	55	53	44	98	2
Percent	72.1	27.9	26.9	22.3	49.8	1.0

Table 2

CHARACTERISTICS OF SENIOR PARTNERS

	Sex		Ethnic Background			Employment				Marital Status			Children	
	Male	Female	Anglo	Black	Chicano	Full Time	Part Time	Student	Other	Married	Single	Divorced	Yes	No
No.	124	92	196	7	13	180	11	14	11	93	107	16	33	83
%	57.4	42.6	90.7	3.2	6.0	83.3	5.1	6.5	5.1	43.1	49.5	7.4	28.5	71.6

Table 3

Objective 5: To provide a significant amount of community education and involvement in the problems faced by the criminal justice system.

During the first year of the project 15 training sessions were held for the Partners program involving 1000 potential volunteers. Approximately 70 percent of these individuals became volunteers in the Police to Partners project or the Court project. Through radio and television spots, numerous individuals have become familiarized with the Partners program.

Shortly it is hoped that the victim-involvement project will begin, which will have the Junior Partner and his victim meet face to face in an effort to personalize the offense in the eyes of both offender and victim. Consequently it can be assumed that this objective is being met.

Objective 6: To reduce the recidivism rate, measured by rearrest, by 40 percent of early offenders in the Partners Project.

The Denver Anti-Crime Council has developed baseline data which will be used to compare the Partners group in terms of recidivism. Youngsters arrested for an impact charge or auto theft during the period July 1, 1970 to June 30, 1971 were followed up for a one-year and two-year period through records maintained by the Denver Police Department. For all juveniles involved the rearrest rate was 54 percent after a one-year period.

However, the Partners group is considerably different from the baseline group in that it included just early offenders with two, one and zero prior arrests. Calculating the rearrest rate for that subsection of the baseline group, it has been determined that 40 percent of the juveniles were rearrested after one year.

Applying the 40 percent rearrest rate to the 197 juvenile offenders in the project the data indicate that 79 of the juveniles would have been rearrested after having participated in the Partners project for one year. Actually, to date only 37 of the juveniles have been rearrested for a rate of 18 percent. The baseline data indicate that those expected to be rearrested would be rearrested during the first few months of the project so it could be estimated that the 37 Junior Partners arrested would be more than half those arrested in the entire year. Consequently, even if another 37 of these juveniles were rearrested, the recidivism rate would still be below the 40 percent for the baseline group.

In order to accurately measure this objective it will be necessary to look at the data again after each individual in the Partners program has completed one year in the program. Thus a definitive statement as to whether this objective is being met is not possible at this time.

## Summary and Conclusions

After one year of the Police to Partners program it can be concluded that most of the original objectives of the program have been met or are being met. However, one problem which has arisen that should be in some way corrected, is the high termination rate of the Partnerships.

Title: Burglary Prevention Tactical Unit      Location: Wheat Ridge  
Region III

Project Number: 73-DF-08-0025      Funding Amount in Total

Project Duration: July 1973 through	LEAA	\$120,000
June 1974	State/local	
	cash -	33,872
	In-kind match	11,128
		<u>\$165,000</u>

### Problem:

In comparison to cities of similar size in the Denver SMSA, Wheat Ridge has a significantly higher incidence of property loss from the daytime residential burglar. The demographic composition, and the geographic location of this community contribute to the disproportionate occurrence of this index crime. In 1971, burglaries accounted for 36% of the major crimes investigated by the police department. In the first six months of 1972, more than 54% of all the property taken resulted from burglaries with a recovery rate of approximately 5%. With the myriad of calls received by the police department, the officer must respond to approximately 68 different types of crime. This generalization of responsibility results in an ineffective response to controlling the daytime residential burglar. (See Tables I & II).

### Project Description:

The Wheat Ridge Police Department's project facilitated the implementation of a tactical unit within the department to deal specifically with the crime of burglary. The specialized team was trained and deployed to: (1) prevent burglary by posing a greater apprehension threat, (2) decrease response time to crimes of burglary, and (3) educate citizens in site-hardening techniques to make burglary more difficult in the Wheat Ridge area.

The Impact Cities SCAT program was the model used for the project. The Wheat Ridge Police Department initiated a training academy specifically for the ten-man Burglary Tactical Unit. The key position in the project is the unit commander who develops and implements project activities. This individual has expertise in human behavior, statistical evaluation, supervision, planning and organizational budgeting and control.

The unit includes a detective responsible for all follow-up investigation activities. The additional personnel are responsible for activities involving visible preventive patrol, intensified investigation, and an aggressive community information - education program.

Objectives:

The overall objective of the project is to reduce daytime residential burglaries by 5% in one year. Its specific objectives are as follows:

1. To provide information programs (lectures, news media, officer-citizen contacts on the street) on home security.
2. To conduct 1,000 residential inspections.
3. To present 20 lectures to citizens groups.
4. To distribute 8,000 handbills and leaflets.
5. To improve case follow-ups by detectives due to improved investigation of burglaries by specially trained tactical officers.
6. To increase the clearance of burglaries by 10%.
7. To recover 5% more property per year as a result of Project Identification.
8. To reduce non-forcible entries by 20 to 25%.

TABLE I

RESIDENTIAL AND COMMERCIAL BURGLARIES FOR THE FIRST HALF OF 1972

1972	COMMERCIAL			Loss	Recovery	RESIDENTIAL			Loss	Recovery
	R	U	Cl			R	U	Cl		
Jan	17			18,426.71		7			9,183.00	400.00
Feb	8			1,270.50		17		1	10,335.45	
Mar	26		1	3,758.80	50.00	19		3	15,883.13	400.00
Apr	12		2	4,929.61		22			21,349.33	1,603.63
May	17		4	5,498.07	125.00	29	1	1	18,583.93	500.00
Jun	13	1	2	9,776.60	5,776.60	38	3	6	20,610.37	73.00
TOTALS	93	1	9	43,670.29	5,863.80	132	4	11	95,946.11	2,976.63

GRAND TOTALS:            Total Loss    \$139,616.40      Total Recovery = \$8,840.43    Percent Recovered = 5.05

(R - Reported)

(U - Unfounded)

(Cl - Cleared)

TABLE II

COMPARISON OF BURGLARIES OCCURRING IN THE FIRST HALF OF 1972 BY TIME OF DAY

PERIOD OF OCCURRENCE	Commercial		Residential		Total	
	No. of Offenses	Property Loss	No. of Offenses	Property Loss	No. of Offenses	Property Loss
NIGHT	55	16,319.94	50	32,274.56	105	48,594.50
DAY	18	9,050.32	66	43,172.98	84	51,223.30
UNKNOWN	34	18,300.00	41	20,946.14	75	38,798.60
<u>GRAND TOTALS</u>	<u>107</u>	<u>43,670.26</u>	<u>157</u>	<u>95,946.14</u>	<u>264</u>	<u>139,616.40</u>

NOTE: Totals represent all reports, including 8 Unfounded cases.

## Methodology:

Information gathered for this report is the product of a monitoring visit made on November 9, 1974 by Mary Johnson of the Law Enforcement Assistance Administration's Region VIII office, and a comparison of burglary data for the first five months of 1973 and 1974 compiled by the Wheat Ridge Police Department. An additional monitoring visit by a staff member of DRCOG was performed on September 18, 1974. The evaluation is based on an examination of original objectives of the project, compared with goals achieved as of June 1, 1974.

The grant was awarded to the applicant on July 6, 1973. With regard to the grantee's timetable, the first month's activities were to include the complete training of the new recruits to facilitate project implementation the following month. However, at the time of the monitoring visit, November 9, 1973, the project was not operational.

Due to the time taken in processing the grant application, several activities of the project were delayed. Principally, the police department had to develop its own training academy for the ten new recruits since there were no vacancies at CLETA. The project became operational in December 1973. The evaluation covers the period from January 1, 1974 through May 31, 1974.

## Results:

A five month evaluation of the project has been completed. The number of burglaries and clearance rates for January-May 1974 were compared to the same months of 1973.

Month	Burglary		Change	Clearance		Change
	1973	1974		1973	1974	
January	44	30	-14	3 (6.8%)	5 (16.7%)	+2
February	60	43	-17	4 (6.7%)	7 (16.3%)	+3
March	55	33	-22	0 (0%)	7 (21.2%)	+7
April	33	39	+6	3 (9.1%)	6 (15.4%)	+3
May	47	42	-5	4 (8.5%)	5 (11.9%)	+1
TOTAL	239	187	-52	14 (5.9%)	30 (16.0%)	+16

Burglaries have been reduced by 22% from 1973 for the first five months of 1974. The total number of burglaries for June of 1973 was 50 in comparison to 46 for 1974. While clearance rates are not available for June 1973; in June 1974, 4 of the 46 burglaries were cleared.

The value and amount of recovered property has been greater for 1974. The total dollar value of recovered property is identified by month.

	1973\$	1974\$
January	215.	851.
February	1544.	804.
March	100.	3075.
April	175.	2800.
May	128.	1382.
June	296.	872.
TOTAL	2458.	9784.

The project's stated primary goal is "to reduce daytime residential burglaries by 5% in one year". Using 1973 as the baseline year, the project has reduced residential burglaries over the baseline year by 19% for the six month period (graph 1). Daytime residential burglaries have shown a 39.8% reduction for the six month period. Consequently the primary objective of reducing daytime burglaries by 5% has been surpassed.

Daytime Residential Burglaries

	1973	1974
January	7	6
February	10	11
March	26	7
April	8	12
May	20	14
June	27	9
TOTAL	98	59

For the second quarter of the year 1974, there has been a 5.6% increase in residential burglaries over 1973 (graph I). However, daytime residential burglaries decreased by 36.4% during the same period.

An evaluation of the Burglary Prevention Tactical objectives is contained below. The objective is defined and then an evaluation for the first six months of operation follows:

Objectives:

1. To provide information programs on home security.

The BTU produced a film titled "Community Education Program" that dealt with site-hardening techniques. The film has been used by the BTU for lecture presentations for citizen groups.

2. To conduct 1,000 residential inspections.

During the first six months, 120 home security checks have been made and 165 Operation I.D.'s have been conducted. This does not include the day-to-day contacts made by the BTU.

3. To present 20 lectures to citizen groups.

During the first six months, 12 lectures to citizen groups have been conducted stressing burglary prevention techniques. This includes two "Community Education" seminars conducted in June, 1974.

4. To distribute 8,000 handbills and leaflets.

The project has distributed over 2,000 pamphlets. This does not represent a significant number for six months with regard to the original objective. However, they have experienced difficulty in receiving enough copies of the information from their publishing sources.

5. To improve case follow-ups by detectives due to improved investigation of burglaries by specially trained tactical officers.

No information is provided to effectively evaluate this objective.

6. To increase the clearance of burglaries by 10%.

The clearance rate for the first five months of 1973 was 5.9%. When that rate is applied to the number of burglaries reported in 1974, 11 burglaries could have been expected to be cleared. Actually 30 burglaries were cleared during that time period which was 19 more than expected. Consequently, the clearance rate was increased by 173% instead of the 10% expected increase, and the objective was unquestionably met.

5.9%		187		11 burglaries
Expected	X	Number of	=	expected to
Clearance Rate		Burglaries		be cleared
30	-	11	=	19 (More cleared
(# of burglaries cleared)		(number expected)		than expected)
19 (# cleared more than expected = 173% increase over expected				
11 (# of clearance expected)				

7. To recover 5% more property per year as a result of Project Identification.

No information is provided in the quarterly reports to show that the property recovery increase is correlated with the Project Identification program. However, a comparison of the dollar amount of property recovered shows a 297% increase for the first six months of 1974 over the same time in 1973.

8. To reduce non-forcible entries by 20 to 25%.

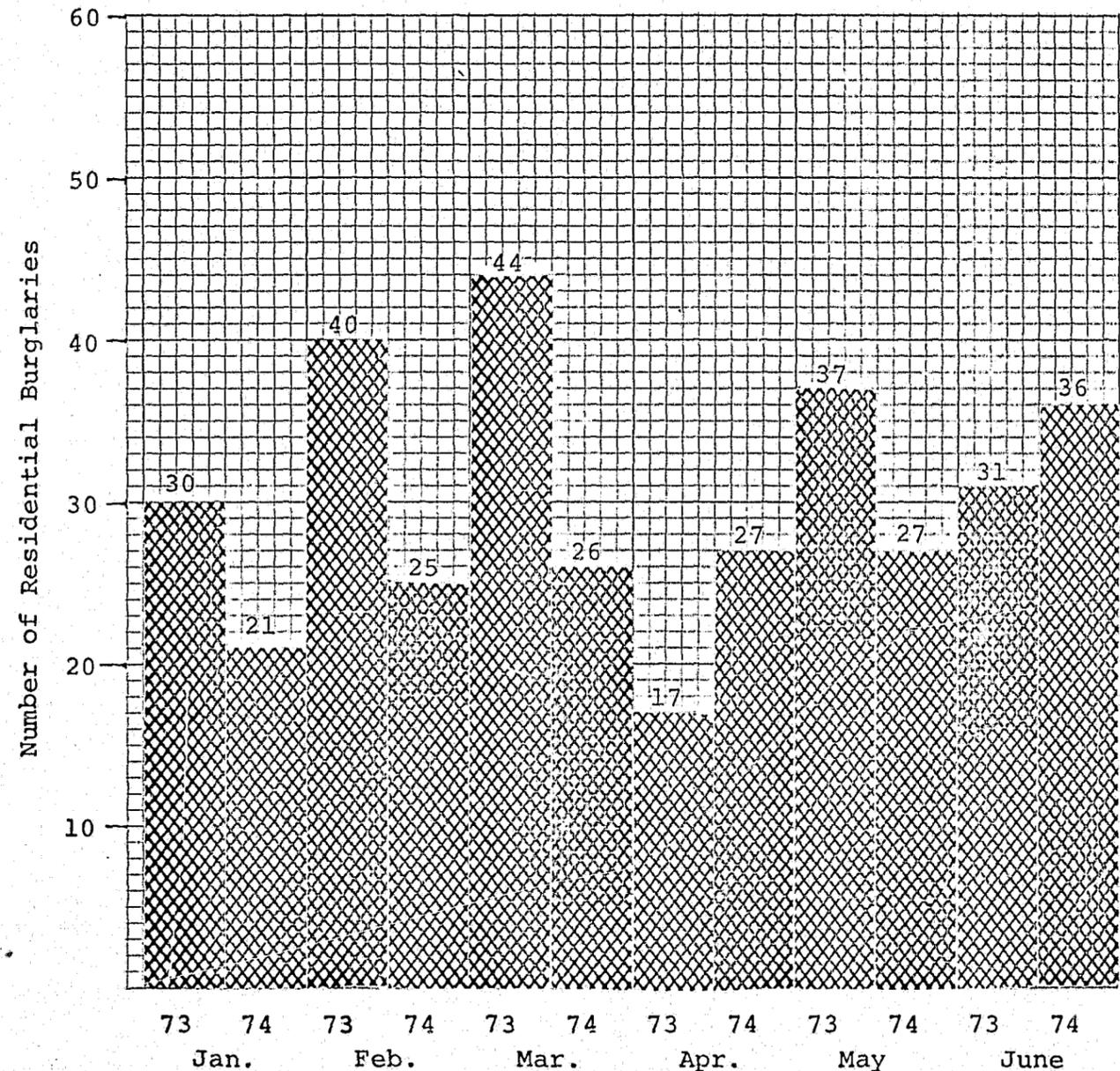
During the first two quarters of 1973 there were 103 non-forcible entries in Wheat Ridge. For the same time period in 1974 only 84 non-forcible entries were reported. Consequently, the number of non-forcible entries was reduced by 18.5%. While the objective of 20% was not fully met, it would be reasonable to assume that the Wheat Ridge project is having a considerable influence in this area.

#### Summary and Conclusions

The project, thus far, seems to be meeting its major objectives, although the quarterly reports indicate that further crime rate increases may render objective and goal attainment difficult.

### Residential Burglaries 1973-1974 Wheat Ridge, Colorado

Graph I



Title: Burglary Prosecutor Specialist Location: Fort Collins

Region: II

Funding Amount in Total:

Project Number: 73-4A(32)-C2-175

LEAA - \$23,000

State/local cash - 3,067

In-kind match - 4,600

Project Duration:

January 1974 to January 1975

Total \$30,667

#### Problem

Statistics have established that the number of crimes against property in Larimer County has increased at a rapid rate during recent years. During 1972, 65 burglaries or burglary related charges were filed by the District Attorney's Office. During the first six months of 1973, 87 burglaries or burglary related charges were filed. Figures for the second half of 1973 were expected to increase at a proportional rate. These figures did not include unreported burglaries or reported burglaries which were not filed with the District Attorney's Office for prosecution.

Burglary, being an extremely difficult crime to investigate and prosecute, requires the highest levels of cooperation, skill and effort to combat and control. This requires extremely close cooperation between the investigation and prosecution functions of the legal system. The investigator must obtain legally proper evidence which can be used in the prosecution and the prosecution must furnish the legal and technical aid and assistance the investigator needs to guide him in the securing of the evidence. Rarely are eye witnesses available in a burglary prosecution. Therefore, the emphasis is placed heavily on the securing of proper legal physical evidence for the prosecution.

#### Project Description

The Burglary Prosecutor Specialist program has the goal of increasing burglary convictions in Larimer County by 5 percent. The achievement of this goal is sought through several ways including but not limited to the following:

1. The creation of a smooth, working relationship between the office of the District Attorney for Larimer County and all law enforcement agencies within the County. Through the assignment of a Deputy District Attorney to this project, it is hoped that not only burglary prosecutions, but prosecutions in all criminal areas will be improved and upgraded.

2. The Deputy District Attorney assigned to the project will be available to the law enforcement agencies to provide guidance and assistance not only at the prosecutor's office but at the actual law enforcement jurisdictional offices or, if need be, at the scene of the incident.
3. An increase in the quality of the burglary investigations and in the quality of the burglary cases filed in the District Court should result in an increase in the number of burglary convictions. Through an increase in the number of convictions, more subjects will be successfully prosecuted and it is thereby hoped that this increase will lead eventually to a decrease in the number of burglaries committed through incarceration of subjects and the placing of subjects on probation. Also through the use of the "criminal grapevine", information will be passed as to the chances of apprehension and processing through the criminal justice system of individuals who may be involved in this type activity.

**Objectives**

The objectives of this project were as follows:

1. Increase burglary convictions by 5 percent.
2. Provide burglary investigation training to law enforcement.
3. Improve quality of cases submitted to the court for action.

**Methodology**

This evaluation was completed by Dean Johnson, the Burglary Prosecution Specialist for the Eighth Judicial District Attorney's Office. This evaluation consists of a narrative by Mr. Johnson explaining the various components of the program including a definition of terminology and is basically an objective by objective evaluation of the program as described in the original grant.

This evaluation covers the period January 1, 1974 through August 30, 1974.

**Results**

Objective 1: Increase burglary convictions by 5 percent.

At this point in the project, it is impossible to state whether or not this objective has been accomplished because of the large number of cases still pending.

Charts 1, 2, and 3 show the actual case dispositions for cases handled during the grant baseline period.

Disposition of 1973 Burglary Defendants (34 Total)  
(Cases filed in 1973 and disposed of in 1973)

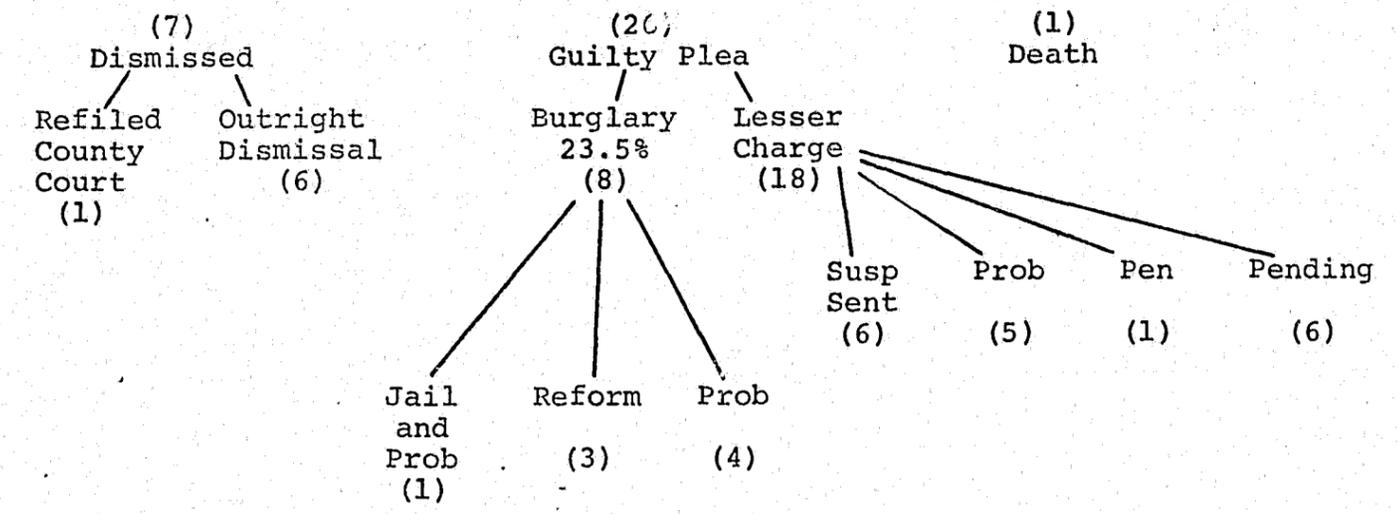


Chart 1

Disposition of 1973 Filings Disposed of in 1974  
Burglary Defendants (Total 12)  
(Cases filed in 1973 and disposed of in 1974)

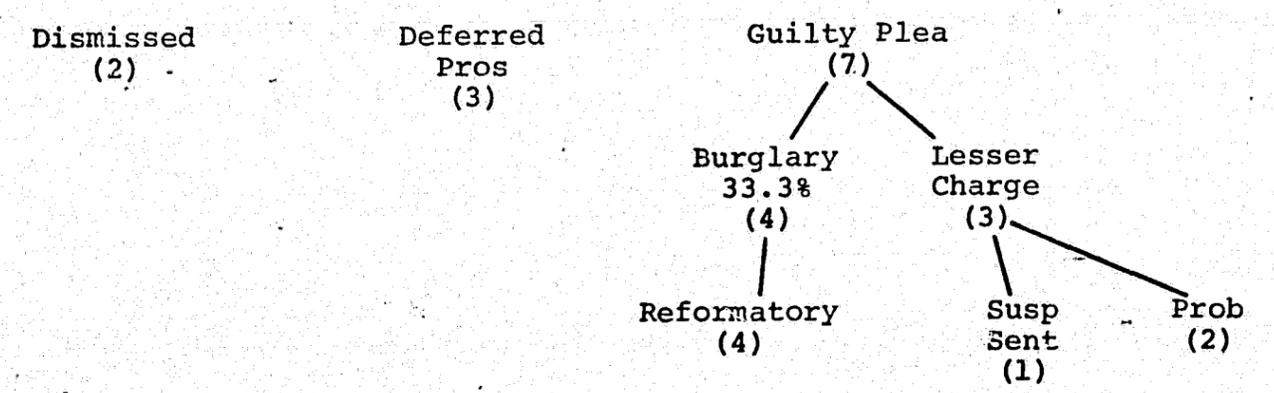


Chart 2

Disposition of 74 Burglary Defendants - 21 Total  
(74 cases disposed of in 1974)

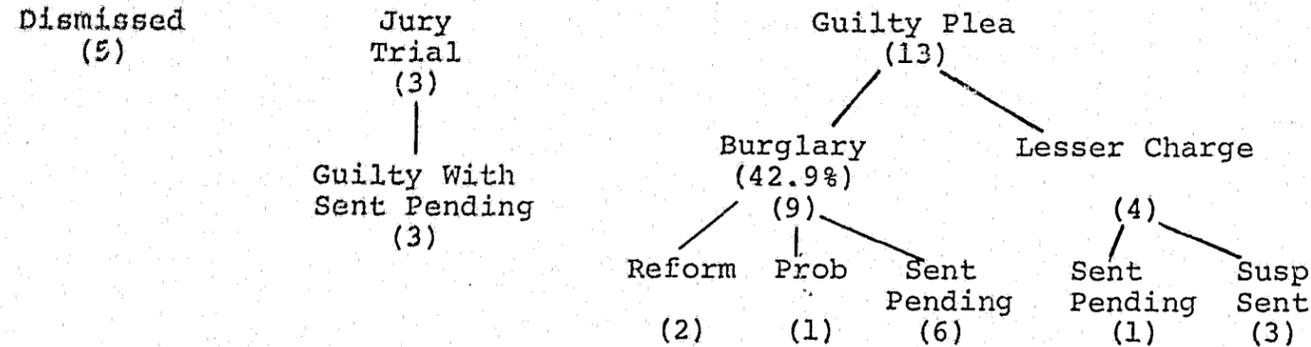


Chart 3

Objective 2: Provide burglary investigation training to law enforcement.

This objective has been met. A survey was completed of the training currently being offered by law enforcement agencies in the district to determine needs and training. Two full day training sessions were conducted by personnel from the District Attorney's Office for all law enforcement agencies within the jurisdiction. The full day training sessions were attended by 54 officers.

A review of search warrants issued in Larimer County for the period of 1968 through 1973 reflected that 19 warrants had been issued during this time period, with all of the warrants related to drugs or narcotics. The records maintained by the Clerk of the Court for 1974 reflect that during the first eight months of 1974 17 search warrants have been issued through the District Attorney's Office in regard to non-drug related matters, i.e., burglary, theft, etc.

The warrants that have been issued have resulted in the seizure and recovery of stolen property and physical evidence, which has played a major part in several case investigations and related Court proceedings. It is anticipated that the successful use of search warrants during the past eight months will lead to an increased use of the warrants as officers become more familiar with the techniques involved and the results which can be obtained through the use of the warrants.

Objective 3: Improve quality of cases submitted to the court for action.

The quality of the cases filed in January, when compared to the quality of the cases filed during August, do reflect an increased degree of case preparation by the law enforcement officers. This was done both through an improvement of their skills and techniques and also their seeking assistance from the District Attorney's Office to provide continuing assistance and guidance to the police officer through areas such as search warrants, aiding in the obtaining and preparation of statements, securing of evidence, and related matters. This improvement will be noted over a long-range time period through which cases are filed and then analyzed as to the quality of the cases and also as to whether pleas are entered by defendants when they are aware of the increased quality of the case facing them.

Summary and Conclusions

Analysis and comparison of the court dispositions for 1973 filed cases as against 1974 filed cases is somewhat difficult at this time. This is in part due to the lag in the court time from when a case is filed until final disposition. This lag may well amount to up to or even in excess of one year from the time the case was filed due to the filing of motions, further proceedings, special hearings, a trial setting, and finally sentencing or appeals.

The District Attorney's Office tentatively plans to adopt a policy whereby close screening will be given to the cases when filed, and that once a case has been filed involving a burglary, the prosecution of the case will proceed toward the avenue of securing convictions or guilty pleas to burglary, which is the principal charge, in a percentage of the cases hopefully meeting or exceeding 75 percent.

It is anticipated that when the defendants become aware that the District Attorney's Office will proceed on the prosecution of cases along stringent guidelines, and will proceed with a case through trial by jury, if necessary, rather than dispose of a case to a plea of a lesser nature than burglary, wherein burglary is the principal case filed, more guilty pleas will be entered. The results of this policy will, however, also have to be observed and monitored over an extended period of time.

The District Attorney's Office has also taken the position of vigorously pursuing the revocation of suspended sentences wherein a disposition has allowed a defendant to receive a suspended sentence under set conditions and the defendant has failed to abide by those conditions. During the last three months this office filed three actions for revocation of suspended sentences and in these cases the Court did institute the full sentence which was originally suspended and did require the defendants to be incarcerated for the term of the suspension. Several other revocation proceedings are pending at present.

Title: Young People's Home (EKOS House) Location: Pueblo

Region: VII

Project Numbers: 74-2A-7-C7-42,  
73-2F-(7)-C7-48

Project Duration:  
October 1973 to June 1975

Funding Amount in Total:

LEAA -	\$ 55,682
State/local cash -	21,229
In-kind match -	6,420
Total	<u>\$ 83,331</u>

Problem

This project was funded in order to divert juvenile offenders and CHINS from traditional institutional settings as well as to provide viable alternatives to the Juvenile Court in sentencing. An expected reduction in recidivism was also anticipated. Individual participants in the project were expected to reduce truancy, increase grade point averages and improve their social adjustment.

Project Description

The project was designed to serve up to eight juvenile males aged 12-16 through a live-in program. Intensive treatment and education would be provided through a program of positive reinforcement and behavioral adoption.

Objectives

1. To provide for and ensure school attendance by 80 percent of EKOS House residents by the end of the second semester of residency.
2. To reduce truancy of residents by 80 percent during program participation.
3. To increase grade point average for each resident by one letter grade by the end of the second semester of program participation.
4. To reduce recidivism of residents by 50 percent during and after program participation for a period of two years.
5. To achieve an excellent (6-7 rating) score on the consumer satisfaction criteria as developed by the University of Kansas Achievement Place Evaluation team.

Methodology

This project was evaluated through two major efforts. Regional staff interviewed the project director and reviewed records of the

EKOS House project in order to determine attainment of effectiveness and efficiency measures. An attempt was made to develop pre-post analysis in evaluation of objective attainment. In most cases, this effort was successful. Regional staff has also developed a brief profile of the resident population and cost benefit figures.

The second component of this evaluation is a summarization of the six-month evaluation conducted by the Achievement Place staff of the University of Kansas.

This evaluation covers the time period of October 1973 through June 1974.

Terms

Resident - juvenile served by the project.  
Recidivism - Court disposition or revocation for an offense of equal or greater magnitude than that for which the resident was initially referred to the project.

Results

Resident Profile

During the nine month period, October 1973 through June 1974, a total of 12 residents were served by the project. Two of those served were placed on a temporary shelter care basis and are not included in the following analysis. The ten permanent (three weeks residence or more) residents stayed an average of 3.8 months with a range of from 2.5 months to nine months. The project director reports eight discharges during the evaluation period.

Residents served were equally divided between Spanish surnamed and Anglo ethnic groups. Ages ranged from 10 to 17 years, with an average of 13.5 years. This is a wider age range than originally specified in the grant. The director states that the disparity in ages of residents has caused some programmatic problems and that future acceptance criteria will revert to the original 12 to 16½ year range. Family income of residents averaged below \$5,000 per year with a range from \$3,165 to \$20,000. 80 percent of those served came from families receiving welfare assistance.

The average resident was in the eighth grade. Grade levels ranged from fifth to twelfth. However, achievement scores placed the average resident in the fifth grade. Every resident accepted had a grade point average (GPA) of F's or D's. The average GPA was F. Range of I.Q. measurements was 78 to 157 with an average of 99. School district records indicate that 33 percent of the residents had been suspended prior to acceptance, and 60 percent had failed one or more grades. The average number of police contacts prior to acceptance into the program was 3.5. The average age of first police contact was 12.7 years. All youth accepted by the project have been declared dependent, neglected or delinquent by the Juvenile Court and committed to EKOS House for an indefinite period of time.

Probation records indicated that 65 percent of the residents have failed to meet probation standards.

#### Attainment of Objectives

Objective 1: To provide for and ensure school attendance by 80 percent of EKOS House residents by the end of the second semester of residency.

Reports of the school district and EKOS House records indicate that all residents were in school prior to the end of their second semester of residency. In fact, all residents, except one, were attending school prior to the second academic semester after entering the program.

Objective 2: To reduce truancy of residents by 80 percent during program participation.

During the evaluation period school attendance by residents was reported to be an average of 90 percent. Effective comparison to previous attendance levels was not possible in that prior attendance records were not available from the schools. However, it can be assumed that previous attendance levels were significantly lower than after program entrance.

Objective 3: To increase grade point average for each resident by one letter grade by the end of the second semester of program participation.

The average GPA for residents upon acceptance was F. At the end of the evaluation period, the average GPA was C+. The average gain in GPA was +2.5 with a range of .7 to 3.0 GPAs. Two residents were enrolled in special education or remedial classes in which grades are not used and are not included in the above statistics.

Objective 4: To reduce recidivism of residents by 50 percent during and after program participation for a period of two years.

There were no reported police or court contacts by residents during the evaluation period. Three and six-month followup reports of discharged residents also show no reported contacts. Although complete evaluation of this objective will not be possible for a period of two or more years, present trends would indicate that final evaluation will be positive.

Objective 5: To achieve an excellent (6-7 rating on a 7. scale) score on the consumer satisfaction criteria as developed by the University of Kansas Achievement Place Evaluation team.

The project provides for training and evaluation by the University of Kansas Achievement Place. Specific services offered include:

- 1) A one-week workshop "about fifty hours of instruction" at the University of Kansas that provides the teaching-parents with the basic knowledge and skills required to establish and operate a treatment program.
- 2) A three-month practicum and consultation period where the teaching-parents begin working in residential treatment settings where they are employed and where they receive frequent (several times a week) telephone consultation from the training staff.
- 3) An evaluation of the treatment program by the training staff at the end of the third month.
- 4) A second one-week workshop at the University of Kansas provides the teaching-parents with more detailed information on maintaining a successful treatment program and on evaluating their own programs.
- 5) After the second workshop the training staff will continue to provide intermittent telephone consultation to the teaching-parent trainees. The training staff will also provide a second evaluation of the treatment program after six months of operation and again after twelve months of operation. The evaluations of the treatment program are designed to provide private feedback to the teaching-parent trainees to indicate where their treatment program is strongest and where additional effort may be made available to the board of directors of the residential setting and to the agencies that refer youths to the program as well as to the teaching-parent trainees. Therefore, the teaching-parent trainees are considered to be in a training program until the twelve-month evaluation has been completed.

The following is a synopsis of the results of the six month evaluation. On measures of correcting problems, cooperation, serving community needs and home environment, the juvenile court gave EKOS House an average rating of 6.03. The Department of Social Services in responding to similar measures gave the project an average rating of 6.48. The EKOS House Board of Directors rated the project a 6.5 on measures of correcting problems, cooperation, following guidelines and community comments. The school district responded to measures of cooperation, correcting school problems and communication, and rated the project 5.38. Parents of residents rated the project 6.33 on measures of cooperation, effectiveness in helping the child and communication. Residents themselves rated the project on fairness, concern, effectiveness in correcting problems, pleasantness, helpfulness of program, and overall program satisfaction. The average rating of residents for all measures was 5.03. The professional evaluation team from the University of Kansas also evaluated the program on indications of residents' social skills, teaching-parents instructional skills, condition of home, adequacy of home and overall quality of program. The average rating given by the evaluation team was 6.23. The overall average rating for all groups on all measures was 6.0.

Although the project met its six month evaluation objective, the evaluation pointed out the need for better communication and cooperation with school district personnel. The low rating of residents is partially explained by the fact that at the time the evaluation survey was conducted a controversial staff member had been terminated due to lack of adherence to program policies. However, some indication remains for improvement in relationships between staff and residents.

#### Cost Analysis

During the evaluation period, the total cost per resident per month was \$358 after initial start-up costs. Approximately 60 percent of regular monthly expenses were devoted to therapeutic activities with the balance expended for operating expenses and supplies. Project records indicate a total of 444 hours of direct treatment service by staff per month. This figure breaks out to 63.4 hours of direct treatment per resident per month.

Although accurate cost/benefit comparisons have not been developed, comparisons with other residential group homes in the Pueblo area indicate the EKOS House project to be the most effective in utilization of funds on a cost/resident/month basis.

#### Summary and Conclusions

During the evaluation period the project served a total of 12 residents, all of whom were court referred and exhibited a wide range of social, academic and delinquency problems. Project services to these youth included group, family and individual counseling, incentive learning, tutorial assistance and positive reinforcement in a community setting. Measurement of objective attainment indicates that the project has met or exceeded all effectiveness objectives and has operated on a favorable cost/benefit basis.

Regional staff viewed this project after frequent monitoring and formal evaluation as the most effective juvenile program funded by LEAA in Regions 6, 7, 8 and 13. Should future evaluations prove as positive, the EKOS House program could very well serve as a model for creation of other group homes throughout the state. A word of caution is warranted however, in that this evaluation is based on nine months of operation and a clear indication of effectiveness cannot be determined until at least two years of operation has been completed.

Title: Weld County Youth Service Bureau Location: Weld County

Region: II

Project Numbers: 74-2A-(2)-C2-18,  
73-2A-9-C2-107

Project Duration:  
July 1972 to June 1975

Funding Amount in Total:

LEAA -	\$119,997
State/local cash -	51,974
In-kind match -	12,600
Total	\$184,571

#### Problem

Prior to the funding of the project, juvenile crime was increasing in Weld County. In Greeley alone, the number of juveniles charged with criminal offenses increased from 415 in 1972 to 635 in 1973. When juvenile arrest figures for the Weld County Sheriff's Office and for the police departments in more than a dozen other Weld County communities were added to this total, it was found that well over a thousand Weld County children per year were getting in trouble with the law. Juvenile crime was increasing at a much faster rate than population.

#### Project Description

The Weld County Youth Service Bureau has as its goal the prevention of juvenile delinquency and the diversion of the identified delinquent from the criminal justice system. Towards that end the Youth Service Bureau works with young people and their families in four major program components:

1. Counseling and referral. Young people with identified social adjustment problems but not yet declared delinquent by the court are provided with assistance in getting access to services designed to alleviate the personal or family problem which is contributing to the anti-social behavior and which may lead to a delinquent act.
2. Program development. Two diversion programs have been developed, a shoplifting program to divert first offenders from juvenile court and a shelter home to allow an alternative to jail placement for a variety of offenders and non-offenders. Youth Service Bureau has also coordinated job skill training programs, employment programs, recreational activities and volunteer programs in the community.
3. Coordination. Youth Service Bureau provides a clearing-house through which other agencies can work to eliminate gaps and overlaps of services and in general improve the efficiency of the youth services delivery system. Youth Service Bureau also works with agencies to coordinate service delivery to an individual when more than one agency is involved.

4. Information dissemination. Youth Service Bureau has distributed two directories of county services and has had 600 column inches of newspaper space and two hours of radio time directed towards informing the public about available services and how to obtain them.

## Objectives

### General Objectives

1. 15 percent reduction in court handled cases (based on 735 referrals in 1972).
2. Minimum one diversion program per year.
3. Minimum of 250 referrals per year.
4. Regularly published newsletter.

### Program Objectives

1. Help establish and encourage the development of programs based upon new services and delivery systems to predelinquents and delinquents and to address the problems that propel children into the juvenile justice system.
2. Direct services and preliminary consultation, referral, and followup, meeting the needs of youth with problems which no other agency can fulfill at the present time, and develop outreach work with the youth population.
3. The coordination of services for youth.
4. To endorse and promote the inventory of youth services and needs, support the collection of data and the sharing of statistical information between agencies concerned with youth.

NOTE: Cost per client directly served by Youth Service Bureau is approximately \$115 per person, as compared to an estimated cost of \$500 to \$750 to process a juvenile through the court system. This takes into account only the persons having direct contact with Youth Service Bureau and not those affected by programs developed by Youth Service Bureau, such as the shelter house, etc.

## Methodology

This evaluation was completed by Evan Green, Deputy Director of the Northeast Colorado Criminal Justice Planning Council and former director of the Weld County Youth Service Bureau. Basically, the evaluation compares the program objectives as listed in the grant request covering the period June 12, 1973 through June 11, 1974, to actual program accomplishments for that period. The evaluation

covers the activities of the Weld County Youth Service Bureau for that period.

## Results

### General Objectives

1. 15 percent reduction in court handled cases (based on 735 referrals in 1972).
2. Minimum one diversion program per year.
3. Minimum of 250 referrals per year.
4. Regularly published newsletter.

### Actual Accomplishments

1. 125 shoplifters diverted from court system, 17 percent diversion rate.
2. Shoplifting program, shelter house, assisted in development of D.A.'s juvenile diversion program.
3. 269 referrals through Greeley office, 211 referrals through Ft. Lupton office.
4. 10 newsletters distributed on a regular basis, plus 600 column inches publicity and other public contact.

### Program Objectives

Program Objective 1: Help establish and encourage the development of programs based upon new services and delivery systems to predelinquents and delinquents and to address the problems that propel children into the juvenile justice system.

This objective has undoubtedly been met by the activities of the Weld County Youth Service Bureau. During the period covered by this evaluation, Weld Youth Service Bureau was the primary organization responsible for the development and eventual funding of a Weld County Shelter Home to provide an alternative to holding young people in jail, and to provide diagnostic counseling and evaluation to young people who, because of their behavior, have come to the attention of either a law enforcement or social services agency and are thus in danger of becoming delinquent.

Program Objective 2: Direct services and preliminary consultation, referral, and followup, meeting the needs of youth with problems which no other agency can fulfill at the present time, and develop outreach work with the youth population.

The second program objective has been met by services directly provided to nearly 500 young people in the period of time covered by this evaluation. These young people were contacted by Youth Service Bureau or referred into the office. They received preliminary counseling and diagnosis and evaluation, and were then referred to an appropriate agency which could handle their problem.

Program Objective 3: The coordination of services for youth.

Coordination of services for youth, the third program objective, has been accomplished through the regular distribution of a newsletter, the development in Ft. Lupton of a weekly meeting of agency representatives involved with youth problems, and through cooperative activities designed to increase the level of communication between youth-serving agencies in Weld County.

Program Objective 4: To endorse and promote the inventory of youth services and needs, support the collection of data and the sharing of statistical information between agencies concerned with youth.

During the period covered by this evaluation, the staff members of the Weld County Youth Service Bureau began work on a standardized statistical intake form which will hopefully be used by all youth-serving organizations to facilitate the collection and interpretation of data concerning youth in Weld County. The Weld County Youth Service Bureau also assisted in the publication of a comprehensive directory of youth services in Weld County.

Summary and Conclusions

The Northeast Colorado Criminal Justice Planning Council considers the Weld County Youth Service Bureau a model project. This is evidenced not only in the performance objectives of the Youth Service Bureau, but also in the tremendous amount of local support which has been given to the bureau as evidenced by the fact that Weld County, for funding year 1974-75, has committed over \$40,000 to the support of this program. There is every indication that the Weld County Commissioners will support the project at or above the present level of funding when federal funding expires July 1, 1975. Because of the existence of the Weld County Youth Service Bureau, a number of exemplary off-shoot projects have originated in Weld County including the Shelter Home, a volunteer resource bureau, and youth center in Ft. Lupton. Anti-shoplifting programs have been developed in both communities and a youth employment service in Greeley has been implemented. The Weld County Youth Service Bureau has also provided support and assistance to other organizations and projects such as neighborhood Youth Corps. Contact with law enforcement agencies and social services agencies in the Weld County area indicates a high level of acceptance of and respect for both the personnel and the programs of the Weld County Youth Service Bureau.

Title: Mesa County Work Release

Location: Grand Junction

Region: XI

Project Numbers: 73-2E(3)-C11-144  
72-F1-8-C11-152, 71-F1-8-P11-481

Funding Amount in Total:

LEAA - \$18,420

State/local cash - 8,967

In-kind match - 4,778

Project Duration:

February 1971 to December 1974

Total \$32,165

Problem

Prior to the existence of this program, adults confined in jail while awaiting court action or while serving terms of court ordered confinement had no means of seeking or maintaining employment. Thus, individuals so confined were unable to generate any income or identify with the community from which they came. The usual outcome is for the individual to lose contact with society and to become frustrated and disenchanted with himself. Of the estimated 2373 adults confined in the Mesa County Jail during CY 1973, approximately 5 percent participated in the work release program for a period ranging from 5 to 201 days. The duration of jail confinement for all persons so confined ranged from an hour or two to two years. Data are not readily available regarding the reason for confinement (ie. offense charged at arrest). The hourly earnings for participants during calendar year 1973 ranged from \$1.50 to \$5.57.

Project Description

The major purpose of the work release program is to provide an opportunity for detained adults to continue or establish employment during periods of jail confinement while awaiting court action and while serving terms of court ordered confinement. In addition, the work release program enables the participant to provide support to dependents, help defray certain court and jail expenses normally borne by taxpayers and improve the participant's attitude by enabling him to derive self-satisfaction and esteem through his productive efforts. The program is designed to provide assistance in locating appropriate employment for confined adults. Provisions have been made for receiving and disbursing earnings of confined individuals. Transportation assistance to and from place of employment is provided to participants of the program.

Objectives

The specific objectives of the work release program are:

1. To enable prisoners to continue present employment
2. To enable prisoners to stay in contact with their community and family

3. To enable prisoners to pay debts and support their families
4. To rehabilitate those with poor work habits.

#### Methodology

Recognizing the fact that the project objectives stated above are not truly measurable, the approach will be to briefly discuss each objective in terms of reported project activity over the 15 month period January 1, 1973 to March 31, 1974.

In an attempt to facilitate an assessment of the overall worthwhileness of the project, the concept of benefit-cost analysis will be utilized based upon available data for calendar year 1973. The intent of the analysis shall be to compare the measurable value or benefits resulting from the project with the measurable costs incurred by the project. Undoubtedly all costs and benefits associated with the project cannot be known with precision. Nevertheless, dealing with tangible benefits and costs associated with the project should permit more intelligent decision-making than previously possible. For purposes of discussion in this paper tangible benefits and costs include only those which are fully measurable in monetary terms. Since benefits and costs associated with the project occurred simultaneously over the 12 month period covered by the evaluation, no attempt will be made to use discounting or compounding techniques to bring benefits and costs to the same time period. A ratio of benefits to costs greater than 1:1 may be regarded as an indication that a project is economically desirable, assuming adequate financing and other resources are available. Ideally a benefit-cost analysis would be made for each possible investment opportunity assuming, of course, complete knowledge of all existing opportunities were available to the decision maker.

#### Results

Objective 1: To enable prisoners to continue present employment

Of the 125 participants in the project, approximately 45 percent had jobs upon entrance, while 55 percent were found jobs through the efforts of work release personnel. The unemployment rate for all participants was reported to be virtually nil, the only exception being very brief periods during which jobs were being secured for participants. Persons released from the program for disciplinary reasons amounted to less than 9 percent of the total participants while approximately 3 percent were reported as walkaways. Thus, approximately 88 percent of the participants could be classified as successful in terms of the first objective.

Objective 2: To enable prisoners to stay in contact with their community and family

A primary goal of the work release program was to permit the participant to remain in his home community rather than going to a

faraway state institution and losing family contacts. To further this goal, the project was designed to allow participants to obtain furloughs ranging from 2 to 8 hours during weekends and holidays. This permits the participant to visit with family and friends. By contrast, non-participants only enjoy the benefit of a two hour visiting period on specified days of the week. While it is not possible to measure the positive benefits of furloughs at this time, in view of the relatively low percentage of walkaways and disciplinary actions, it appears that problems are not significant. Perhaps development of some kind of attitude survey would permit assessment of this objective.

Objective 3: To enable prisoners to pay debts and support their families

Available data indicated that roughly 18.5 percent of the participants made payments to their families, while 17.6 percent made payments to their creditors and nearly 71 percent paid court costs and restitution. Collectively, approximately 5 percent of the earnings of project participants went to families, while nearly 10 percent was paid to creditors and 17 percent went toward court costs and restitution. Other disbursement categories included room and board, personal expenses, doctors and lawyers fees, and miscellaneous. After these items are paid, remaining revenues re-funded to the participant amounted to 24 percent of the net earnings.

Objective 4: To rehabilitate those with poor work habits

Available data did not permit specific assessment of this objective. However, in view of the low rate of dropouts (approximately 12%) it appears that work habits of project participants are reasonably good.

#### Benefit-Cost Analysis

As mentioned previously, this analysis will deal only with benefits and costs which can be readily expressed in monetary terms. The costs associated with the project shall be limited to the direct costs of operating the project. It is assumed that other costs borne by the jail would be incurred regardless of whether or not the project existed. In other words, we are only dealing with those costs which are incurred as a direct result of the project. The monetary benefits associated with the project include tax dollars generated, room and board paid to the sheriff's office, court costs and restitution, monies paid to creditors of project participants, doctors and lawyers fees incurred by project participants, money disbursed to dependents of the participants and money saved by participants. All of these disbursement categories are made possible as a result of the participants having had an opportunity to work while under jail confinement. Thus the presence of these monies is directly attributable to the existence of the project.

Table 1 contains the tangible benefits and costs associated with the project by quarter for calendar year 1973. Because of the manner in which records were maintained, it was not possible to match

disbursements with earnings for 1973. In order to overcome this difficulty, percentages were calculated for each disbursement category available, and these percentages were then applied to the net earnings for each quarter to derive an estimated dollar amount for each disbursement category (Col. 2 of Table 1).

Equating gross benefits (\$38,059.04) to gross costs (\$9,031.51) results in a benefit cost ratio of 4.2 to 1. This suggests a significant return per dollar invested if we are not particularly concerned with who enjoys the return. It would perhaps be more desirable to consider only those dollars of benefit to the victim or the criminal justice system, since the project is funded with government dollars earmarked for crime reduction and upgrade of the quality of justice. By combining the categories "room and board paid to sheriff's office" and "court costs and restitution" we get a total benefit of \$15,325.51. Equating this total with the total project cost (\$9,031.51) results in a benefit cost ratio of 1.7 to 1. Thus, it appears the project has merit based solely on the benefits related to criminal justice.

Table 1

Benefits	Quarter				Total
	1	2	3	4	
Gross Earnings	\$5,953.86	\$12,176.45	\$10,775.36	\$9,153.37	\$38,059.04
Taxes (Federal, State & FICA)	874.87	2,014.09	1,827.97	1,413.98	6,130.91
Net earnings	5,078.99	10,162.36	8,947.39	7,739.39	31,928.13
% Gross	85.3	83.5	83.0	84.6	83.9

Costs (Actual dollars expended on the project)					
Federal	\$1,575.00	\$ 1,575.00	\$ 1,575.00	\$ 0.00	\$ 4,725.00
Match	788.59	702.59	649.33	2,166.00	4,306.51
Total	2,363.59	2,277.59	2,224.33	2,166.00	9,031.51

	(1) Percent of Net Earnings (CY 1973)	(2) Calculated Dollar Amount*
Room and Board to Sheriff's Office	31.2	\$ 9,961.58
Personal Fund	9.2	2,937.39
Court-Costs		
Restitution	16.8	5,363.93
Creditors	9.7	3,097.03
Family	4.8	1,532.55
Doctors and Lawyers	1.6	510.85
Other	2.7	862.06
Refunded to Participant	24.0	7,662.65
	100.0	\$31,928.04

\* Difference in total with net total above due to rounding.

## Summary and Conclusions

It appears that the project is meeting the original objectives as stated in the grant proposal. The analysis performed suggests benefit-cost ratios of 4.2 to 1 and 1.7 to 1 for all tangible benefits and costs and for benefits and costs related to the criminal justice process, respectively.

It should be recognized that other benefits and costs which could not be measured no doubt exist. While it is recognized that several participants had dependents eligible for welfare, no data were available on these dependents for use in this analysis. Several of the participants were able to further their education while on the program, the benefit of which cannot readily be measured. Of course it is not possible to measure the extent of personal satisfaction and improved attitudes realized by participants of the program. While the failure rate was relatively low, it was not possible to determine the final disposition of persons dropped from the program. To the extent that walkaways committed additional criminal acts, there exists a potential unmeasurable cost to society. Also whatever concern or anxiety which exists on the part of society as a result of walkaways cannot be measured at this time. It is likely that improved record keeping practice will facilitate more sophisticated analysis of work release projects in the future.

Title: Adult Forensic Services

Location: Colorado Springs

Region: IV

Project Numbers: 74-2B-1-C4-08,  
73-2E-(1)-C4-04, 72-F1-(4)-C4-45

Funding Amount in Total:

LEAA -	\$303,466
State/local cash -	238,463
In-kind match -	41,405
Total	\$583,334

Project Duration:  
June 1972 to May 1975

## Problem

The Fourth Judicial District of the State of Colorado, like most areas of the country, was experiencing a continued and serious increase in major crime. Crime in the Colorado Springs area increased by 9 percent during the first half of 1973 compared with the same period in 1972. Burglary was up 21 percent; robbery, up 84 percent; rape, up 47 percent; and other sex crimes, up 63 percent; while homicides were up 88 percent. In 1972, 1403 cases were filed in the Fourth Judicial District. Approximately 64 persons were sentenced to the Colorado State Penitentiary; 92 persons were sent to the Colorado State Reformatory, and 68 persons were sentenced to the El Paso County Jail. There was almost a 50 percent increase in probation revocations in 1972. All of this was aggravated by the fact that Colorado Springs was among the ten fastest growing metropolitan areas in the nation.

Since incarceration, while serving society's need for retribution and protection, had seldom been shown to be an effective way to reduce crime, a community corrections demonstration project was felt to be needed by the total correctional manpower surveyed in early 1972. It was felt that many of the persons who come into contact with the law could benefit from mental health services because many offenses could be traced to serious emotional or family problems. Adult Forensic Services was funded by LEAA in 1972 to demonstrate whether or not offenders could stop offending after receiving mental health services to change their basic reactions to stress into reactions that are more normative of society. Adult Forensic Services thus was to provide an opportunity for mental health to work hand in hand with correctional personnel in combating the problem of crime in the Colorado Springs area. Through such a combination of mental health resources and judicial resources, it was the hope that this combination of two forces would be successful with the majority of serious offenders.

Another reason for funding Adult Forensic Services was the hope that such a community correctional program would cost the taxpayer less money when compared to incarceration in large institutions. Through diversion and alternate institutional community care, it was reasonable to expect large savings to the State of Colorado.

## Project Description

Adult Forensic Services supplies to the courts and offenders, mental health services in the forms of evaluation, treatment and referral services. Limited consultation and education to correctional personnel is also provided.

Evaluation services are provided both for pre-sentence investigations and for the treatment efforts of Adult Forensic Services. Through evaluations for the court, Adult Forensic Services attempts to divert from incarceration those individuals who will not benefit from such incarceration and who can benefit from a community treatment program. Evaluation services for treatment efforts are designed to cut the time necessary for treatment and ultimately the cost of such treatment.

Treatment services are organized into three separate sub-programs. (1) The Residential Treatment Program of Adult Forensic Services continues to provide housing, supervision and treatment for the offender who has difficulty stabilizing on his own in the community. These individuals generally come to Adult Forensic Services through referrals from the Parole Division, the Probation Departments, and the Courts. (2) The Outpatient Treatment Program provides outpatient services for offenders who can maintain independent living but must receive treatment services to overcome their offending patterns. The outpatient program is designed to provide meaningful outpatient therapy for over 200 individuals of both sexes at any one time. (3) The County Jail Program of Adult Forensic Services serves the inmates and deputies of the El Paso County Jail. As such, it provides both social services and therapy services as well as consultation to jail staff.

Adult Forensic Services is attempting to increase the level of mental health in that population which is predisposed to law-breaking. It is their allegation that poor mental health leads as much or more to law-breaking activities than do other factors which are more readily accepted such as the lack of education, lack of job opportunities, and inadequate social environment. Because all individuals react to stress in different ways, based in part on their degree of emotional health, Adult Forensic Services believes that as they help individuals become more emotionally healthy, they will be helping those individuals to learn additional reactions to stress which may prevent their resorting to law-breaking behavior again.

The Adult Forensic Services program is aimed at intervening in both new and recidivistic criminal careers. The program is attempting to help any offender stop his law-breaking behavior and work out better solutions for the happiness of his life. Adult Forensic Services does not choose to be selective of only those individuals who appear to be good candidates for success, and therefore has accepted into its program all offenders with little discrimination regarding success possibilities. Adult Forensic Services gives mental health services to all offenders regardless of seriousness or length of their offending, and all offenders in the catchment area are solicited in appropriate ways to motivate them to take advantage of diagnostic and treatment services.

## Objectives

### Evaluation Section

- (1) To increase success-failure ratio of rehabilitation of offenders by determining the most appropriate rehabilitation plan through diagnostic evaluation.
- (2) To evaluate 575 clients during the 15-month grant period.
- (3) To provide 2300 hours of evaluation section work per year.
- (4) To meet 100 percent of the evaluation demands of the primary referral sources to AFS.
- (5) To minimize the cost incurred in administering evaluative tests to clients over time.

### Residential Program

- (1) To provide a community-based alternative to the rehabilitation of offenders who would otherwise be sent to institutions outside of their community.
- (2) To treat at least 82 ex-offenders per year in a facility which has a bed capacity of 16.
- (3) To maintain an average length of stay in the facility of 60 days.
- (4) To document and monitor the cost incurred in the Residential Treatment Program per client over time.

### Outpatient Program

- (1) To provide continuity of service to ex-offenders through outpatient services.
- (2) To serve 350 clients.
- (3) To maintain a 75 percent attendance level at all outpatient group meetings.
- (4) To document and monitor the cost per client in outpatient services.

### County Jail Program

- (1) To provide services to meet the needs of the inmates of the El Paso County Jail.
- (2) To involve 40 percent of the El Paso County Jail inmates in AFS-related programs.
- (3) To provide consultation time to the jail staff to upgrade their skills in the jail.

### Total AFS Program

- (1) To determine the demographic characteristics of the population which is served by AFS.

### Diversions Evaluation

Diversions objectives take the form of actual diversions efforts to take people out of the criminal justice system. Essentially two objectives are the focus of this diversions evaluation section:

1. Increase the amount of diversions in terms of tax dollar savings to the public and total numbers diverted.
2. To maximize the degree of concurrence by criminal justice personnel with the recommendations of the AFS evaluation team. In other words, to have approximately 90 percent of AFS recommendations followed.

### Effectiveness Evaluation

This program quantifies program effectiveness through the reliable collection of rearrest information (recidivism) on treated clients as well as appropriate comparison groups. These objectives all relate to reducing recidivism and documenting cost benefit savings:

1. Reduce the amount of recidivism (rearrest rate) of treated clients compared to other comparison groups.
2. Reduce the amount of recidivism after AFS treatment compared to the last rehabilitation effort for that same client.
3. Of those treated by AFS who do recidivate, decrease the severity index of the new crime relative to the last crime of which they were convicted.
4. Determine the cost benefit savings of AFS compared to other alternative treatment programs for the same type of offender.
5. Increase the coordination/cooperation of other community services for AFS programs; in particular the County Jail Program.

### Methodology

The evaluation of the objectives, and indeed the objectives themselves have evolved over the two-year period the program has been in operation. While descriptive information about the clients and the measurement of program effort has been consistently documented and submitted to LEAA regularly, the effectiveness and diversions objectives have required a much more sophisticated data collection and analysis system. The new evaluation design, which will be implemented this Fall, expands the Descriptive Evaluation Section to include more information about the dollar amount spent per client throughout the program. The Diversions and Recidivism sections of the new evaluation design focus on measuring cost benefit effects of the program. With limited available resources the recidivism question itself will be answered through the establishment of comparison groups which match as closely as possible the treatment population at AFS. Each group will be checked on their recidivism rates.

The new evaluation design focuses on quantification. The measurement criteria consists of direct recording, compiling and analyzing of standardized data. Extensive effort is being undertaken to specifically determine the necessary criteria that are entailed in each variable's measurement operation.

### Definition of Terms

1. Recidivism - For the purpose of this evaluation design, recidivism is primarily measured in terms of the police definition of rearrest rate. While disposition is important, it may not be as reliable as arrest information. If available, disposition will be noted.
2. Client - Client is an officially enrolled individual who has filled out the client admission form as part of the Division of Mental Health intake process.
3. Service Component - A service component is that subunit of the AFS program which contains a unique staff with unique responsibilities: Residential Program, Outpatient Program, County Jail Program and Evaluation Section.
4. Diversions Effort - Diversions efforts primarily fall into four categories, each with its own criteria: pre-criminal justice system diversions, pretrial diversions, alternate sentencing diversions and post-release diversions.
5. Last Rehabilitation Effort - The last rehabilitation effort is defined as that social rehabilitation which was ordered as a consequence of the individual's last criminal offense.
6. Severity Index - Severity index of a new crime is according to the statutes of recommended sentencing in the Uniform Crime Code.
7. Alternate Treatment Programs - Alternate treatment programs are those institutions which, if AFS did not treat a given client, might receive that individual: Colorado State Penitentiary, Colorado State Reformatory, Colorado Women's Correction Institution.

The new proposed evaluation design should be in operation by September 1, 1974. With modifications over time, this design should be the basis for evaluation of AFS for the remaining months.

Prior to September 1, the evaluation of AFS was primarily recording information on the clients treated and the amount of money and resources utilized to treat those clients. These past efforts have proved valuable to the management of the program in meeting the needs of the client.

Statistics related to recidivism, in particular, have proved difficult to obtain for purposes of comparative analyses. FBI/CBI record systems have not proved cooperative. Further attempts at obtaining reliable followup on clients for rearrest information are continuing.

Additionally, attempts to use detailed attitude questionnaires have proved beyond the financial means of AFS.

**Results**

Evaluation of Objectives

As noted previously, some of the following objectives are in the design stage. Either little or no direct data has been collected on these.

Objectives

Results to Date

Descriptive Evaluation:

Evaluation Section

- |  |  |
|--|--|
| 1. To increase success-failure ratio of rehabilitation.                    | No results (tied to recidivism measure in Effectiveness Evaluation section).   |
| 2. Evaluate 575 clients during the 15-month grant period.                  | 69 clients evaluated during first four months of grant period (26.7 percent of time has elapsed and 12 percent of the expected number of clients have been evaluated).                       |
| 3. Provide 2300 man-hours of evaluation section work.                      | 552 hours provided during first four months of grant period; @ 8 hours/client evaluation (26.7 percent of the time has elapsed and 24 percent of the expected man-hours have been provided). |
| 4. Meet 100 percent of evaluation demands of the primary referral sources. | None were refused.   |

- Minimize costs incurred in administering evaluative tests.

Administrative costs are kept very low: Personnel time is minimal and inexpensive evaluation tests are used with a cost breakdown (Table 1) of \$110 per evaluation.

Table 1 - Cost Breakdown of Evaluation Services

Personnel	\$31,255
Operating	8,140
<b>TOTAL</b>	<b>\$39,395</b>

30 evaluations per month X 12 months = 360 evaluations per year  
 ..... \$110 per evaluation

Objectives (cont.)

Results (cont.)

Residential Program

- Provide alternative to incarceration.
- Treat 82 ex-offenders/year with capacity of 16 beds.
- To maintain an average length of stay of 60 days.
- To document costs of program.

This objective is being met through cooperation of the courts and State Division of Corrections in permitting certain offenders to be treated at AFS instead of being incarcerated in jail.

37 treated during first 5 months of grant period. (33 percent of the time has elapsed and 45 percent of the expected number of clients have been treated.)

The most frequent length of stay (mode) is ninety (90) days.

\$14.25/day/client (Table 2)

Table 2 - Cost Breakdown of Residential Services

Personnel	\$52,518
Operating	25,488
<b>TOTAL</b>	<b>\$78,006</b>

at 83% occupancy (15 men) x 365 days = 5,475 treatment days  
 $\$78,006 \div 5,475 = \$14.25$  per day  
 average stay is about 60 days:  
 $60 \times \$14.25 = \$855.00$  (average cost of alternative to incarceration)

Objectives (cont.)

Results to Date (cont.)

Outpatient Program

1. Provide continuity of service to ex-offenders.

This objective is being met through the encouragement of residential treatment releases to participate, as well as other referrals, in ongoing treatment. While more exact statistics are not available, approximately 20 percent of residential program clients are in the outpatient program.

2. To serve 350 clients.

330 (June 1973 - July 1974)  
(Table 3)

Table 3 - Outpatient Program Workload

	9 months ending 3/1/74	4 months ending 7/1/74	June 1973 to June 1974
Active patients in outpatient therapy (attended five or more times)	203	127	330
Non-offending spouses	-	17	-
Offenders	203	110	313
Re-offenders	27	4	31
Recidivism Rate	13	4	10

Objectives

Results to Date

3. Maintain 75 percent attendance level.

50 percent of open cases attend regularly.

4. Costs per client in outpatient services.

\$5.91/session (Table 4)

Table 4 - Cost Breakdown of Outpatient Services

Personnel	\$39,088
Operating	6,280
TOTAL	\$45,368

at 80 percent attendance x 200 client capacity x 48 weeks =  
7,680 treatment sessions

COST: \$5.91 per session

Objectives (cont.)

Results to Date (cont.)

County Jail Program

1. Provide services to inmates.

This relatively new service component of AFS is moving rapidly to fulfill this objective. Progress is rapid in the area of educational, welfare, counseling and religious services.

2. Involve 40 percent of El Paso County jail inmates.

Almost all receive some assistance; less than 20 percent officially enroll in AFS program.

3. Consultative time.

During the month of June, 103 hours of consultative time were provided (Based on Center time utilization statistics).

Total AFS Program

1. Determine the demographic characteristics of the population which is served by AFS.

See Appendix A.

Diversion Evaluation:

1. Increase amount of Diversion in terms of tax dollar savings and total numbers diverted.

From June 1973 to July 1974, 78 percent of those evaluated by the Evaluation Section and recommended for community treatment were diverted from long-term incarceration. Dollar savings estimated at between \$232,000 and \$348,000. Diversion efforts in other service components of AFS have also contributed to tax dollar savings: (Appendix B)

## Objectives (cont.)

### 1. (cont.)

2. Maximize the degree of concurrence by criminal justice personnel with the recommendations of AFS. Attempt to have 90 percent of all court recommendations followed.

### Effectiveness Evaluation:

1. & 2. Reduce amount of recidivism.
3. Decrease severity level.
4. Cost benefit savings.
5. Increase coordination and cooperation among community programs.

### Other Important Findings

1. Financial stabilization within three years is very difficult, especially when new laws must be legislated and monies appropriated.
2. The needs of the criminal justice community far exceed the monies available to program for those needs.

## Results to Date (cont.)

Residential Program  
\$176,000 - \$264,000  
Outpatient Program  
\$292,000 - \$438,000  
Evaluation Program  
\$232,000 - \$348,000

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Total tax dollar savings  
\$700,000 - \$1,050,000

Conservative estimate of 200 diverted through AFS.

Currently 80 percent of AFS recommendations are followed.

No data available; this is a new section in the Evaluation Design. All data is dependent on obtaining access to the Colorado Bureau of Investigation records.

(Appendix B) This provides a rough estimate. However, this analysis is being expanded in the new design. Access to complete budgets of other state institutions must be obtained for comparison.

No direct data - attempting to develop an instrument to quantify this program effort.

## Summary and Conclusions

### Summary of Results section

#### 1. Descriptive Evaluation Section

The measurement of AFS program effort has been well documented. In most cases the stated efficiency objectives are being met or even surpassed. All service components are maximizing their energies. AFS is continuing to focus its attention on the needs of the community.

#### 2. Diversion Evaluation Section

As a measurement of the effectiveness of AFS, the tax dollar savings is conservatively estimated at \$700,000 for fiscal year 1973-1974.

#### 3. Effectiveness Evaluation Section

Clearly the data are insufficient to draw any conclusions. The recent development of this section will hopefully produce significant statistics on such outcomes as reducing recidivism rates.

### Conclusions

The AFS program appears to be meeting the needs of the greater Colorado Springs community as a community-based rehabilitative alternative to incarceration. All service components are clearly maximizing their potential. The sheer quantity of projected clients needing evaluation may have to be reduced due to the need to maintain high quality standards in each client evaluation performed.

While diversion from the criminal justice process means a tax dollar savings of substantial proportion, further incursions into the potential for diversion are definitely possible.

Future data gathering on recidivism and cost benefit analysis will add to the effectiveness measurement of AFS. Clearly, such information will require access to outside data sources such as the FBI which are being pursued.

Appendix A

Demographic Characteristics of AFS Clients\*

Age		
Range 16-56	Total	Residents*
Below 20	28	7
20-24	61	17
25-29	27	4
30-34	12	6
35-39	3	1
40-44	9	2
45-49	5	1
50+	5	0
Mean	26.15	25.42
Median	22.67	23.30

Sex		
	Total	Residents
Males	121	38
Females	29	0
Unknown	1	0

Ethnicity		
	Total	Residents
Black	10	2
White	77	28
Chicano	25	7
Oriental	0	0
Indian (Amer)	2	0
Puerto Rican	1	0
Mixed	1	1
Unknown	34	0

\* Residential data is current for all cases closed as of October 26, 1973; totals are representative but not current. Thus, 21 of the residents are not included in the total.

Income

Frequency Distribution

	Total	Residents
\$ 149 or less	8	16
\$ 150 - \$ 299	10	2
\$ 300 - \$ 449	33	1
\$ 450 - \$ 599	7	0
\$ 600 - \$ 749	9	3
\$ 750 - \$ 899	1	0
\$ 900 - \$1049	6	0
\$1050 - \$1199	2	0
\$1200 - \$1349	2	0
\$1350 and above	1	0
Unknown	71	16
Mean	\$498.30	\$184.09
Median	\$247.72	\$103.13

Education

	Total	Residents
Some Elementary School	9	2
Graduated from Elementary or Junior High School	16	4
1-2 years High School	36	10
Graduated from High School or GED	53	12
Attended or graduated from Trade School or Business College	2	2
Attended College without graduation	8	3
Graduated from College	1	2
Did some post-graduate work	0	0
Completed post-graduate or Professional School	0	0
Unknown	25	3

Number of Dependents

	Total	Residents
0	3	0
1	30	22
2	19	3
3	29	2
4	17	1
5	13	3
6	5	1
7	3	0
8	2	0
9 or more	3	0
Unknown	26	6

Number of Children in Household

	Total	Residents
0 =	47	25
1 =	23	2
2 =	20	1
3 =	12	1
4 =	4	1
5 =	4	0
6 =	0	0
7 =	1	0
8 =	0	0
9 or more =	0	0
Unknown =	39	8

Marital Status

	Total	Residents
Never married	57	19
Married (once) not separated	54	1
Widowed	1	0
Married (once) separated	8	8
Married (once) divorced	17	6
Married, divorced, then remarried not separated from second spouse	6	1
Divorced (or separated) twice not living with spouse	2	0
Divorced more than twice, not separated from final spouse	1	0
Divorced more than twice, not living w/spouse	1	2
Widowed and separated or divorced	0	0
Unknown	3	0

Work Status

	Total	Residents
Not working within two weeks prior to AFS contact	75	33
Recent marginal employment	5	1
Working (at initial contact), unknown pay amount or type	22	1
Working \$2.00 per hour or less	11	1
Working \$2.01-\$3.00 per hour	9	0
Working \$3.01-\$4.00 per hour	2	0
Working \$4.01-\$5.00 per hour	0	0
Working \$5.01-\$6.00 per hour	1	0
Working \$6.01 per hour or more	2	0
Unknown	23	2

Military Status

	Total	Residents
Non-military	76	13
Ex-military	29	11
Active military	8	1
Retired military	6	2
Unknown	31	11

Correctional Status at Intake

	Total	Residents
No formal correctional status	33	3
Deferred prosecution	6	1
In jail, awaiting trial	25	5
In jail, doing time	12	5
Adjudicated, on probation	47	10
State Reformatory	0	1
State Penitentiary	1	0
Awaiting trial not incarcerated	4	4
On parole from State Reformatory or Penitentiary	3	5
Other	2	1
Unknown	17	3

Type of Offense for Which Client is Referred

	Total	Residents
Not being processed for current offense	34	2
Alcohol	8	2
Sex (excluding forcible rape)	11	0
Misdemeanor (other than those listed)	26	8
Drugs (use, possession)	16	4
Drugs (sales)	8	3
Felony (other than those listed)	0	1
Type I felony (property)	17	9
Type II felony (person)	13	4
Unknown	17	5

Referral Source

	Total	Residents
Not listed below	12	1
Pikes Peak Family Counseling & Mental Health Center	7	2
Friend in program	0	0
Friend in streets	1	1
Self	15	0
Correctional institution	0	3
Private attorney	8	2
Public defender	12	3
Legal services	2	0
Adult probation (county)	28	8
City probation (municipal)	20	2

Referral Source (Cont.)

	Total	Residents
Parole agent	10	4
Welfare	0	0
Vocational Rehabilitation	1	2
Schools	0	1
Mental Health facility (excluding PFFC & MHC)	4	1
SER (Service/Employment/Redevelopment)	1	1
Other social service agency	2	0
Youth Diagnostic and Half-Way House	0	0
Alcoholics Anonymous	1	0
Urban League	0	0
Minister, Church, etc.	3	1
County Farm	2	0
Adult Forensic Services	5	1
Judge	1	1
Unknown	15	4

Diagnoses

	Total
0000 Undiagnosed	11
0001 No psychiatric diagnosis, marital difficulty	7
0002 No psychiatric diagnosis, parent-child relationships	1
0003 No psychiatric diagnosis, unmarried parenthood	1
0004 No psychiatric diagnosis, peer relationships	8
0005 No psychiatric diagnosis, economic, employment, financial adjustment	7
0006 No psychiatric diagnosis, educational or vocational adjustment	1
2914 Alcoholic psychosis, acute alcoholic intoxication	1
2915 Alcoholic psychosis, alcoholic deterioration	2
2916 Alcoholic psychosis, pathological intoxication	1
2970 Paranoia	1
3004 Depressive neurosis	1
3006 Depersonalization neurosis, (Depersonalization syndrome)	2
3009 Unspecified neurosis	3
3010 Paranoid personality	3
3012 Schizoid personality	4
3013 Explosive personality	2
3014 Obsessive compulsive personality, (Anakastic personality)	2
3016 Asthenic personality	2
3017 Antisocial personality	23
3018 Passive aggressive personality, inadequate personality	13
3019 Unspecified personality disorders	4
3022 Pedophilia	3
3024 Exhibitionism	3
3028 Other sexual deviation	1
3029 Unspecified sexual deviation	1
3030 Alcoholism, episodic excessive drinking	1
3031 Alcoholism, habitual excessive drinking	5
3032 Alcoholism, alcoholic addiction	2

Diagnoses (Cont.)

	Total
3039 Alcoholism, other (and unspecified) alcoholism	1
3040 Drug dependence, opium, opium alkaloids & derivatives	1
3041 Drug dependence, synthetic analgesics w/morphine-like effects	2
3042 Drug dependence, barbituates	3
3045 Drug dependence, cannabis sativa (hashish, marijuana)	1
3049 Unspecified drug dependence	2
3070 Adjustment reaction of infancy	1
3072 Adjustment reaction of adolescence	5
3073 Adjustment reaction of adult life	13
3078 Adjustment reaction of late life	1
3084 Unsocialized aggressive reaction of childhood (or adolescence)	1
3110 Mild mental retardation following infection or intoxication	1
3160 Marital maladjustment	2

Post Residential Institutionalization\*

	Total
No commitment after or between residence periods	26
Commitment between residential periods (to a local correctional facility only) but no commitment after residence	3
Commitment after residence to City Jail only	3
Commitment after residence to County Jail (may have been in City Jail also)	10
Commitment after residence to State Reformatory (may have been committed to City or County Jail also)	4
Commitment after residence to State Penitentiary (may have been committed to City or County Jail or State Reformatory also)	1
Commitment to correctional facility in another state	1
Fugitive from law	1
Unknown (not in state of Colorado)	2
<b>Total</b>	<b>51</b>

\*Complete to September 4, 1973 for all closed residential cases.

Appendix B

BASIC STATISTICS ON ADULT FORENSIC SERVICES

June 1973 - June 1974

I. <u>COURT EVALUATION PROGRAM</u>	9 Mo. Period Ending 3/1/74	4 Mo. Period Ending 7/1/74	<u>TOTAL</u>
A. District Court Felony Evaluations	80	52	132
B. # Receiving Recommendations other than Incarceration	72	44	116
C. % Receiving Recommendations other than Incarceration	--	--	88%
D. # Of those Recommendations Accepted by the Court	54	36	90
E. % Of those Recommendations Accepted by the Court	--	--	78%
F. Estimated # of These Persons Who Would Have Been Sent to a State Penal Institution	36	22	58
G. At \$4,000 per year per person, this represents a savings of \$232,000. However, if the average stay is 1½ years, the savings rises to \$348,000.			

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II. RESIDENTIAL TREATMENT PROGRAM

- A. Since June, 1973, 50 residents have successfully completed the Residential Treatment Program.
- B. 45 of the residents sent to AFS very likely would have been sent to a state institution had not the Residential Treatment Program been available.
- C. Of the 45, only one has been re-incarcerated.
- D. This represents a potential savings to the State of Colorado of \$176,000 per year or \$264,000 per year-and-a-half.

III. OUTPATIENT PROGRAM

	9 Mo. Period Ending 3/1/74	4 Mo. Period Ending 7/1/74	TOTAL
A. Active clients in outpatient therapy (attended five or more times)	203	127	330
B. Non-offending spouses	---	17	---
Offenders	203	110	313
Re-offenders	27	4	31
C. Recidivism Rate	13%	4%	10%

D. Considering that the majority of clients are "high risk" felony offenders, it is conservatively estimated that one-third of these 313 clients would have re-offended. Thus, 23 percent of the clients (73) are on the street who would probably now be in a State Penal Institution.

E. This reflects a potential savings to the State of Colorado of \$438,000. \$292,000 per year or \$438,000 per year-and-a-half.

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IV. SUMMARY

The community-corrections approach as implemented by AFS in the Pikes Peak region has diverted a significant number of felons from the Colorado Penal Institutions.

	<u>SAVINGS TO STATE PER YEAR</u>	<u>TOTAL SAVINGS TO STATE</u> (average stay = 1½ years)
EVALUATION PROGRAM	\$232,000	\$348,000
RESIDENTIAL PROGRAM	176,000	264,000
OUTPATIENT PROGRAM	292,000	438,000
	<u>\$700,000</u>	<u>\$1,050,000</u>

The figures do not reflect the social costs as represented in family disruption, welfare costs, offenders not paying taxes, etc.

Title: Closed Adolescent Treatment Center

Location: Denver

Region: State

Funding Amount in Total:

Project Numbers: 74-AGE-2A-1-CO 33,  
73-AGE-2D-(1)-CO-112-Part E,  
72-C2-2-C-42, 72-C2-3-C-160,  
72-AG(E)-C2-(1)-C-42

LEAA -	\$ 824,945
State/local cash -	28,889
In-kind match -	218,220

Project Duration:  
October 1972 to June 1975

Total	\$1,072,054
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#### Problem

Prior to the funding of the Closed Adolescent Treatment Center, Colorado did not have a facility for juveniles requiring both strong effective controls and psychiatrically oriented treatment. The alternatives in the past had been either locked facilities or fairly open psychiatrically oriented treatment programs which were unsuccessful with these youths.

Typically, these youth were committed to the State of Colorado, Department of Institutions, after several attempts to deal with them in the community were unsuccessful. After commitment, either the youth ran away or they disrupted the program without showing any significant improvement. It was then that these youth were transferred from one program to another because none existed that could meet their needs. Characteristically, these youth have a history of truancy, poor relationships with authority, and have evident assaultive, destructive, or self-destructive behavior.

In order to be admitted to the Closed Adolescent Treatment Center the adolescent has to be either a male or female between 12 and 18 years of age who has already been committed to the State of Colorado Department of Institutions as a CHINS (Children in Need of Supervision) or a delinquent. The adolescent must have shown the following characteristics: (1) He or she has not benefitted from previous attempts at treatment, (2) He or she has a history of chronic runaway, (3) He or she has a history of assaultive, destructive, or self-destructive behavior, (4) Intellectual ability may vary between the Dull - Normal and the Superior ranges, but school achievement is retarded, and (5) There is no severe toxic state existing from the use of alcohol or drugs.

#### Project Description

The Closed Adolescent Treatment Center is a locked, 18 bed coed psychiatric unit located on the grounds of Mount View Girls School for the treatment of Colorado's adolescents with the most severe chronic behavior disorders. The purpose of the project is to provide an adequate treatment facility, an ample competent staff, and the

most advanced treatment techniques available to this population of adolescents, and to test the assumption that this program significantly reduces recidivism.

Totalling 25 full-time personnel, the staff of the CATC consists of one clinical psychologist, who serves as project director, a psychiatric consultant, one social worker and three nurses. Counselors, therapists, and special education teachers are also employed.

The program attempts to socialize the student into an environment that demands responsible, mature behavior and to move the student from a level where considerable control from others is exerted to one which he or she exerts a significant amount of control. This is accomplished by using several different approaches: A point level and behavior modification system; an Interpersonal Maturity Level System; Guided Interaction therapy; Family therapy; Group therapy; Individual therapy; Recreational and occupational therapy; and Individualized remedial school program.

Behavior modification through the point level system is the backbone of the program. It begins very intensely but has much less importance as the child increases his ability to assume responsibility. As individual reinforcement through the point level system lessens in importance, the group, through increased responsibility in Guided Interaction Therapy, becomes more important. Ideally the student learns to handle his own behavior, then to be concerned with the behavior of his peers, and eventually he learns to handle himself in social environments outside of the institution.

The program at CATC is divided into five teams plus a release team and a team referred to as "MONAD". All students enter the program on Team 2 and are granted basic privileges. In order to earn other privileges the student must earn a designated number of points. Promotion from one team to a higher team requires points plus therapy group approval. A student is "busted" for certain critical incidents to a lower team. On the average it took 13 months for each student who has been released to date to complete the program. Please refer to Appendix I for a description of each team level and Appendix II for graphs on the length of time that each released student required to complete each team level.

The educational program is a reinforcement system based on individualized instruction for each student. Every student attends school for an hour and a half a day for the basic program. Additional school time is fit into their days' activities on a voluntary basis. When a student enters the program he is tested for reading achievement and possible learning disabilities. A reading program is then devised to fit the needs of the student and materials are available in math, history, science and English. Hopefully, the student is qualified when released to return to the school or vocational program appropriate to his age, interest, and abilities. Points are given daily for school work and traded in for money at the end of the week for commissary use. In general as much reinforcement as possible is given for self-improvement and creativity in the school setting.

## Objectives

Four effectiveness objectives were constructed:

1. To reduce recidivism in youth released from the program such that:
  - (a) 33 1/3 percent of the released youth from the CATC will not be readjudicated for six months after discharge.
  - (b) The recidivism rates of the experimental group versus the control group will be 33 1/3 percent lower six months after release.
2. To remove gross deficiencies in academic functioning such that 70 percent of released youth will have gained an average of 2½ years of academic achievement.
3. To improve self image such that psychological retesting at discharge will show a significant (at the .05 level) improvement over pretesting.
4. To provide an overall evaluation of adequacy of staff, program, and facility in meeting the project objectives, including a cost benefit analysis which will indicate that the experimental group is more effectively and efficiently treated than the control group.

## Methodology

The CATC research staff identified a control group consisting of adolescents who met all the qualifications for admission to the CATC, but were unable to be accepted because of lack of space. As of April 30, 1974, 28 students had been admitted to the control group and both groups were well matched. Students in the control group were placed either at Lookout Mountain School for Boys or Mount View School for Girls and continued with both facilities "traditional" program.

This evaluation covers the period of time from November 2, 1972, when the first student was admitted, to April 30, 1974.

Readjudication is defined as the process whereby a judge commits the child to the Department of Institutions or to Adult Corrections. This excludes technical violations of parole.

## Results

Objective 1: To reduce recidivism in youth released from the program such that:

- (a) 33 1/3 percent of the released youth from the CATC will not be readjudicated for six months after discharge.

(b) The recidivism rates of the experimental group versus the control group will be 33 1/3 percent lower six months after release.

As of April 30, 1974, nine Closed Adolescent Treatment Center students have been released from the program and seven were released from the control group. Of the nine from CATC, none have been readjudicated although one youth from the students released is reported to be absent without leave from his placement.

Out of the seven youth released from the control group two were returned for further treatment to Lookout Mountain School for Boys. Neither, however, have been readjudicated and are not considered recidivists.

Consequently as neither group has experienced any recidivism, the first objective is not measurable at this time.

Objective 2: To remove gross deficiencies in academic functioning such that 70 percent of released youth will have gained an average of 2½ years of academic functioning.

Technically this goal was not met in that 70 percent of the released youth gained an average of one year and eight months in arithmetic, spelling and reading on the Wide Range Achievement Test (Table 1). However, this is a substantial achievement in that the average length of time in CATC of these students was only ten months and two days.

For all nine CATC students who have been released, the average achievement was one year and six months in a 11.2 month period compared to a 0.14 gain made by the control students of Lookout Mountain School for Boys (LMSB) and Mount View School for Girls (MVSG) in a 8.6 month period.

The educational program should be considered as highly successful in that the gains of the CATC students in all subject areas were statistically significant at the .05 level. In reading, the CATC students achieved an average gain of two years and three months from admission to the program. This increase was significant with a t of 4.98. The CATC students had a one year and five month gain in arithmetic which was statistically significant with a t of 3.004. The average increase in spelling was a year of achievement which was significant with a t of 3.5.

# CONTINUED

# 1 OF 2

	READING			SPELLING			ARITHMETIC			TOTAL		
	Pre	Post	Diff	Pre	Post	Diff	Pre	Post	Diff	Pre	Post	Diff
1	6.2	7.1	0.9	5.2	6.8	1.6	3.9	4.4	0.5	5.1	6.1	1.0
2	0	4.2	4.2	0	2.5	2.5	0	2.9	2.9	0	3.2	3.2
3	6.5	6.8	0.3	4.5	4.9	0.4	3.3	4.9	1.6	4.8	5.5	0.7
4	5.4	6.6	1.2	3.7	4.0	0.3	2.9	3.4	0.5	4.0	4.6	0.6
5	0	2.6	2.6	2.2	3.0	0.8	0	4.4	4.4	0.7	3.3	2.6
6	8.5	11.9	3.4	7.6	7.6	0	5.3	6.3	1.0	7.1	8.6	1.5
7	9.3	11.3	2.0	6.1	7.6	1.5	5.7	6.1	0.4	7.0	8.3	1.3
8	6.0	8.9	2.9	5.2	6.5	1.3	5.3	5.2	-0.1	5.5	6.9	1.4
9	8.9	11.6	2.7	8.4	8.7	0.3	6.3	8.0	1.7	7.9	9.4	1.5
<u>Mean Change</u>			2.2			1.0			1.4			1.5

Table 1

Objective 3: To improve self images such that psychological retesting at discharge will show a significant (at the 0.5 level) improvement over pretesting.

The results (Table 2) from the pretest and post-test of all released CATC students dramatically demonstrate that this objective was met. The mean difference of the released students on the Cooper-Smith Personal Feelings Study was 14.66 which is significant at the 0.5 level with a t of 2.23.

In addition, while the treatment group gained 14.66 points on the Cooper-Smith, the control group lost an average of 4.33 points per student (Table 3). Since it has been demonstrated that a negative self-concept is highly correlated with delinquent behavior, this is a good indication of success by the CATC.

CATC GROUP

Student	Pre-Test	Post-Test	Difference
1	40	58	+18
2	48	48	0
3	78	78	0
4	38	54	+16
5	58	66	+8
6	34	54	+20
7	68	64	-4
8	20	82	+62
9	60	72	+12
			<u>D = +14.66</u>

Table 2

CONTROL GROUP

Student	Pre-Test	Post-Test	Difference
A	48	46	- 2
B	72	54	-18
C	90	96	+ 6
D	60	48	-12
E	70	Unable to obtain retest	—
F	57	57	0
G	58	58	0
Mean Difference			= - 4.33

Table 3

Objective 4: To provide an overall evaluation of adequacy of staff, program, and facility in meeting the project objectives, including a cost benefit analysis which will indicate that the experimental group is more effectively and efficiently treated than the control group.

The cost-benefit analysis cannot be reliably completed until an adequate number of experimental and control subjects have been released to the community for the required follow-up period. Preliminary data, however, are presently available.

In a study done for the time period from November 2, 1972 until June 30, 1973 the cost per day for the Closed Adolescent Treatment Center was determined to be \$55.16. The cost for the control group in the LMSB and MVSG was calculated at \$29.42 per day.

While the cost per day of CATC is almost double the cost of LMSB and MVSG, other cost factors have to be considered. By utilizing a modified version of the Short Nye Unreported Delinquency Scale, the research team has ascertained that the average daily cost per child enrolled in the CATC program for the year preceding their institutionalization was \$481.41 per day. This cost represents crimes such as auto theft, burglary, robbery, and other costs such as "lecture and release", and arrest. While the data are presently being validated by the researchers, it would not be unreasonable to conclude at this time that the CATC program is saving Colorado taxpayers hundreds of dollars a day per student.

In order to evaluate staff, program, and facility, the Correctional Environment Scale was given to students at the CATC to measure the inmates perception of the environment they are in.

As can be seen from Figure 1, the youth at the CATC perceive the unit as very strong in most areas.

CORRECTIONAL INSTITUTIONS ENVIRONMENT SCALE

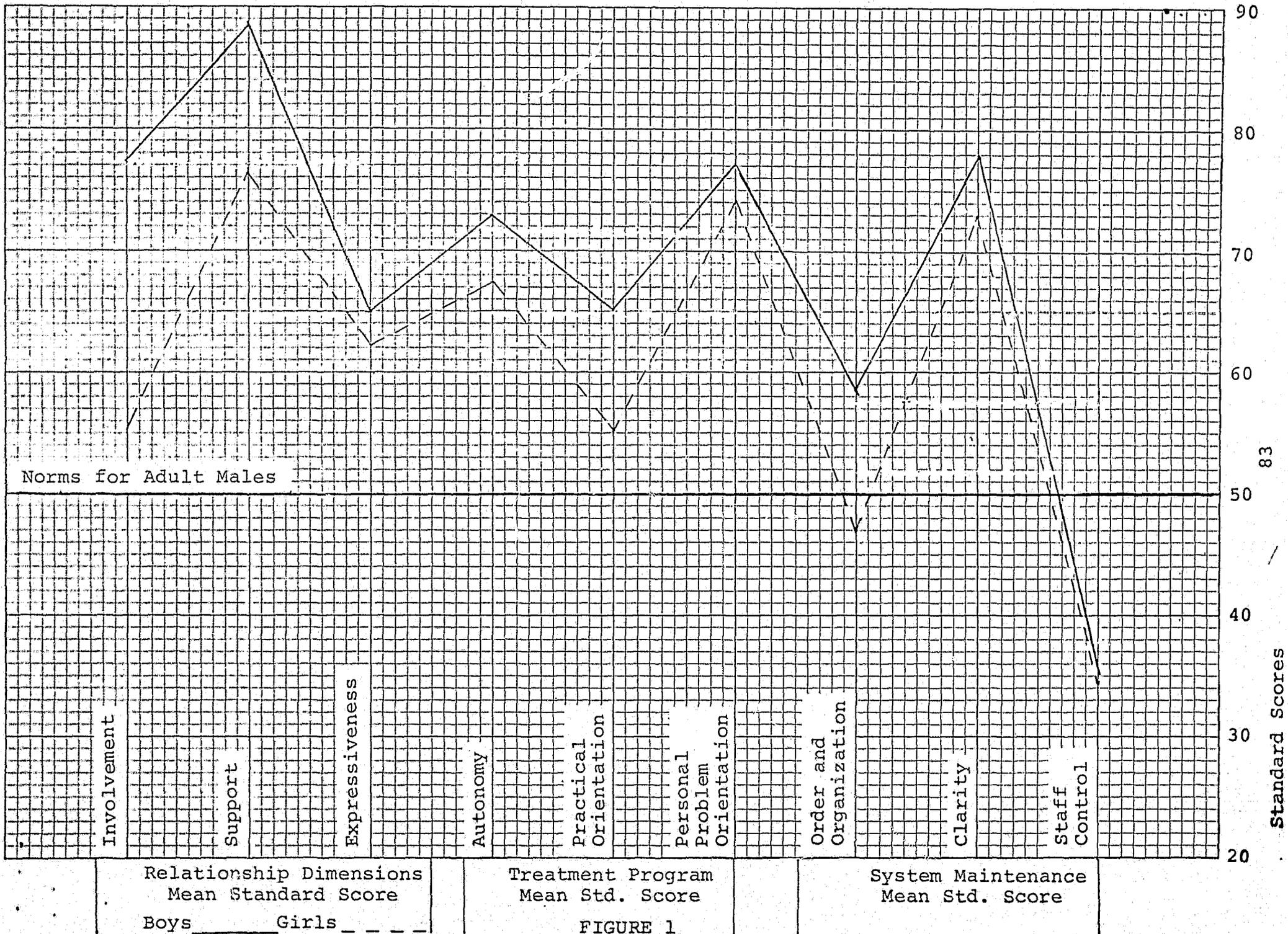


FIGURE 1

Unfortunately there are no norms yet for juvenile institutions so the graph only indicates the CATC figures, plus the norms for adult males (at the 50th percentile on the graph).

The subscale "Involvement", which measures how active and energetic residents are in day to day functioning of the program, rates very high. Much peer-peer and staff-peer support is noted by the students. The open expression of feelings by students and staff is encouraged. The students feel they are strongly encouraged by the staff to take extra time in planning activities. Not only is the staff helpful in setting practical future goals, but the students feel the staff is also concerned with and understands their personal problems.

As is evident on the graph, the CATC student scores in the area of order was below the mean for adult inmates, which suggests that the students perceive personal appearance and unit tidiness to be of lesser importance to the staff than other areas. Another score below the adult mean was staff control. Both of these low scores could be interpreted as a positive finding that unit priorities are with intensive treatment of youths rather than the more typical priorities of unit maintenance.

Other Data:

Runaways

As the CATC is a closed unit that deals with youngsters who have demonstrated by their past record a high runaway risk, it was of utmost importance to determine if the CATC is functioning effectively as a closed unit.

The average number of runaways per CATC student was 0.542 while the average number of runaways for the control group was 1.4. This shows that the CATC group is running at a lesser rate than the group from LMSB and MVSG. When looking at the data it is important to remember that the sample of clients at the CATC are as a group much higher runaway risks than the general population of MVSG and LMSB.

Another measure of runaway behavior is the comparison of the percentage of time AWOL from the unit (Table 4). The percentage of time AWOL for the CATC students from the beginning of the program to April 30, 1974 was 8.9 percent. This compares to a AWOL percentage for the control group of 12.6 percent. In addition the percentage of time AWOL for LMSB was calculated to be 9.6 percent and the percentage of time AWOL from MVSG was 18.9 percent.

Comparative Figures of Total Percentage AWOL's Admission to April 30, 1974 or Release	
Closed Adolescent Treatment Center	= 8.9%
Mount View School for Girls	= 18.9%
Lookout Mountain School for Boys	= 9.6%

Table 4

The buildings have similar security precautions and night staff coverage is the same. Attempts to run away at the CATC have also been minimal. Consequently, it is not the increased staff surveillance that makes the difference, but the reduced number of runaways is due to the fact that the youths generally lose their impulses to escape the program.

Assaults

A reduction in assaults is very important, both for student as well as staff safety.

Total Reported Assaults at CATC						
Team	I	II	III	IV	V	Release
Number	5	3	2	1	1	0
Percentage	41.7%	25.0%	16.7%	8.3%	8.3%	0

Table 5

As can be seen from Table 5, of the 12 reported assaults by CATC students, 41.7 percent of them took place while on Team 1, while only 8.3 percent of them took place while on Team 5. This would seem to indicate the effectiveness of the program in reducing assaults.

In addition, the data on Behavior Observation reports indicate that at least 12 students who were assaultive while functioning in society and at other placements have not been assaultive in treatment at the CATC.

Summary and Conclusions

In summary the Closed Adolescent Treatment Center has basically met those objectives which are measurable at this time. No youth to date from CATC have recidivated, academic achievements and self image have shown significant differences when compared to pretesting, and the CATC program will in time probably demonstrate more cost effective and efficient treatment than the traditional programs. In addition, the students from the CATC are running away at a much lower rate than the students from the control group, and the frequency of assaults has decreased since beginning the program.

MONADMETHOD OF ARRIVING

This team is for students who refuse to work on the program or their delinquency problems and who prefer to do "hard time". It is strictly a staff decision as to whether or not a student goes to Monad, and should be used only in the following extremely difficult cases: 1) A critical incident while on Team 1, 2) Multiple critical incidents, 3) Return from AWOL (and this includes voluntary return because of health reasons), 4) Repeated critical incidents.

DESCRIPTION OF PROGRAM AND PURPOSE

Time spent on Monad is lost time in that no points are earned to get out of the program. Immediate concrete privileges are earned rather than points. Monad is a stark, unpleasant situation designed to remotivate students to work on their problems. There is a minimum of 24 hours stay.

BASE PRIVILEGES AND RESTRICTIONS

1. Bed and bedding
2. Monad clothes (e.g., hospital's old outfits)
3. Nutritious meals, (desserts or snacks to be included)
4. Assign work details or calisthenics several times a day in order to earn concrete reinforcement
5. Emergency phone calls only
6. Communication with staff only

EARNED PRIVILEGES

Immediate concrete reinforcers will be earned by a pre-arranged schedule set up by staff, selected from the following (which is not arranged in any particular order).

- A. Cigarettes (no more than 5 a day), or candy
  - B. Recreation in room
  - C. State clothes
  - D. One or two hours of recreation a day, alone, outside room
  - E. The privilege to participate in the program (attend GIT and earn points) \*
- \* Should be last privilege

HOW TO BE PROMOTED FROM MONAD

Staff decides how and when a student gets off Monad and if he goes to Team 1 or back to original team. A review by 2 group members and a supervisor or administrator must take place every 24 hours so that reasonable goals for assigning Monad are given. If at all possible, remove student from Monad after 24 hours. On Monad the youth is always asked at least twice a day if he would like to do a work detail. Also, room checks should be done every 15 minutes.

Staff contact should be regular, but limited; that is, staff should converse with a student at least 5 times a day, but for not more than 15 minutes at a time. This is to show that extended therapeutic discussions are also a privilege in the regular program. A contact sheet must be put on the door of the students room, and all contacts and times recorded on the door.

TEAM IMETHOD OF ARRIVING

No students enter the program on Team I. A student is "busted" to Team I for one reason: A critical incident; this may be done immediately by staff when the incident occurs, or in consultation with Guided Interaction Therapy (GIT) group.

DESCRIPTION AND PURPOSE

Team I is a discipline team to correct gross misbehavior and lack of responsibility. It is more of an individualized program than any other team (except Monad, where concrete reinforcers are used instead of points). This individualization is designed to reinforce small increments in positive behavior. It is achieved by starting the student out with the base privileges and restrictions (listed below) and setting up a schedule of points to earn the extra privileges individually for each child (rather than on a set number of points for everyone as it is on a higher team.) Individualization is also achieved by staff making extra effort to give reinforcement (both verbally and point-wise) at scoring sessions more frequently and for smaller improvements in behavior than on other teams.

Another important factor on Team I is peer isolation. Since the student has demonstrated gross misbehavior, he is obviously not being affected positively by the peer culture and is not helping them either. Therefore, he is removed from contact with them until he improves. Although basically isolated until he earns limited activities, the student should have three regular work details a day (if possible just with Team I) and calisthenics. Also, staff should assign activities while student is in his room, such as: sanding a piece of furniture, writing life history, or cleaning.

Discipline while on Team I is somewhat different from other teams since peer communication is limited. If the Team I student violates a house rule, and other students are present, they may say "check yourself" (that's all). If he continues, they should book\* him (without speaking). (If they do not book him, staff should book them for supporting delinquent activity.)

More likely, there will be no other students present, and in that case, staff should check and book violations of house rules, and have discipline committee meetings and remove earned privileges. In any point category that can't be rated, the student should get a 1.

\* Bookings: Students write a "ticket" on other students when they violate a rule. The "ticket" is then turned over to a discipline committee for further action.

These privileges are all the student gets as soon as he is "busted". Anything else must be earned.

- 1) Bed and linen only in room
- 2) Meals in room
- 3) Five cigarettes, (1 after breakfast, 1 after lunch, 2 in GIT or in school work in afternoon, and 1 either after dinner or before bed.)
- 4) State clothes
- 5) Attend GIT
- 6) Emergency phone calls only
- 7) Communication with staff only
- 8) In bed (and lights out) one hour before Team II
- 9) Out of room only for work detail, calisthenics and bathroom
- 10) Unlimited correspondence

#### TEAM II

##### METHOD OF ARRIVING

The student enters the program on Team II where he is treated as a responsible, mature student unless he or she shows otherwise.

##### DESCRIPTION AND PURPOSE

It is expected that the student is able to handle the Self-Maintenance tasks covered by Team II such as: keeping one's room clean, personal hygiene, contributing to the daily work, and, most importantly, interacting with others on a cooperative basis. Therefore, the emphasis on Team II is to have the student identify his problem areas, and beginning to work on these problems.

On Team II, the basic privileges are quite adequate for an institution. However, extras or frills must be earned. There is a delay in visiting by parents and this, too, is earned as a privilege. This is not intended as a deprivation, but to give the student and parents time to adjust to this major life change.

##### BASE PRIVILEGES

These privileges are given to everyone on admission.

- 1) Can wear personal clothes, makeup. Students can also wear their hair in their preferred style (and beards or mustaches for males) and this privilege is not to be taken away, although standards of cleanliness must be met.
- 2) May have all desserts and snacks.
- 3) Bed at 9:00 p.m. weekdays and 10:00 weekends (Friday and Saturday).
- 4) Unrestricted consumable items.
- 5) Communication with anyone except Team I.

- 6) Unrestricted correspondence and contact with lawyers (this privilege also is not to be removed).

##### PRIVILEGES TO BE EARNED

The order of earned privileges and points required are as follows:

200 points - monitored phone call to family - 5 minutes

500 points - parents may bring clothes, tour the unit, and briefly (10 minutes) visit with the student

800 - Jewelry

1000 - May decorate room

1200 - May move in cottage with Team III

##### PROMOTION TO TEAM III

Promotion requires 1400 points on Team II, and GIT approval. If the GIT group notes an area that needs improvement, they may designate particular point areas and averages to be earned for a specific period of time before promotion. A "life history" must be given to the GIT group before promotion.

#### TEAM III

##### METHOD OF ARRIVING

The student graduates to Team III by earning 1400 points on Team II and GIT approval. A student may also be demoted to Team III from any higher team for a Critical Incident if so decided by GIT staff.

##### DESCRIPTION AND PURPOSE

At this stage, the student is expected to have already identified his problem areas and has worked on them enough that he can be expected to show sufficient interpersonal skills to function acceptably within the institution. At this stage he has already gained some insight into his own psychological dynamics and now needs to learn why other people function as they do. The responsibilities for their peers, therefore increases significantly. Points are given more critically by staff.

##### BASE PRIVILEGES

1. Bed at 10:00 p.m. - may earn up to two hours later on weekends through the school program.
2. Cottage movement without supervision - notify staff.
3. Two 5 minute monitored phone calls per week (e.g., 1 in, 1 out, or other combination).

4. May go to dances.
5. Canteen privileges (supervised).
6. 100 - May have personal radio (not a radio supplied by CATC).
7. 200 - Volunteer may begin attending GIT groups.
8. 300 - Supervised walks on grounds with staff, 1 per week for ½ hour.
9. 400 - May become advisor and family may visit for ½ hour with staff present.
10. 500 - GYM privileges, 1 day per week, with other Team III members having 500 points.
11. 600/1000 - Family may visit for 1 hour with staff present/or volunteer.
12. 800 - Staff supervised activities (movies, gym) out of cottage on grounds.
13. 1200 - Unlimited walks on grounds with staff.

PROMOTION TO TEAM IV

145 points are required for promotion to Team IV, plus GIT approval.

TEAM IV

PURPOSE

1. Start testing ability to handle responsibility off grounds.
2. Further develop care and help for others.
3. Begin work on release plans.

Expectations of Team IV are much more stringent than prior teams. Scoring will be more difficult and certain categories will be emphasized. Maintain an average of 40 points per week in peer relations during entire Team IV and one week of 45 points.

If these averages are not maintained, or if any negative acting out behavior occurs which requires Time-Out, this will immediately result in a reevaluation of Team IV and possibly result in loss of points or special contract, or beginning Team IV over again.

PRIVILEGES

1. Shoes and belts allowed in room and may be worn at all times.
2. Bedtime at 11:30 weeknights, 12:30 weekends, at staff discretion.

3. Two ten minute unmonitored phone calls per week. Must have straight twos and notify staff ten minutes prior to calling.
4. Two free mornings per month - must notify staff twenty-four hours in advance prior to taking morning off.
5. Considered for World of Work Program.
6. Begin release outline.

300 Points - Staff supervised activities off-grounds, six hours per week.

400 Points - Completed - first part of release outline - begin second.

600/1200 Points - Family or volunteer may visit without staff present (two visits only, all others by contract).

800 Points - Release Group Involvement - after completion of second part of outline.

900 Points - 1) Unsupervised walks on grounds or with Release Team member - dependent on students behavior and at staff's discretion (must have signed pass)

2) Friends may begin attending GIT

1200 Points - 1) Staff supervised activities off grounds 12 hours per week total (four activities)

2) Friends may visit with staff present (after attending three GITs)

3) May begin negotiating contract for home visit in GIT

1450 Points - 1) May ask for move to Release Team

Release Team

PURPOSE

1. Continue testing responsibility
2. Have release plans completed and begin testing problems on the Outs

PRIVILEGES

The below listed privileges will be contracted for between the individual and staff, and also decided within GIT Group. The student will remain on the team until his placement in the community. He must remain on this team a minimum of 6 weeks.

1. Meet with parole and/or probation officer.
2. May have eight hours off grounds under adult supervision.
3. May have weekend passes.

4. May accompany another student on visit with adults.
5. Bedtime: 12:30 p.m. weeknights - 1:30 a.m. weekends (always at staff discretion).
6. Three ten minute unmonitored phone calls per week.
7. May work or attend school off grounds with GIT and staff approval.
8. Continue to attend Release Group twice a week and should organize and take responsibility for Release Group activities.

The student will no longer be on the point system per se. Before moving to Release Team a student will meet with individual counselor and group leader to determine method of feedback that will be utilized. Student must have contract approved in GIT when moving to Release Team.

Possible options would be:

1. Continue on regular scoring system for specified period of time.
2. Be graded 3X daily in one specific category.
3. Graded once a day in one specific category.
4. No grades once a day feedback session from assigned staff.
5. No grades once a week feedback from staff and one from GIT.

Whatever method of feedback is decided upon should have specific consequences written as such in a contract. If a student fails to meet his contract during a given week that is cause for automatic GIT review. The following will also be cause for automatic GIT review:

1. One Time-Out at staff request
2. Three Time-Outs per week on voluntary basis
3. Three bookings in one week

Consequences to student will be decided with input from GIT, Group Leader, and individual counselor.

Possible consequences would be:

1. Loss of Release Team privileges for specified period of time
2. Establishment of new contract
3. Bust to Team IV for specified period of time

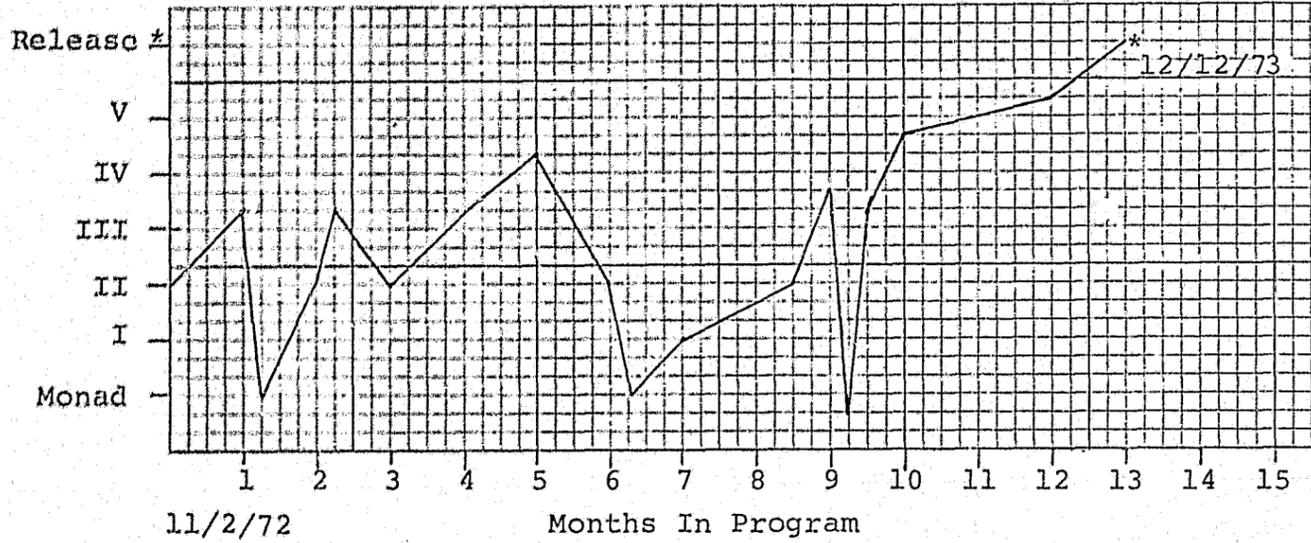
The following are job responsibilities and expectations held for all Release Team members:

1. Supervising work details and/or other unit activities when asked by staff.
2. Knowing and applying unit house rules and taking action by checking and booking peers for negative behavior.
3. Responsible for knowing individual treatment contracts within his or her treatment group, and seeing that they are followed through on.
4. Help organize Friday night cleanup supervising other students jobs and checking their work.
5. Responsible for seeing that discipline committee student keeps discipline board up to date and that evening disciplines are followed through on.
6. Picking up food at kitchen.
7. Making weekly list on Mondays of supplies that need to be ordered by checking the unit - give list to night staff.
8. Check kitchen area every other day (cupboards, iceboxes, milk machine) for cleanliness - see that assigned student gets it done.
9. Responsible for knowing who's on what job during the week and reminding students when you see things that need to be done.
10. Responsible for helping to supervise showers and baths, OT, RT, and School.
11. Assist in seeing that evening clean-up is accomplished and lower levels get to bed on time.
12. Responsible for putting up scores at staff request.

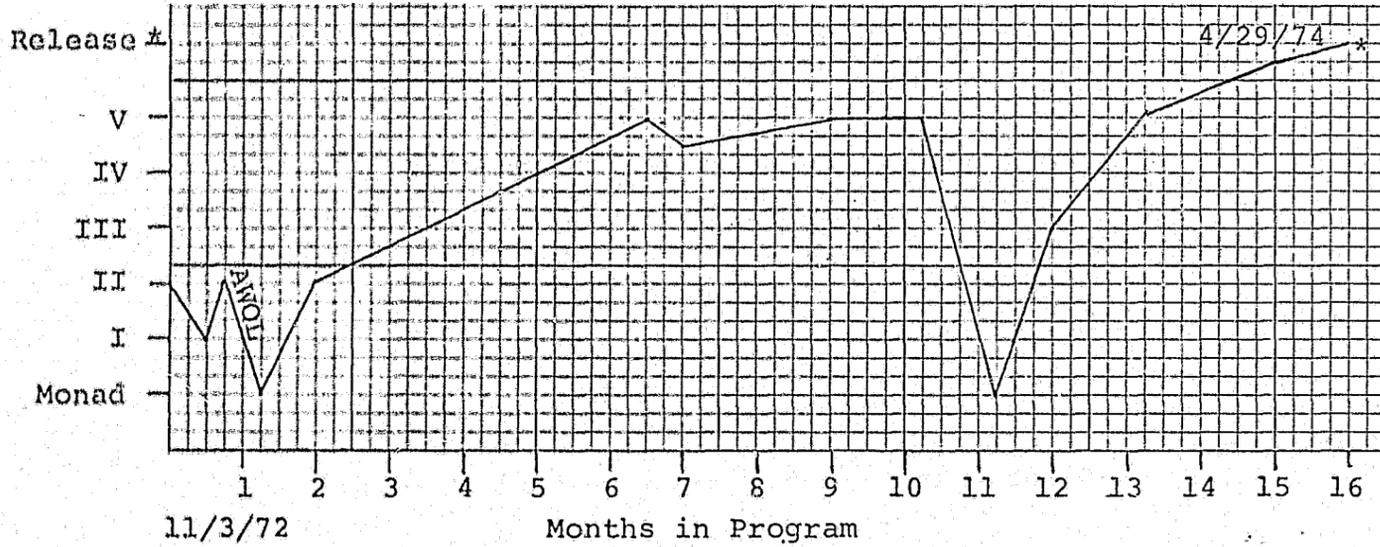
NOTE: GIT Group and staff must approve all level moves, passes, visits off grounds, visits with volunteers, family or friends, (on or off grounds).

APPENDIX 2

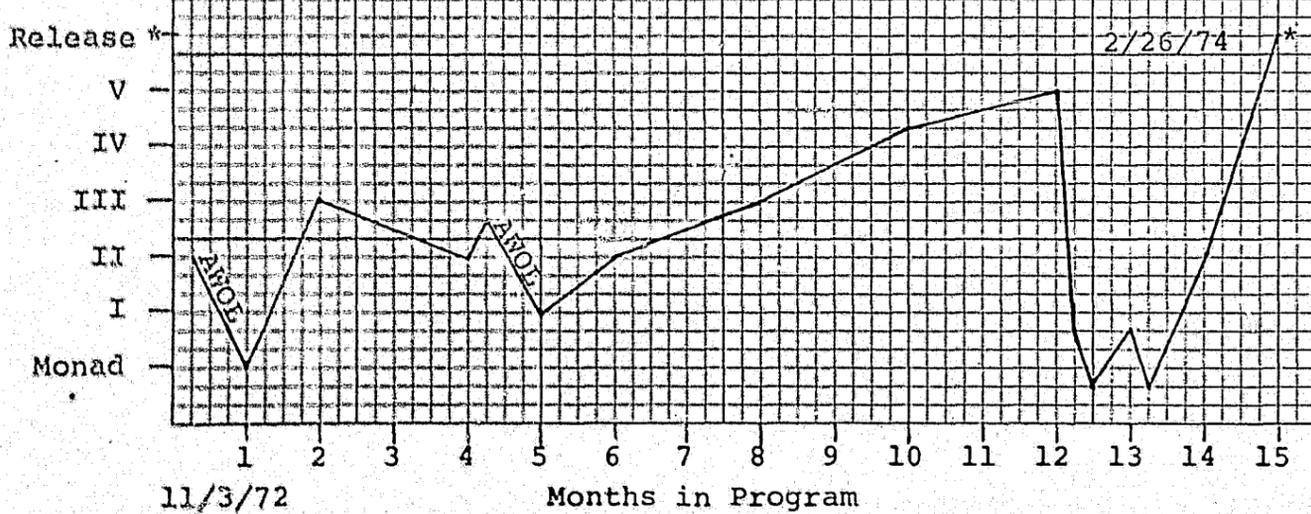
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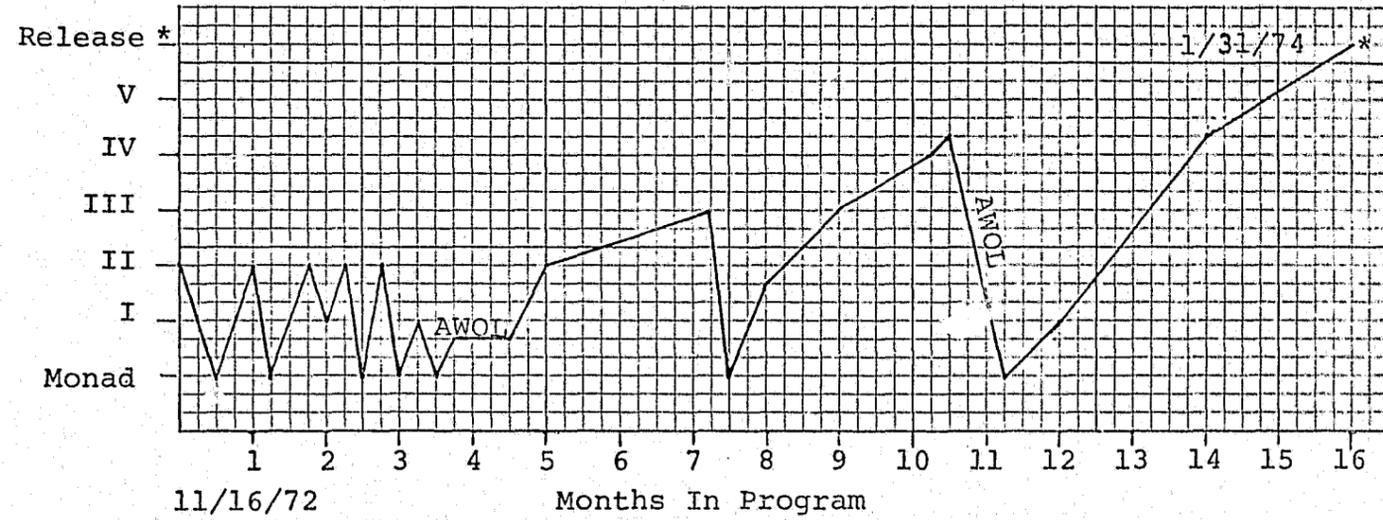
Student #2



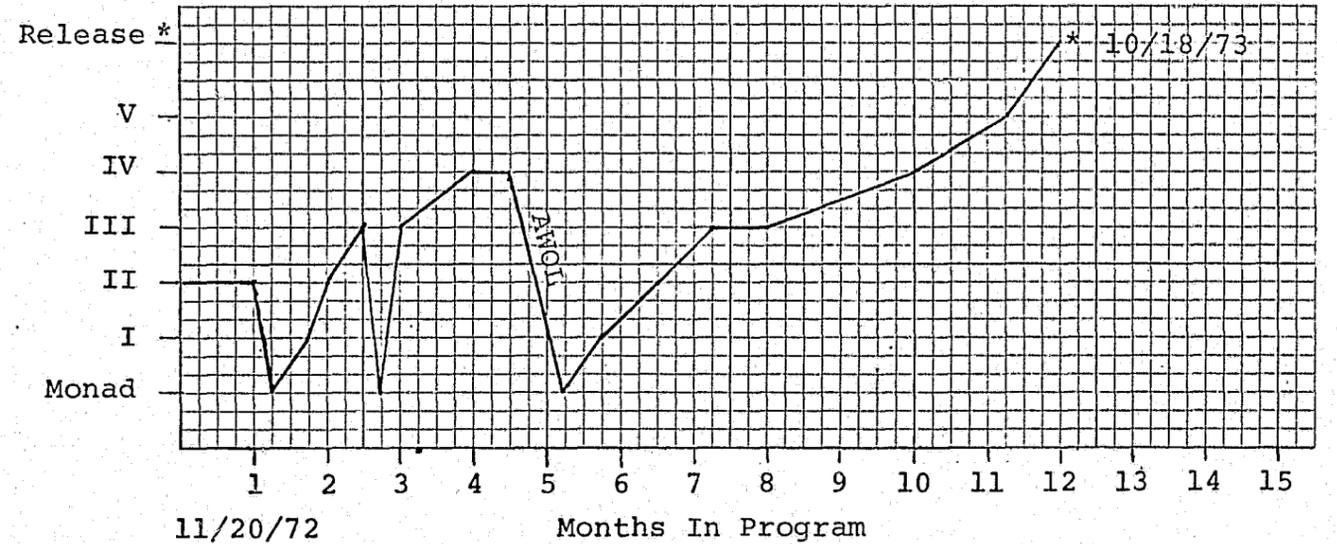
Student #3



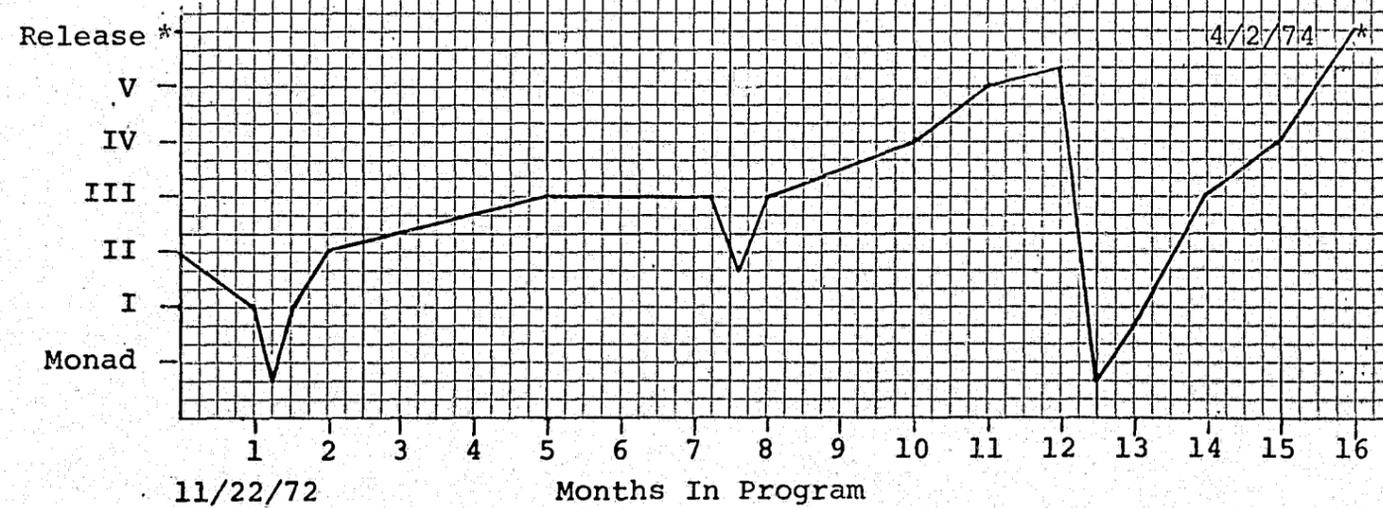
Student #4



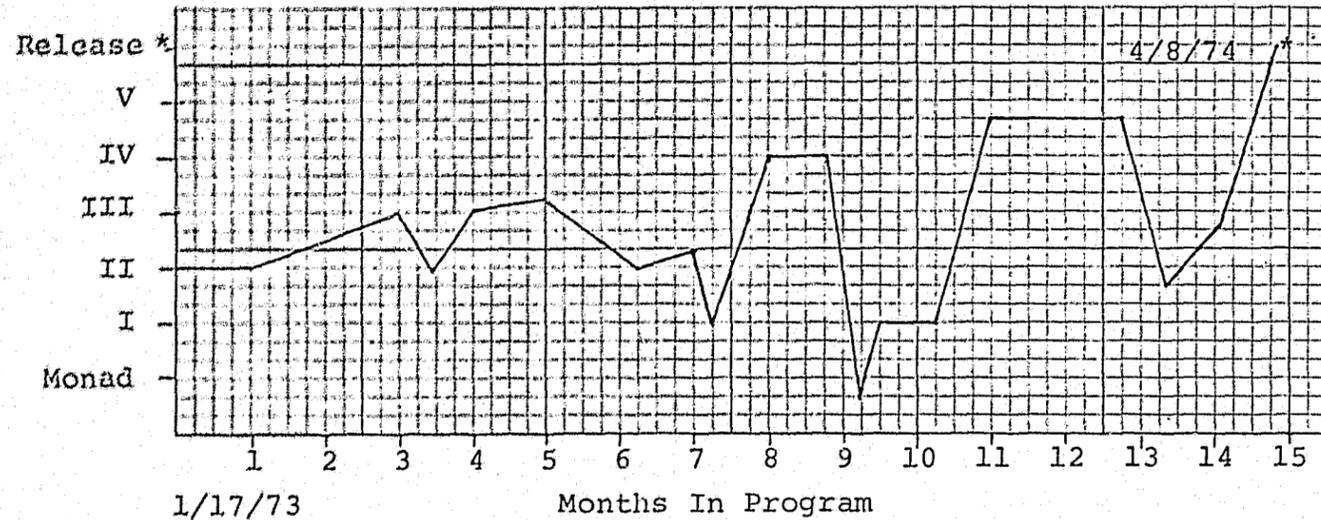
Student #5



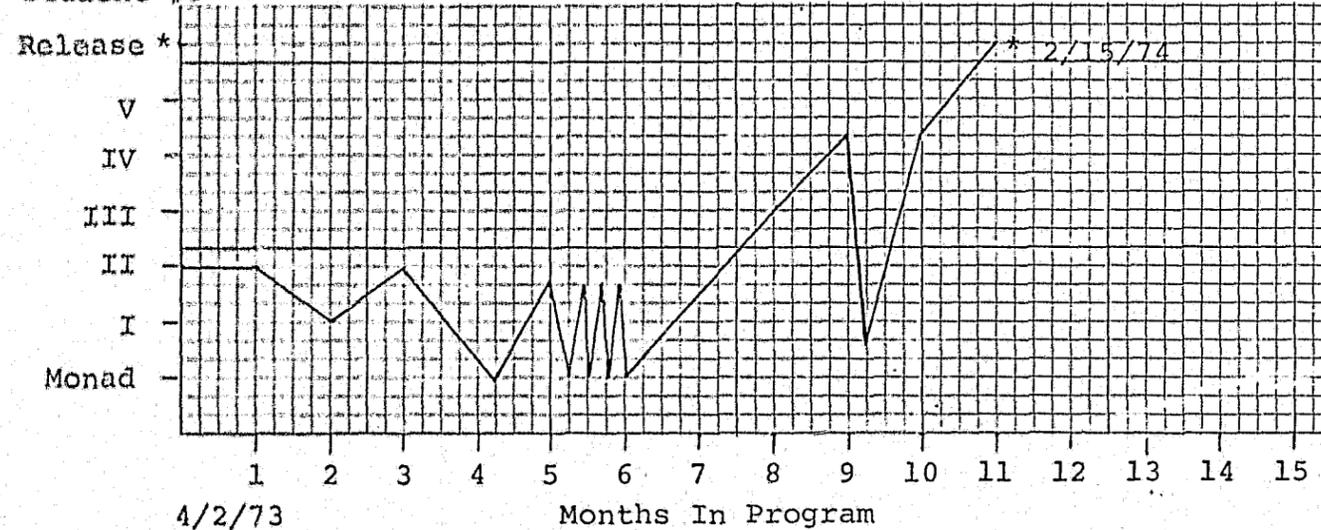
Student #6



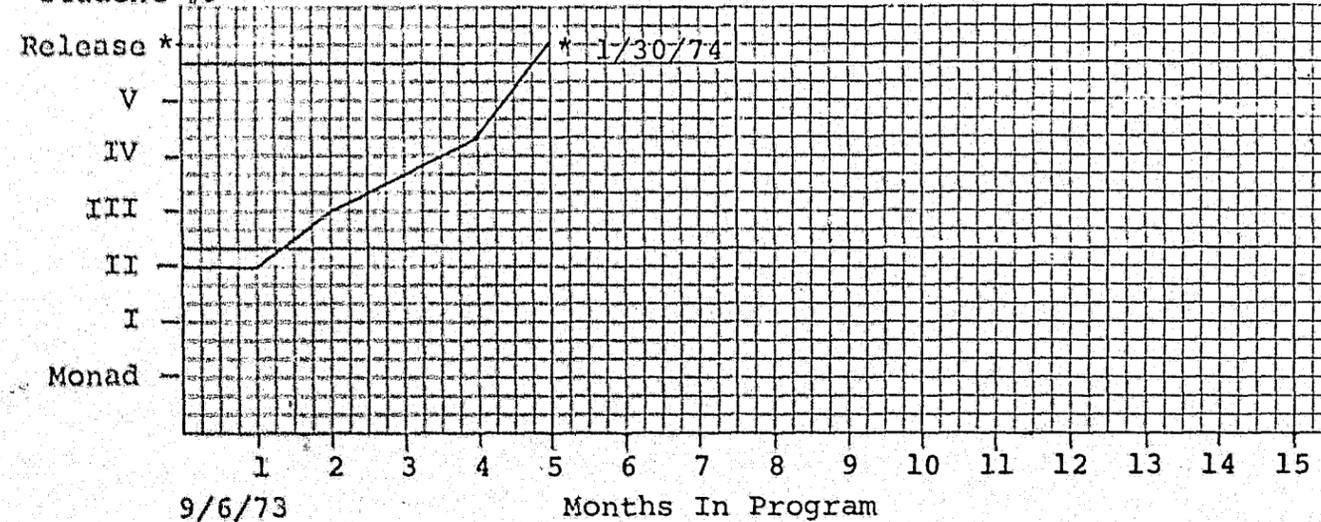
Student #7



Student #8



Student #9



Title: Intensive Probation and Parole Supervision Program

Location: Denver

Region: State Division of Adult Parole

Project Numbers: 73-IC-0009-(11)-47,  
72-IC-0008-(1)-64

Funding Amount in Total:  
LEAA - \$1,414,637  
State/local cash - 110,864  
In-kind match - 155,418  
Total \$1,680,919

Project Duration:  
March 1973 to May 1976

Problem

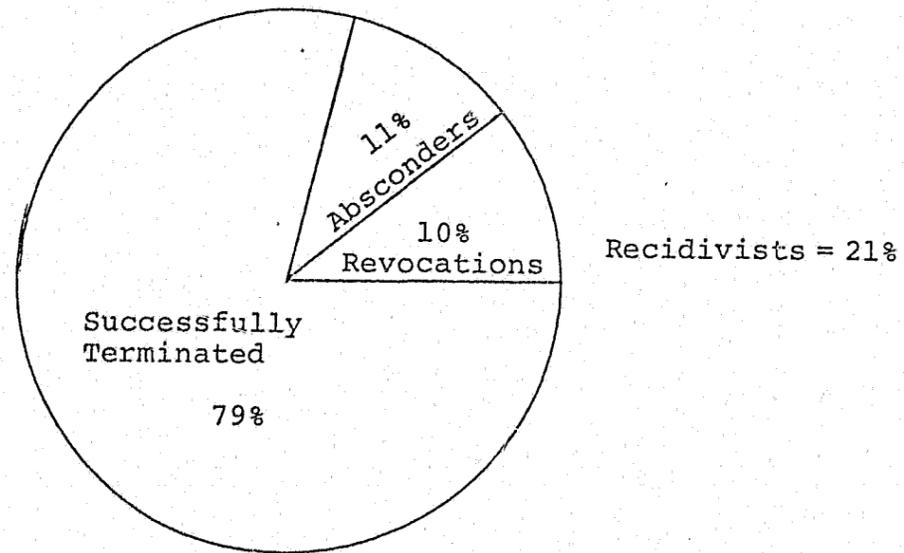
The Intensive Probation and Parole Supervision (IPPS) Project was mainly stimulated by three factors: (1) A recognized need for community correctional services, (2) Heavy caseloads in Denver's Probation and Parole Departments, and (3) High recidivism rates among probationers and parolees.

Community correctional services were recognized by the 1973 report from the National Advisory Commission on Criminal Justice Standards and Goals on Corrections as one of the most promising developments in the corrections field to date. It was felt that there were sufficient reasons to begin the transition from the institutional oriented correctional system to a community based model, of which probation and parole are representative.

The second factor in helping to create the project was the high caseload of Denver's Probation and Parole Departments. In 1972 the State Adult Parole Division reported approximately 750 ex-offenders residing in the City and County of Denver. The Second Judicial Probation Department (City of Denver) had approximately 1800 cases. The offender to supervisor rates were about 65 to 1 for parole and 160 to 1 for probation which far exceeded the recommended national standards.

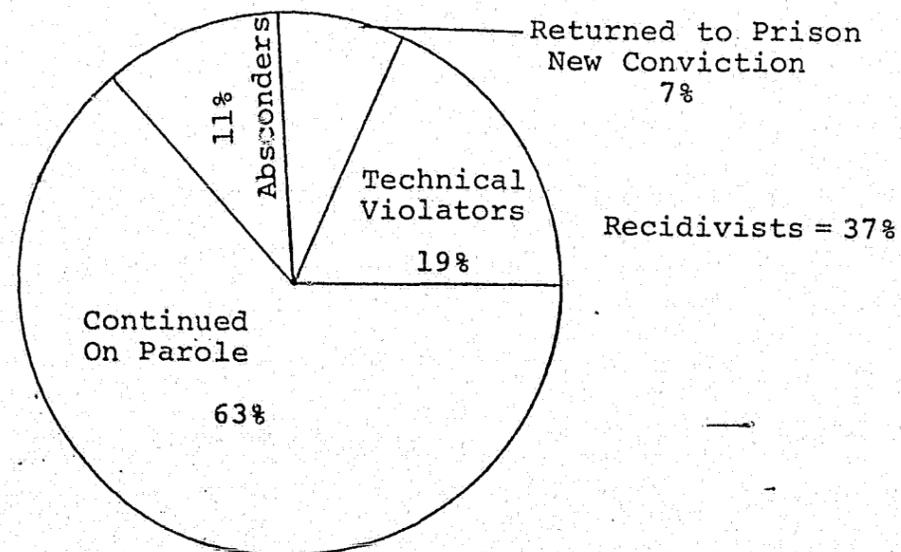
A third factor in the creation of the IPPS project was the recidivism rates among Denver's probationers and parolees. The 1971 Annual Report of the Second Judicial District Probation Department indicated that 1,997 males and 380 female cases were handled. During 1971, 1032 probationers were successfully terminated, 133 were revoked, and 149 had outstanding alias capias issued. As revocation made up 10 percent of the total and 11 percent were absconders, the recidivism rate for probation during 1971 was 21 percent.

1971 Probation



During 1969, 263 cases, equivalent to 25 percent of the people placed on parole in the state, were surveyed. At the close of 1972, approximately 19 percent of these cases were returned to prison as technical violators, 7 percent were returned with a new major conviction, 11 percent were absconders and 63 percent were continued on parole. Consequently, the recidivism rate for parole for this period of time was approximately 37 percent.

Paroled in 1969



Project Description

The Intensive Probation and Parole Supervision project established three neighborhood centers in Northeast, Northwest, and Southwest Denver with facilities to handle both probationers and parolees. The Second Judicial Department and the State Adult Parole Division provided the coordinated services in an attempt to reduce the recidivism rate by (1) Reducing caseloads, (2) Increasing the diagnostic capability, (3) Improving the referral system, (4) Increasing community awareness, (5) Improving accessibility of services, and (6) Improving the coordination of services between probation and parole.

The implementation of this project attempted to reduce the reliance on institutional control of the offender by strengthening the probation and parole services with an increased number of specially qualified personnel and more effective organization of community casework supervision. Nine probation officers, nine parole agents, three supervisors, a psychologist, an employment specialist, an evaluator and clerical help were hired as staff for the neighborhood centers.

Project staffing began on April 1, 1973 and the three neighborhood offices were opened on August 13, 1973. A total of 1853 probationers and parolees were transferred to the neighborhood offices by the end of September, reducing the caseload of central probation and parole. Clients were transferred in such a manner that it could be assumed that both the central office and neighborhood centers were dealing with the same type of client.

The role of the psychologist was to do diagnostic work and provide short-term treatment. Liaisons were established with existing diagnostic and treatment programs so that more integrated services could be given to probation and parole caseloads. The employment specialist acted as a resource for clients through direct activities in terms of job findings in the probation and parole staff. His presence freed probation and parole staff to devote more attention to other aspects of their jobs.

Objectives

The major effectiveness objective of the Intensive Probation and Parole Supervision Project was to reduce recidivism of probation and parole by 25 percent for the major crimes of rape, assault, robbery and burglary.

Six other efficiency objectives were designed to facilitate the recidivism objective.

1. Reduce caseloads from 150/1 for probation and 67/1 for parole, to 50/1 and 45/1, respectively.
2. Increase the diagnostic capability of the agencies resulting in goal-oriented supervision.

3. Improve the referral service system.
4. Increased community involvement in the project through decentralized services.
5. Improve the accessibility of services and extend operating hours of the service centers.
6. Improve the coordination and continuity of probation and parole services.

#### Methodology

This evaluation will compare available data to the stated objectives in the initial grant. The time period covered will be March 1, 1973 to March 1, 1974. This represents the first year of funding but only 9 months of actual operation.

Recidivists are defined as those probationers or parolees who had their probation or paroles revoked or absconded probation or parole.

#### Results

Major goal: Reduce recidivism of probation and parole by 25 percent in the major crimes of rape, assault, robbery, and burglary.

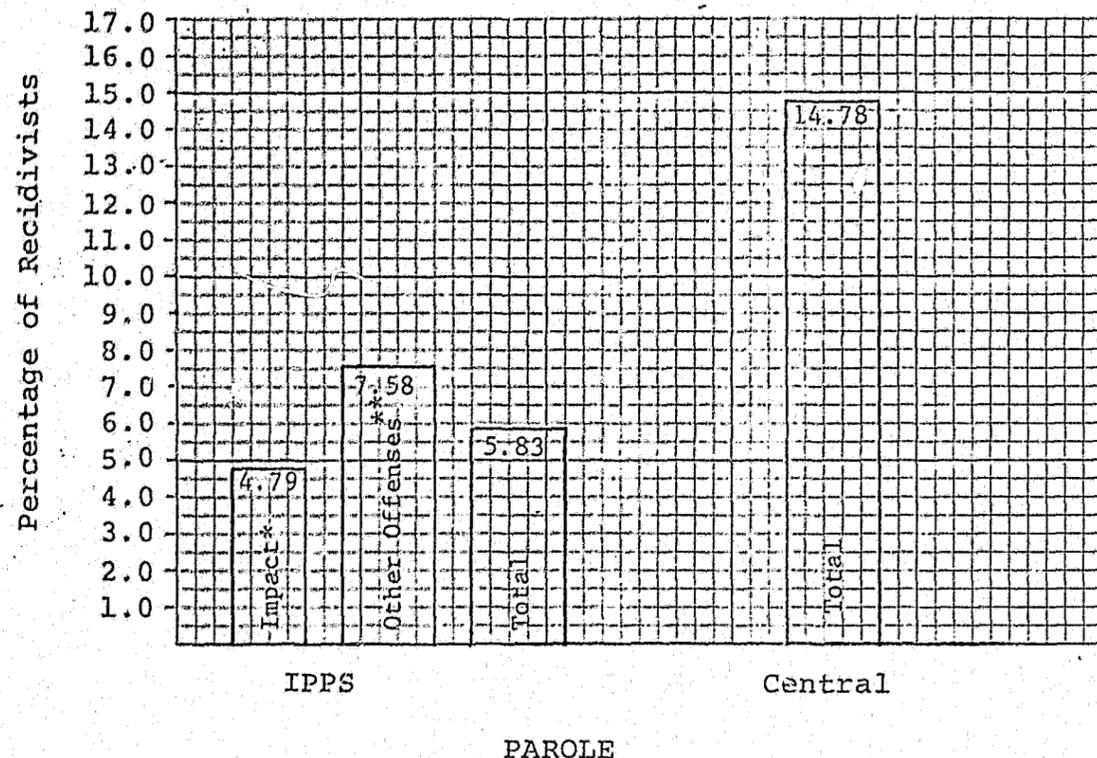
Ultimately the comparison of recidivism will be made against a baseline of parolees and probationers who were convicted of an "impact" offense and placed on probation during 1968 and 1969 or were released from incarceration to parole in 1970. Unfortunately the baseline data are not available as of this writing but will be available in the future. Consequently, this evaluation will compare the IPPS parolees and probationers to central office probationers and parolees in terms of recidivism. Here it is assumed that all offenders probationed or paroled have an equal likelihood of successfully completing probation or parole.

As is evident from Table 1 the recidivism rate (Absconders and Revocation) is considerably lower for the IPPS clients than for the Central clients. While the recidivism of central office parolees is 14.78 percent, the recidivism rate of project parolees is 5.83 percent. Similarly, the recidivism rate for project probation is 7.06 percent while the rate for central office probation is 10.07 percent. For the project as a whole, the recidivism rate was 6.45 percent, while the recidivism rate for Central office probation and parole is 11.54 percent. Chart 1, 2 and 3 graphically depict the above information.

Group	Number of Individuals	Number of Absconders (A)	Number of Revocations (R)	(A+R)	Recidivism (A+R)	Recidivism (R) %
IPPS Project Parole						
Hi Impact	334	6	10	16	4.79	2.99
Other	198	7	8	15	7.58	4.04
Total	532	13	18	31	5.83	3.38
IPPS Project Probation						
Hi Impact	304	16	13	29	9.54	4.28
Other	234	7	2	9	3.85	3.85
Total	538	23	15	38	7.06	2.79
Central Office Parole	839	57	67	124	14.78	7.99
Central Office Probation	1857	102	85	187	10.07	4.58
Total Project	1070	36	33	69	6.45	3.08
Total Central Office	2696	159	152	311	11.54	5.64

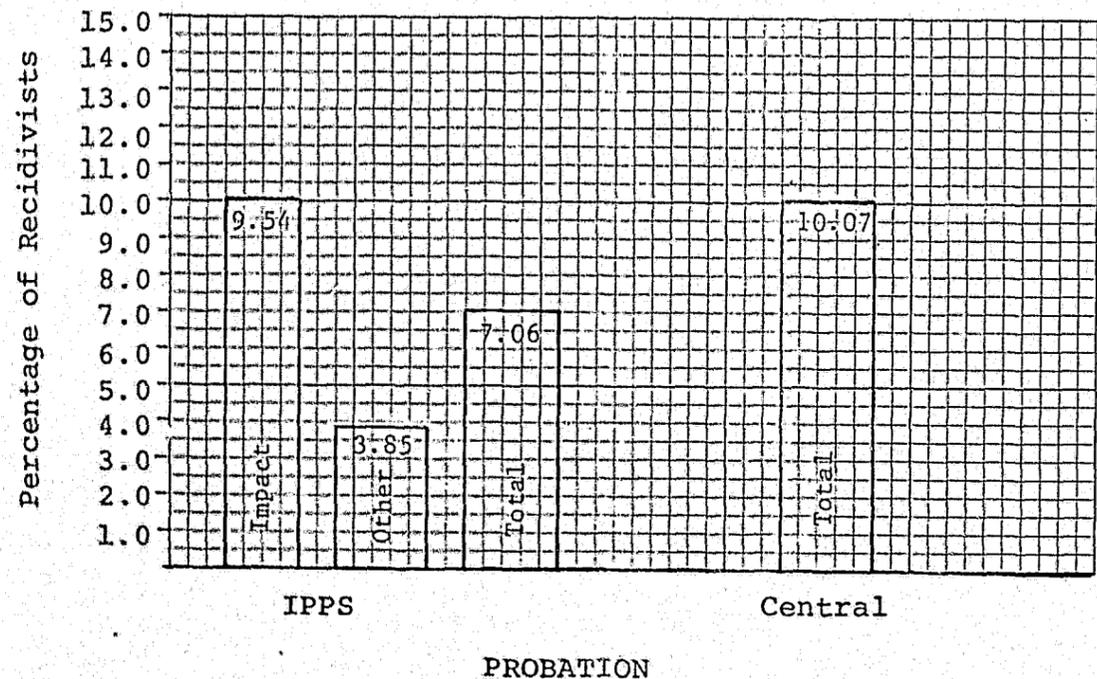
Table 1

Chart 1



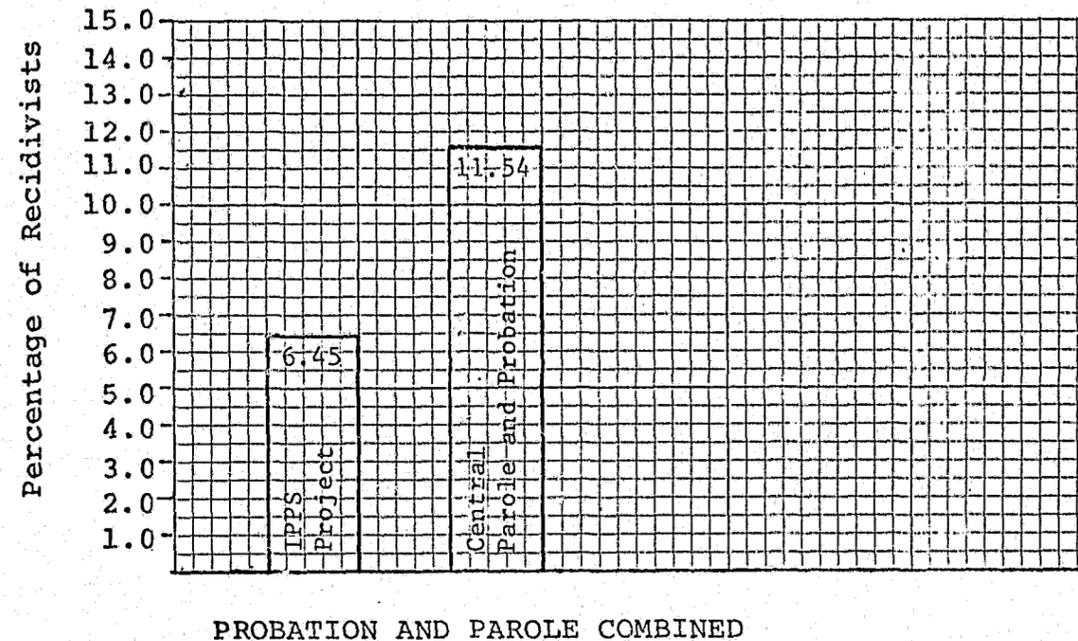
PAROLE

Chart 2



PROBATION

Chart 3



PROBATION AND PAROLE COMBINED

\*Impact offenders: offenders who were convicted of burglary, robbery, rape, assaults

\*\*Other: All other crimes

When the recidivism rates for central office probation and parole are applied to the IPPS project, a reduction in recidivism of more than the objective of 25 percent is achieved. Without the IPPS project, 11.54 percent or 118 of the probationers and parolees could have been expected to recidivate. Actually only 69 recidivated which is equivalent to 41.8 percent less than expected. Consequently, the objective of reducing recidivism by at least 25 percent was accomplished and excelled.

Another way to look at recidivism is in terms of arrests. No comparative data is available from Central Probation and Parole. For the total nine months of the project there have been 324 arrests of project clients (Table 2). This represents 132 parolees and 116 probationers as several clients have had multiple arrests. Of the 220 closed cases all but 28 were dropped or resulted in fines, short jail sentences or special treatment such as work or drug programs. During the total period only 26 arrests have led to revocation either on new charges or violations of conditions of parole or probation. Out of the 324 arrests only 60 of them, or 18.5%, were for impact crimes.

Arrests and Dispositions IPPS Project (7-1-73 to 3-31-74)

Charges	Dropped Or No Action Taken	Pending	Fined	Jailed	Absconded	Revoked	MPWP*	TASC*	Total
Assault	4	4	0	2	0	2	0	0	12
Burglary	8	17	0	0	0	1	0	0	26
Rape	2	1	0	1	0	1	0	0	5
Robbery	9	5	0	1	0	2	0	0	17
Murder	0	1	0	0	0	0	0	0	1
Kidnapping	1	0	0	0	0	0	0	0	1
Grand Larceny	0	1	0	0	0	0	0	0	1
Hit and Run	1	1	0	0	0	0	0	0	2
Auto Theft	2	0	0	0	0	0	0	0	2
Concealed									
Weapon	1	3	1	0	0	1	0	0	6
Flourishing									
Weapon	0	2	0	1	0	0	0	0	3
Criminal									
Trespassing	2	2	0	0	0	1	0	0	5
Indecent Act	1	0	0	0	0	0	0	0	1
Conceals									
Information	0	0	0	1	0	0	0	0	1
Escaped									
Fugitive	1	0	1	0	0	0	0	0	2
Theft	10	7	1	0	0	0	0	0	18
Shoplifting	1	2	2	0	0	0	0	0	5
Bad Checks	4	6	0	1	0	1	0	0	12
Violating									
Terms and Conditions	4	5	0	4	0	7	2	0	22
Support	0	1	0	1	0	0	0	0	2
Illegal									
Possession									
Drugs	50	23	0	1	1	2	0	1	78
Drunk and									
Disorderly	11	4	14	9	0	1	0	0	39
DUI	0	5	9	4	0	1	0	0	19
Hitchhiking	1	0	0	0	0	0	0	0	1
Traffic	4	5	8	0	0	3	0	0	20
Trans Aliens	0	0	0	0	0	1	0	0	1
Possession									
Deadly Weapon	0	2	0	0	1	0	0	0	3
Menacing	0	2	0	0	0	0	0	0	2
Possession									
Stolen Property	1	0	0	0	0	0	0	0	1
Destroying									
Private Property	0	0	1	1	0	0	0	0	2
Dev. Sexual Intercourse	0	1	0	0	0	0	0	0	1

(Continued)

Arrests and Dispositions IPPS Project (7-1-73 to 3-31-74) (Cont.)

Charges	Dropped Or No Action Taken	Pending	Fined	Jailed	Absconded	Revoked	MPWP*	TASC*	Total
Pursesnatch	0	0	1	0	0	0	0	0	1
Disorderly Conduct	0	1	6	0	0	0	0	0	7
Forgery	0	2	0	0	0	1	0	0	3
Resisting	0	1	0	0	0	1	0	0	2

TABLE 2 (Cont.)

\*MPWP = Mountain Parks Work Program  
 \*\*TASC = Treatment Alternatives to Street Crime

Objective 1: Reduce caseloads from 150/1 for probation and 67/1 for parole to 50/1 and 45/1, respectively.

By utilizing nine probation officers and nine parole agents, the caseload for the Intensive Probation and Parole Supervision Project for the first year of operation was reduced to an average caseload of 40 per probation officer and 37 per parole agent (Table 3). Consequently, this objective was accomplished.

Because cases were transferred from the central offices of both probation and parole, the central probation office caseload dropped from 150 to 92 and the central parole office caseload dropped from 67 to 53.

	2nd Quarter* 7/1/73 - 9/30/73		3rd Quarter 10/1/73-12/31/73		4th Quarter 1/1/74-3/31/74					
	Average Yearly Caseload	Number of Officers	Ending Caseload	Average Caseload	Number of Officers	Ending Caseload	Average Caseload			
Project Parole	36.9	9	H-206 O-122 T-328	36.4	9	H-220 O-118 T-338	37.6	9	H-218 O-114 T-332	36.9
Project Probation	40.2	9	HI-174 O-148 T-322	35.8	9	H-192 O-162 T-354	39.3	9	H-228 O-182 T-410	45.6
Central Parole	53.0	9	H-251 O-194 T-445	49.4	8	H-276 O-182 T-458	57.3	8	H-260 O-160 T-420	52.5
Central Probation	91.7	10.0	H-166 O-697 T-863	86.3	10	H-192 O-713 T-905	90.5	10	T-987	98.7

TABLE 3

\*First Quarter was "start-up" period.

Objective 2: Increase the diagnostic capability of the agencies resulting in goal oriented supervision.

Probation and parole agents found the diagnostic evaluations done by the psychologist helpful when planning goals for their clients. The psychologist conducted over 200 sessions with clients, including both evaluations and mental status interviews, and has handled seven additional groups. In addition a total of 78 clients were referred for a thorough psychological diagnosis and evaluation since July through the County Court Diagnostic center. The psychologist also helped interpret the county court diagnostic reports to the agents and officers.

Objective 3: To improve the referral service system.

Due to a change in reporting systems an accurate number of referrals cannot be reported. However, at least 500 contacts were made by both probation and parole to organizations of such types as: private corporations for employment; employment services; general service agencies; alcohol-drug treatment organizations; mental health organizations, and law enforcement agencies.

Informal relationships between the project and outside agencies have been numerous. Representatives of referral agencies drop into the satellite centers and talk about problems of mutual concern, ask about particular clients and become involved in the achievement of the project's goal.

Objective 4: Increase community involvement in the project through decentralized services.

For the last quarter alone, 150 community contacts were made, including 75 job development meetings and 42 contacts with other individuals in the community. Thirteen presentations of the project and the parole/probation system were given to over 350 community members in high schools, service clubs, and other community groups. Throughout the year various types of community contacts were made including: employment contacts (employers of clients, potential employers, and employment service agencies); educational contacts (addresses by staff to school classes, civic organizations and other community groups); community group contacts (civic, neighborhood and charitable organizations); and agency contacts (governmental units).

The reporting of this objective was changed to accurately capture the number of community contacts, so that the only data available are for the last quarter.

One particularly interesting community contact occurred during Christmas at the Northwest Satellite center. Over 150 clients and their children attended, as well as staff and 50 other community residents. Gifts were given to all the children. The gifts were contributed by more than 40 organizations and individuals in the community indicating the extent of community knowledge and involvement with this satellite office.

Objective 5: To improve the accessibility of services and extend operating hours of the centers.

The hours of the satellite centers were extended to Saturday and three weekday evenings. A survey of clients revealed that most were pleased with the community offices and the short wait to see their officer or agent. They reported feeling relaxed at the centers and some have "dropped in" at other times than when they had appointments to talk with their officer or agent. However, there were reports by clients that they felt they were under surveillance and resented the attention paid to them. The night hours were well utilized as more than 50% of the clients reported after 5:00 p.m. Offices were also open at night when group sessions were held.

Originally Saturday hours were used for required reporting by probationers or parolees. However, as clients generally did not appear even when instructed to do so and use by other clients was negligible, the Saturday hours were eliminated and evening hours were extended.

Objective 6: Improve the coordination and continuity of probation and parole services.

Both regular and irregular staff meetings are held at the three centers with both the probation and parole staffs. These meetings provide a place for discussion of joint agency problems, clients problems, and mutual needs. Plans have been begun to utilize staff from either probation or parole who have the necessary skills to work with clients, regardless of whether the client is on probation or parole. As both probation and parole in the satellite centers work out of the same offices, much informal day-to-day interaction takes place between the two staffs. Joint attendance at training sessions and community presentations helps to facilitate the coordination of services.

#### Summary and Conclusions

The Intensive Probation and Parole Supervision program is more than meeting its objectives at this time. Thus far, recidivism rates have been reduced by more than 25 percent. In addition, case-loads have been reduced, and diagnostic capabilities, referral systems and accessibility of services have been improved. The community is more involved than with centralized offices and the coordination between probation and parole has worked very well.

Title: New Pride

Location: Denver

Region: III

Project Numbers: 73-IC-0009-(10)-54,  
72-IC-0012-(1)-66

Funding Amount in Total:

LEAA -	\$492,945
State/local cash -	42,300
In-kind match -	41,543
Total	\$576,543

Project Duration:  
June 1973 to May 1976

#### Problem

According to the Denver Anti-Crime Council's Crime Reduction Plan for 1973-1974, 1,117 persons were arrested for burglary between January 1, 1972 and June 30, 1972. Juveniles under 21 years of age comprised 81.5 percent of those arrested. The largest single group was that of the 13-15 year olds, with 38.3 percent of the total. The next largest group was that of the 16-18 year olds, with 20.3 percent of the total. The Careers in Crime Study conducted by the Federal Bureau of Investigation suggests that the younger age groups also show a greater frequency of repeating criminal activity. In fact, over half of the offenders under 20 years of age who were arrested in 1971 were repeat offenders. Robbery, burglary, assault, auto theft and joyriding are the crimes for which juveniles are frequently rearrested. Of the youths referred to Juvenile Court during July 1971 to June 1972 for robbery, for example, more than 82 percent had been previously referred one or more times.

It has also been shown that most juveniles referred to Juvenile Court come from broken homes. Of the 858 referrals to Denver Juvenile Court for burglary (July 1971-June 1972), over 70 percent were from homes where one or both natural parents were absent. Also, 35 percent of the arrested and referred juvenile robbery offenders in Denver had dropped out or been expelled from school.

Project New Pride is an attempt to help juveniles who do commit impact crimes by providing intensive supervision, special education, tutoring, counseling, vocational training, job placement and continued follow-up, in order to alleviate the high rate of school truancy and dropouts and reduce recidivism.

#### Project Description

Project New Pride is a community based work-study program which employs all participants and provides various services which facilitate their reintegration into public schools. The project is designed to reduce the rate of recidivism by 40 percent from the base recidivism rate for 60 juvenile probationers. Only those

youths with a record of recidivism (two or more convictions) are admitted to the program, referred directly by Juvenile Court probation counselors. Project New Pride attempts to effect the rehabilitation of juvenile probationers convicted of robbery, assault, or burglary by providing tutoring, counseling, cultural education, job skill training, employment and subsequent permanent job placement.

All youths entering Project New Pride sign a contract which spells out the responsibilities of the youth and New Pride respectively. The contract also affords the program participant an opportunity to express his expectations and needs and becomes a permanent part of each participant's record. Each youth is informed that breaking the contract while on probation may result in revocation of probation and/or other types of disciplinary action or expulsion from Project New Pride. All contracts are flexible enough to consider individual needs and are renegotiated monthly. Each newly developed contract demands more from the participant and increases his sense of work ethic, knowledge and sense of responsibility.

After intake tutoring, counseling, education and vocational training sessions are scheduled. Each schedule is determined by the needs of the participant.

The cultural education program is divided into three parts: educational, recreational and cultural. All three involve extensive use of field trips to inspire interest and alleviate boredom. Program participants are exposed to a broader spectrum of society's cultural, environmental and educational opportunities than many would ordinarily experience because of low income, lack of resources or lack of awareness that such alternatives exist.

Individual and group counseling are necessary to enable the program participants to reenter the community without feelings of hostility and self-debasement that result from detention. Counseling is also necessary to eliminate the stigma of being labeled "delinquent". Family/offender counseling is provided to foster better parent/juvenile relations and understanding. Improved supervision techniques are emphasized since data show that there is a direct correlation between broken families, low income, lack of education and poor supervision. Program participants are divided into groups of five, with an adult group leader responsible for each group. The small groups facilitate the development of a close trust relationship and allow the group leader to plan in detail a three month program which will fit the needs of each individual in his group.

Major emphasis is placed on obtaining a high school diploma, in order to greater facilitate the youth's entry into the job market and decrease the likelihood of recidivism. Intensive tutoring on a one-to-one basis is used in this project. Tutors meet with the project's six volunteer teachers and school social workers periodically to determine the youth's progress. The

school program is essential to the reduction of recidivism because of the proven correlation between dropouts, truancy and burglary. New Pride has been certified by Denver Public schools to grant 10 credit hours to all New Pride participants. If the student cannot succeed in the traditional school setting, he is enrolled in an alternative school, such as the York Street Academy or other metropolitan youth education centers where he is prepared to take the high school GED examination.

All participants in the project receive on the job training in which the fundamentals of the work ethic are taught. Program participants initially are given simple tasks that require a minimum of training. Participants perform actual work since meaningless tasks would undermine the concept of this project. Work assignments are given that are relevant to the development of job skills. Job responsibilities increase each month. Evaluations of on the job performance are done on a weekly basis. Each participant is paid a salary of \$1.65 an hour for 20 hours of work per week at an appropriate related business office.

On completion of the three month training and employment phase of Project New Pride, all participants are placed in part-time jobs related to their training experience. Follow-up services begin with placement and continue for an additional 7 months.

#### Objectives

1. To reduce the established rate of recidivism by 40 percent for a total of 60 juvenile offenders, 14-17 years old.
2. To facilitate the successful reintegration of youths into home and community by 40 percent.

#### Methodology

This evaluation will compare available data to the objectives stated in the initial grant. The time period covered will be June 1, 1973 to May 30, 1974. This represents the first year of funding but covers only 11 months of actual operation.

Recidivists will be defined as those offenders who have been rearrested following acceptance into the program or who have been adjudicated by the court for arrests occurring while enrolled in the program.

#### Results

Objective 1: Reduce the established rate of recidivism by 40 percent for a total of 60 juvenile offenders, 14-17 years old.

According to 1971 Uniform Crime Reports, 73 percent of the

juveniles referred to court for burglary offenses can be expected to recidivate. Denver Juvenile Court statistics (July 1971 - June 1972) indicate that 82 percent of juvenile robbery offenders have one or more previous court referrals. In computing the mean of these two percentage rates, 78 percent is derived. If the 78 percent is applied to the 60 potential program participants, then 47 youth can be expected to recidivate. In order to achieve the first objective, the expected rate of recidivism (47 juveniles) must be reduced by 40 percent or 19 juveniles. If the objective is met then, 28 juveniles can be expected to recidivate.

At the end of the first year, 10 of the 60 participants were adjudicated by the court. Without the New Pride project, 47 youth could have been expected to recidivate. The 10 represent a 78.7 percent reduction in recidivism over the baseline recidivism rate. Of the 10 clients who were adjudicated, four received suspended commitments and/or continued probation, three were incarcerated, one received an informal adjustment and two have dispositions pending. Of the 16 original filings, 6 are still pending a court appearance. The data indicate that the objective of reducing recidivism by 40 percent was met and surpassed.

In looking at the rearrest data, it was found that 27 of the 60 participants (45%) had been rearrested, accounting for a total of 52 arrests. A total of 11 youths (18%) had been arrested for impact offenses, accounting for a total of 13 impact arrests (See Table I). Charges were filed against six and three of those resulted in convictions. Therefore, 82 percent (49) of the youths had not been rearrested for another impact charge.

Youths arrested for non-impact offenses constitute 55 percent of the total number of youths arrested (15 out of 27), accounting for a total of 39 non-impact arrests. Of the 15, 7 had charges filed and three of those were convicted. Therefore, 75 percent (45) of the youths were not rearrested for a non-impact charge.

Although the rearrest rate seems high, it is due in large part to the high visibility of the program participants and the fact that rearrest is defined as any contact with the police department. The rearrests include questioning, investigation, call-ins, and any detention. A lecture and release would be the standard procedure for lesser charges such as curfew, but detention is employed when a parent cannot be contacted. New Pride has had several instances of particular individuals being questioned and then sent home with no further action (call-ins). These incidents are also reported by the police department and appear as rearrests on the police printout sheets. As the majority of rearrests appear to happen shortly after the training period ends and follow-up begins, New Pride is emphasizing follow-up services in an effort to provide more intensive support during this period. The project staff also attempts to put rearrest statistics into perspective by reporting and documenting each rearrest and explaining all extenuating circumstances.

Table I

Rearrests, Filings and Convictions of New Pride Participants  
For the Period 6-1-73 through 5-30-74

Group #1

# of rearrests	# of filings	# of convictions	Impact Offense
2	-0-	-0-	Assault
3	1	1	Burglary
1	1	1	Aggravated Robbery
1	-0-	-0-	Aggravated Assault
7	2	2	Total Impact Offenses

# of rearrests	# of filings	# of convictions	Non-Impact Offense
3	-0-	-0-	Curfew
3	-0-	-0-	Drunkenness
1	1	-0-	Criminal Mischief
4	-0-	-0-	Auto Theft
6	1	-0-	Theft
3	1	-0-	Possession of Marijuana
1	1	-0-	Fraud
1	-0-	-0-	CHINS
22	4	-0-	Total Non-Impact Offenses

Group #1 enrolled in the quarter July 73 to September 73.  
Have been in the program 10 months.

Group #2

# of rearrests	# of filings	# of convictions	Impact Offense
2	2	1	Burglary
1	1	-0-	Aggravated Robbery
1	-0-	-0-	Aggravated Assault
4	3	1	Total Impact Offenses

# of rearrests	# of filings	# of convictions	Non-Impact Offense
3	-0-	-0-	Theft
2	-0-	-0-	Toxic Vapors
1	1	-0-	Deviant Sexual Relations

# of rearrests	# of filings	# of convictions	Non-Impact Offense
1	1	1	Conspiracy
1	1	1	Menacing
1	-0-	-0-	Disturbing the Peace
2	2	2	Auto Theft
1	-0-	-0-	Curfew
12	5	4	Total Non-Impact Offenses

Group #2 enrolled in the quarter October 1973 to December 1973. Have been in the program for seven months.

Group #3

# of rearrests	# of filings	# of convictions	Impact Offense
1	-0-	-0-	Rape
1	1	-0-	Aggravated Assault
2	1	-0-	Total Impact Offenses

# of rearrests	# of filings	# of convictions	Non-Impact Offense
1	0	0	Curfew
1	0	0	Till-Tapping
1	1	1	Theft
1	0	0	Auto Theft
1	0	0	Joyriding
5	1	1	Total Non-Impact Offenses

Group #3 enrolled in the quarter January 1974 to March 1974.  
Have been in the program for four months.

TOTAL

# of rearrests	# of filings	# of convictions	Type of Offense
13	6	3	Impact
39	10	5	Non-Impact
52	16	8	Total Offenses

Objective 2: Facilitate the successful reintegration of youth back into home and community by 40 percent.

It is extremely difficult to measure the reintegration of youths into home and community in the period of only one year. It is also difficult to adequately define "successful reintegration". Therefore, in response to this objective, we will look only at 12 month outcomes in three broad areas: completion of the program, return to school and employment.

#### Program Completion

New Pride did attain its intake goal of 60 participants. All referrals came from the Denver Juvenile Court and had impact offense backgrounds. Two of the original 60 participants withdrew in the first week and were not counted as active participants. Of the remaining 58, 4 dropped out by the end of May 1974; two in the first three months, one after four months and one after eight months.

New Pride has defined a successful participant as one who has been enrolled for 10 months. At the end of 12 months of funding, therefore, only the first group of enrollees can be measured for success.

Of that group, two dropped out in the first three months and one dropped out after eight months. Therefore, since only three of the original 20 dropped out, an 85 percent success rate has been achieved in Group I.

#### School

Of the original 58 participants, 41 (70.7%) had dropped out of school prior to being accepted into New Pride. All of them were between 14-17 years of age. Twenty-nine of the 58 (50%) did return to either a regular Denver Public School or a trade school following remedial education. Of that 29, 24 (82.7%) also began working.

Upon entering New Pride, all program participants were given the Wide Range Achievement Test to determine academic abilities in math, reading and spelling. Pre-tests were given upon entry to the program and post-tests were given at the end of 4 months. As shown in Table II on the following page, the average achievement scores for reading/spelling and math were approximately at the 5th grade level. The table shows that the mean score for Group II math is somewhat out of line. Several high achievement scores have skewed the measure. In this group, two clients scored at the 13th grade level on the pre-test. Aside from these unusually high scores, the New Pride youths generally scored three to four grade levels below their assigned grade in school.

Post-test scores were available for only 17 (29.3%) of the 58 clients. Only 10 (50%) of Group I had been post-tested, while none of Group III had. Many of the clients who rejected

post-testing may have done so because they were not doing as well in classes or because they did not see the value in it. At any rate, the post-test outcomes must be reviewed carefully because they reflect performances of only a select sample of the New Pride population. An approximate one grade increase in reading/spelling and math was seen in those clients for whom there was a post-test (Table III). This increase, although achieved in only three months, still leaves these youths well below their grade level.

The discovery that a large proportion of the clients had auditory and perceptual disabilities suggests an important component to difficulty in learning. Discovery of such disabilities occurred after the first group of clients were already receiving services; therefore, only 8 of the clients in the first group were tested. All but two clients in the next two groups were tested. Of the 46 clients tested, 25 (54.3%) were found to have perceptual disabilities and 6 (13%) to have auditory difficulties. All of the clients found to have auditory difficulties also had perceptual difficulties. Professional treatment services were rendered to 11 (23.9%) clients whose disability required the use of special instrumentation and training. For the remaining 20 students, treatment services were provided by the New Pride staff.

Mean Achievement Levels For New Pride Participants / Pre-Test  
(N=58)

Table II

	<u>Reading/Spelling</u> Mean	<u>Math</u> Mean
Group I	5.1	4.8
Group II	5.1	6.1
Group III	4.1	4.8
All Groups	4.8	5.2

Pre and Post-Test Achievement Scores  
For All Clients Who Took the Post-Test

(N=17)

Table III

	Reading/Spelling Mean	Math Mean
Pre-Test	4.8	5.3
Post-Test	5.7	6.2
Increase	.94	.97

Employment

49 of the original 58 clients (84.5%) returned to work or began working following completion of the intensive phase of the project. The duration of employment is difficult to determine, but it is possible to look at general categories of part-time and full-time employment (See Table IV).

The table indicates that 54 (93.1%) of the clients were employed for some period during their participation in New Pride. However, of those clients employed, only 13 were employed regularly in either full-time or part-time positions. New Pride was not successful in placing 40 percent (23) of the clients in positions of regular employment. However, in Group II 38.9 percent of the clients were placed in regular employment positions.

Employment Histories of New Pride Participants

Table IV

Employment History	Group I		Group II		Group III		All Groups	
	N	%	N	%	N	%	N	%
Part-time Employment								
1) Intermittent	13	65.0	10	55.6	10	50.0	33	56.9
2) Regular	1	5.0	5	27.8	2	10.0	8	13.8
Full-time Employment								
1) Intermittent	1	5.0	1	5.5	1	5.0	3	5.2
2) Regular	3	15.0	2	11.1	0	0.0	5	8.6
Full-time and Part-time Employment								
1) Intermittent	2	10.0	0	0.0	3	15.0	5	8.6
Total Employed	20	100.0	18	100.0	16	80.0	54	93.1
Total Not Employed	0	0.0	0	0.0	4	20.0	4	6.9
TOTAL	20	100.0	18	100.0	20	100.0	58	100.0

Table V presents client rearrest data and employment data. Of interest are the rearrests which occurred while the clients were employed part-time or full-time. The duration of employment at the time of arrest is not available, which limits statements about employment and rearrest rates.

Client Arrest While Employed

Table V

Arrested While Employed	Part-Time Employment		Full-Time Employment		Total	
	N	%	N	%	N	%
Yes	8	18.6	2	18.2	10	18.5
No	35	81.4	9	81.8	44	81.5
Total	43	100.0	11	100.0	54	100.0

As seen in the table, 10 (18.5%) of the clients were rearrested while employed. Looking at proportions of clients arrested, no difference is found between part-time and full-time employment. A total of 27 clients were arrested for all offenses. The 10 clients arrested while employed represent 37 percent of the clients arrested. Possibly the job turnover by clients, that is, the lack of longevity in a job may be related to the lack of expected association between employment and rearrest.

Summary

In conclusion, Project New Pride seems to be meeting most of its major objectives. The objective of reducing recidivism by 40 percent was surpassed with a 78.7 percent reduction. Some 85 percent of the students enrolled in the program completed it and many made educational gains. Only the objective of placing 40 percent of the clients in positions of regular employment was not attained.