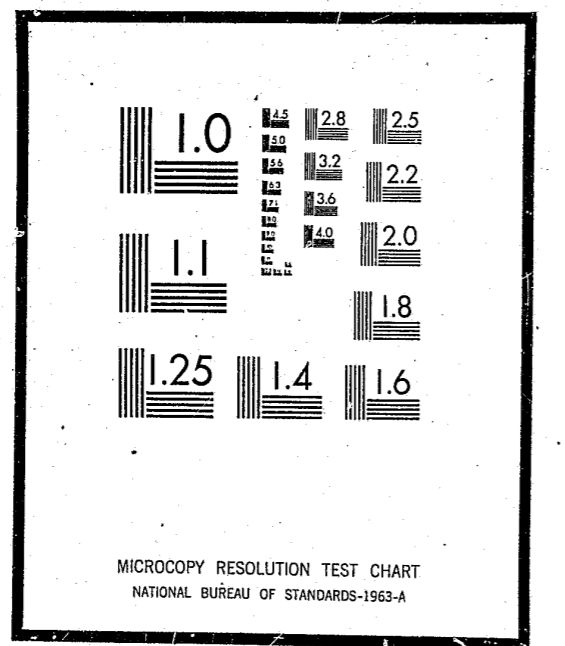


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PROJECT EVALUATION
 King County (WA) - YOUTHFUL OFFENDER PROGRAM

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Zaring Corporation
September 1974

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1.0

INTRODUCTION

1.1 Project Description And Background:

This report provides a documented evaluation of the Youthful Offender Program (YOP) developed by the Zaring Corporation of Bellevue, Washington. The YOP operates under the general administration of the King County Department of Public Safety (KCDPS); and, was originally implemented through Law Enforcement Assistance Administration (LEAA) Discretionary Grant Award #886.

The primary objective of this program, as stated in the subgrant application's Summary Description of Project, is to "...provide adequate, competent counseling and referral services to juveniles (and their parents) as close to the time of arrest as possible....". This project is further intended to serve as a potentially effective alternative to Juvenile Court disposition; and, as a vehicle to demonstrate the feasibility of developing and propagating intervention programs within the organizational structure of police departments.

At the time of project conception, the possibility of an additional research component was also envisioned which would have encompassed the objectives of determining what types of referral actions for youths are most effective in preventing first offenders from regressing into delinquency; and, the development of criteria guidelines for officers to effect the best possible case dispositions. These research efforts were contingent upon the acquisition of augmented funding from other governmental agencies: however, this addition to the scope of the project has not materialized and evaluative measurements have not been made against these particular baselines.

The project staff is comprised of six members; a supervisor, a technical analyst and four counselors. The counselors operate out of the Southeast, Southwest and North precincts; with two being situated in the latter location. Organizationally, the YOP supervisor reports directly to the Chief of the Bureau of Police Operations; the designated KCDPS director for this project.

The total project budget was originally set at \$286,113; with \$159,547 of this amount being provided by LEAA. Subsequently, the total was revised downward to \$215,261 by virtue of an approved reduction in the matching contribution. The final schedule of operations established for this project under the discretionary award covers the period May 1, 1973 through December 31, 1974.

1.2 Evaluation Objectives:

The major objectives of this evaluation are:

- To ascertain the validity and capabilities of the YOP concept in an operational status.
- To measure and assess the actual standard of performance demonstrated by this project to date.
- And, to identify those actions which could potentially increase the program's future level of effectiveness.

The evaluators recognize that the historical period of project operations is not sufficient to provide totally conclusive results concerning all aspects of the concept. However, this assessment has the purpose of providing outputs that will establish an authentic foundation to support future decisions centering around the practicality and advisability of project continuance and expanded scope. The analysis, findings and recommendations presented in this document are also intended to indicate specific areas of concept modification which the evaluators feel would be

conducive to program improvement.

1.3 General Method Of Accomplishment:

The YOP has been subjected to a comprehensive assessment. To accomplish this, the evaluation design was segregated into six unique components; e.g., technical performance, organizational effectiveness, information generation, project staff performance, financial analysis and program contribution. Zaring has been fortunate in this study from the standpoint of being able to participate in the development of the information collection scheme specifications to ensure that data and records generated through this program's operations would be compatible with the parameters established for evaluation.

The evaluative approach has stressed, but not been limited to, the following dimensions of performance:

- Project impact on the target population: e.g., those "contacted" youths processed through the YOP system.
- Project contribution to departmental operations; in this case, those King County Department of Public Safety (KCDPS) functions which are directly, or peripherally, involved in either supporting the YOP or which are operationally affected by its existence.

The majority of the performance measurements needed to make these, and other, assessments have been developed through a series of specific evaluation exercises. Reviewers of this report are encouraged to reference the document Evaluation Design For The Youthful Offender Program (Zaring Corporation; November, 1973) for greater detail and amplification concerning the methodology employed.

Standard Zaring evaluation procedures, which have been developed

and tested through similar past engagements, have been utilized to fulfill all designated requirements. The assessment technology has incorporated a combination of direct and subjective measurements; on-site operational reviews; statistical data interpretation; personal interviews; and, questionnaire survey inputs.

To better define the degree of coverage provided by this report, the general categories of the YOP evaluation are briefly described here:

"Technical Performance" - This segment of the analysis centers about the determination of the YOP's effectiveness with respect to the handling of offender cases. The assessment process emphasizes the following measurements under this category: (1) the quality of client problem identification/analysis and the recommended corrective action; (2) the ability to obtain acceptance of the proposed solutions by the involved youths and their parents/guardians; (3) the effectiveness of established linkages with external service agencies; and, (4) the experienced recidivism rates for youthful offenders who have participated in this program.

To satisfy these parameters, evaluative measurements have been applied to a selected sample group of cases. The sample has been selected on a scheduled basis in accordance with designated procedures; and, covers the time period of November 1973 through June 1974.

"Organizational Effectiveness" - This aspect of the study assesses the YOP impact on the operations of the KCDPS. The purpose of this evaluation component has been to determine whether any potential departmental benefits and savings were accrued as an outgrowth of the operation of this project. In order to develop findings relating to this evaluative category, the consultant has

relied almost exclusively upon data and information accumulated through direct interviews.

Two groups of KCDPS personnel were interviewed to ascertain perceived departmental benefits: (1) patrolmen and detectives; and, (2) those administrative personnel who are either directly involved with, or closely allied to, the project's operations. Potential cost savings being realized by the department's line functions through the presence of this program have been valuated through the isolation of key performance indices and the subsequent conduct of a series of economic calculations.

"Information Generation" - The consultant has monitored the project's supporting information system on a consistent, scheduled basis. Measurements have been made of the significance and authenticity of the generated information; the quantity and consistency of reporting; and, the dissemination of meaningful information to appropriate recipients.

"Staff Performance" - This critical element of project performance has been assessed using established procedures. Here, primary measurements are concerned with the demonstrated performance of the management and technical staff; the contribution and employment of personnel resources; and, evidenced attitudes regarding project achievement.

"Financial Analysis" - A limited assessment has been made of the project's adherence to the financial plan/expenditure rates; the appropriateness of expenditures; and, the apparent cost effectiveness. Unit values and measurements have been developed in those instances where it was practical and meaningful to do so.

"Program Contribution/Other Measurements" - This evaluative category has been included to determine the degree of project operational conformance with the governing subgrant application

statement of work. In addition, the project management plan and supporting policies/procedures were also reviewed under this component and were assessed for completeness, authenticity and feasibility with respect to the attainment of the stated objectives of the program. Finally, subjective assessments were made concerning the demonstrated, or potential, capability of the YOP concept to positively impact the Criminal Justice System in terms of system improvement and its ability to meet identified needs in the area of youth and delinquency.

The above assessment categories describe the basic elements of the evaluative design. The numerous individual exercises conducted under this study have adhered to this structure; and, the obtained results have been grouped in an alignment consistent with the specific tasks called out by the subgrant application.

It should also be noted here that the YOP staff has, on their own initiative, extensively surveyed KCDPS personnel in order to gain improved insight regarding the perceived effectiveness of this program; and, to identify areas of operational strength or deficiency. The results of these internal exercises have been made freely available to Zaring and the evaluators have examined such materials thoroughly.

1.4 Abstracted Document Contents:

The remainder of this document is divided into four sections. Each unique segment is briefly described in the following paragraphs.

Section 2.0, Project Evaluation Results, provides a detailed analysis of all significant dimensions of the YOP and represents the major portion of this report. A baseline for analysis is established in this section by breaking the subgrant appli-

cation down into its required activities, or tasks. Using this framework of analysis, the demonstrated level of performance to date against each activity is assessed and described in the appropriate level of detail.

Section 3.0, Summarized Findings, lists those major evaluative results and observations derived through this study while Section 4.0, Recommendations, describes future actions which the consultant feels are essential to ensure an improved level of project achievement. The final document segment, then, contains appendices which include a bibliography and summarized project performance ratings.

2.0

PROJECT EVALUATION RESULTS

2.1 Overview:

In this section, results derived from the Zaring evaluation of the Youthful Offender Program (YOP) are described and detailed under a series of specific topics; some of which are further subdivided for greater specificity. Figure 1: Designated Project Activities, identifies each component, or dimension, of this program which has been subjected to an analysis. In the interest of compatible alignment, each activity is listed under the appropriate general heading of implementation, operation, or control.

The project activities have been extracted from the original subgrant application statement of work; and, represent those explicit or inferred requirements which must be fulfilled if the basic program objectives are to be met. The assessment of each item identified in Figure 1 has been accomplished in accordance with the evaluation design previously referenced in the introduction to this report.

2.2 Project Implementation:

Activity (A) - Staff selection, assignment and training.

Originally, the project staffing plan called for eight full time employees consisting of one project supervisor; six para-professional counselors; and, one social worker. This core organization was to be additionally augmented with two part-time social workers and specified consultant resources. The actual configuration of the resident staff, however, was subsequently revised and consists of a project supervisor, a technical analyst and four youth counselors. The evaluators feel that this current staff profile has,

2.2 Project Implementation:

- Ⓐ Staff selection, assignment and training.
- Ⓑ Development of the management plan and operational policies/procedures.

2.3 Project Operation:

- Ⓒ Performance of counseling and intake/disposition functions.
 - Statistical measurements; volumes, trends and characteristics of case processing and handling.
 - Operational effectiveness; offender problem analysis, recommended solutions and case disposition.
 - Indicated results.
- Ⓓ Implementation of project information system and generation of comprehensive, useful and authentic data.
- Ⓔ Identification and utilization of community-based service resources; and, the establishment of effective working relationships.
- Ⓕ Investigation of opportunities for the incorporation of a project research component.
- Ⓖ Demonstrated effectiveness of the project in operating within the structure of a police department.
- Ⓗ Program acceptance by the target population.
- Ⓘ Project staff effectiveness.

2.4 Project Control:

- ⓵ Financial performance.
- ⓶ Administrative controls.

Figure 1: Designated Project Activities

in fact, increased the opportunities for project achievement over the organizational configuration which was initially specified. However, the continuous maintenance of the technical analyst function would not appear to be justified in an organization of this size.

Staff training has been heavily emphasized throughout the life of this project. During the period covered by the evaluation, for example, the counseling staff received a total of 557 hours of training through in-house programs and external workshops/seminars. The amount, consistency and content of the staff training is adjudged as being effective and supportive of project performance. At the same time, the consultant's opinion is that a maximum effective level of staff training has been achieved and that further increases in this area, at the expense of available operational time, are not warranted.

Activity (B) - Development of the management plan and operational policies/procedures.

Any project will potentially benefit through the development of a "management plan"; an administrative instrument which has the purpose of extending and clarifying the task requirements of the governing subgrant application. A formal, well-developed plan improves the prospects for the achievement of program objectives, tends to eliminate redundant activities, and places the appropriate emphasis and priorities on the various project components. Further, it facilitates a maximum level of staff effectiveness.

The YOP has not developed a formal management plan: however, comprehensive operating procedures have been implemented which cover all significant project functions. In addition, staff assignments and responsibilities have been explicitly defined from the outset. The program's role, and the reporting alignment within the KCDPS, was established at an early stage and the administrative policies effectively integrated with those of the department.

Overall, the lack of a documented plan has not impeded the accomplishment of the primary project functions. This is mainly due to the clarity of the operating policies and procedures; good management control systems; and, the generally repetitive nature of the project activities. Those areas which have probably received insufficient emphasis as a result of the plan deficiency are (1) considerations surrounding the development of a research component and (2) the formulation of a specific approach to the identification and screening of external service agencies.

2.3 Project Operation:

Activity © - Performance of counseling and intake/disposition functions.

The central function of this project is the provision of specific services to youthful first offenders who have come into contact with officers of the KCDPS through the development of various, individual problem situations. In this program, first offenders are defined as those youths who have not been brought before the Juvenile Court; not necessarily those who are experiencing their initial police contact.

The YOP has been established to provide appropriate and expeditious services to youths (and their parents/guardians) referred to this project by contacting officers. The major anticipated program end-result is a marked reduction in youth recidivism rates.

The fundamental YOP operational process is schematically portrayed by Figure 2: Major Activities Involved In Case Analysis And Disposition. This flow chart serves as the foundation for several key evaluative measurements in this study; and, those process activities specifically earmarked for analysis are:

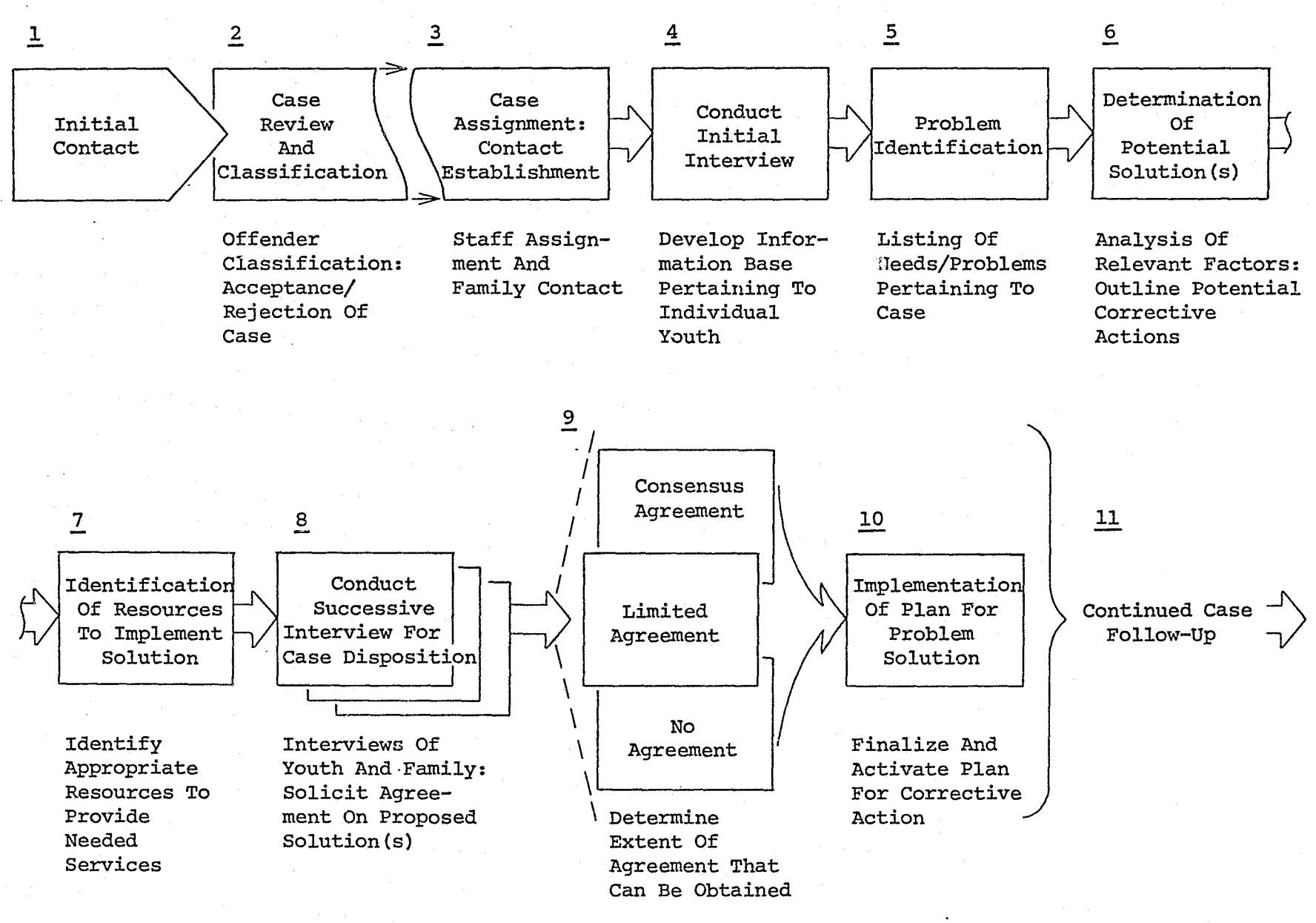


Figure 2: Major Activities Involved In Case Analysis And Disposition

Activity:	Title (basic function):
<u>5</u>	Problem Identification
<u>6</u>	Determination of Potential Solution(s)
<u>9</u>	Obtaining of Consensus/Limited Agreements
<u>10</u>	Implementation of Plan for Problem Solution

In summary, the evaluation is concerned with the YOP's demonstrated ability to correctly analyze offender problems; to accurately prescribe needed corrective actions; and, to achieve and implement the necessary agreements with the involved participants. Assessments developed under Activity © will relate to each of these functions; and, additionally, will statistically examine the level of operations achieved during the evaluation period.

Statistical measurements; volumes, trends and characteristics of case processing and handling.

The evaluators have analyzed a broad array of statistics which provide a substantial amount of insight into the program's performance to date. The major portion of this data was produced by the YOP information system during the time span of November 1, 1973 through June 30, 1974. Significant categories of information have been acquired and cataloged for presentation in a series of tables depicted by Figures 3 through 10. In most cases, more than one table is included in a figure, and these are identified by "T" headings (T-1, T-2, etc.) in order that the contained data may be specifically referenced in the accompanying text.

Figure 3: Program Total Statistical Perspective, provides a numerical overview of the YOP operational profile during the eight month period of measurement. In order to clarify case handling classifications, the following definitions are provided to delineate the various categories of YOP effort:

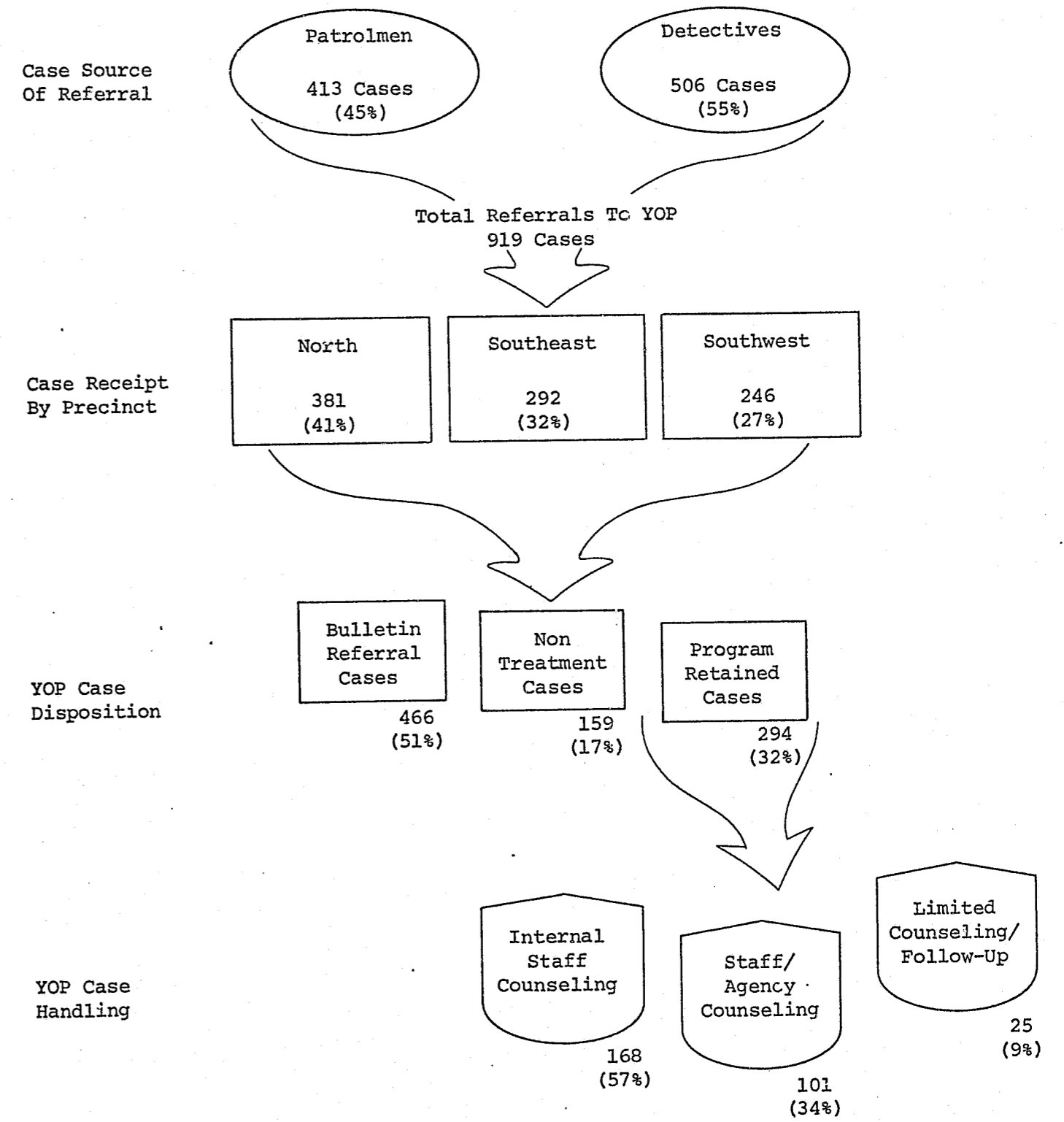


Figure 3: Program Total Statistical Perspective

Terminology:	Definition:
• Total Intake Population	All cases referred to the YOP by KCDPS personnel.
• Service Population	Cases retained by YOP for investigation and evaluation; and, the development of disposition/treatment recommendations.
• Non-Treatment Population	Offender cases in which YOP actions are limited to preliminary record checks and initial series of contacts.
• Treatment Population	Offender cases actively handled by YOP project personnel.
• Interview/Direct Counseling	Individual cases internally maintained for YOP staff handling and extensive follow-up activity from inception to close.
• Interview/Referral	Individual cases internally maintained for YOP staff handling with subsequent disposition to other service agencies.
• No Interview	Telephone contact only over an extended period of time.
• Bulletin Referrals	Direct case referrals to other agencies.

Figure 4: Case Referrals And Disposition; Volume And Distribution, details the offender referral and disposition patterns established by the three precincts - North, Southeast and Southwest - participating in this program. The statistical imbalance in volumes is the result of the North precinct having two resident counselors while those precincts situated in the southern portion of the county have only one each. This staffing variance is statistically reflected throughout the chart series contained in this section.

North (reference Table T-1) receives 31 and 55 percent more referrals, respectively, than either Southeast and Southwest as would be expected because of the area's greater population. Overall, the

T-1: REFERRALS TO THE YOP BY PRECINCT
11/01/73 - 6/30/74

Month:	North:		Southeast:		Southwest:		Total:	
	#	%	#	%	#	%	#	%
Nov 73	38	(30)	48	(38)	41	(32)	127	(100)
Dec 73	67	(61)	14	(13)	28	(26)	109	(100)
Jan 74	51	(45)	39	(35)	23	(20)	113	(100)
Feb 74	44	(54)	14	(17)	23	(29)	81	(100)
Mar 74	43	(44)	26	(26)	30	(30)	99	(100)
Apr 74	60	(40)	56	(38)	33	(22)	149	(100)
May 74	46	(39)	43	(36)	29	(25)	118	(100)
Jun 74	<u>32</u>	<u>(26)</u>	<u>52</u>	<u>(42)</u>	<u>39</u>	<u>(32)</u>	<u>123</u>	<u>(100)</u>
Total	381	(41)	292	(32)	246	(27)	919	(100)

T-2: YOP CASE DISPOSITIONS BY PRECINCT
11/01/73 - 6/30/74

Disposition:	North:		Southeast		Southwest:		Total:	
	#	%	#	%	#	%	#	%
IDC (1)	78	(21)	54	(18)	36	(15)	168	(18)
IR (2)	32	(8)	26	(9)	43	(17)	101	(11)
NI (3)	<u>4</u>	<u>(1)</u>	<u>8</u>	<u>(3)</u>	<u>13</u>	<u>(5)</u>	<u>25</u>	<u>(3)</u>
Treatment Population	114	(30)	88	(30)	92	(37)	294	(32)
Non-Treatment Population (4)	<u>112</u>	<u>(29)</u>	<u>33</u>	<u>(11)</u>	<u>14</u>	<u>(6)</u>	<u>159</u>	<u>(17)</u>
Service Population	226	(59)	121	(41)	106	(43)	453	(49)
Bulletin Referrals (5)	<u>155</u>	<u>(41)</u>	<u>171</u>	<u>(59)</u>	<u>140</u>	<u>(57)</u>	<u>466</u>	<u>(51)</u>
Total Intake Population	381	(100)	292	(100)	246	(100)	919	(100)

- Notes: (1) Diagnostic interview conducted; YOP counseling provided.
(2) Diagnostic interview conducted; counseling provided by YOP and other agencies/individuals.
(3) No interview; counseling by telephone only.
(4) No further YOP contact beyond initial screening.
(5) Direct referrals to Youth Service Bureaus and other agencies.

Figure 4: Case Referrals And Disposition; Volume And Distribution

magnitude of referrals to the YOP has been remarkably consistent, ranging from a low of 81 in March 1974 to a high of 149 in April of the same year. The greatest variance in monthly referral levels has been experienced by Southeast while Southwest has exhibited the most stable pattern. It can be concluded from a review of the referral volumes and trends that the project's services were recognized and utilized from the beginning. Monthly case referral levels and fluctuations are influenced by numerous factors: however, no specific causal relationships can be completely validated at this stage.

High case processing and handling levels have been achieved by the YOP thus far and the upper volume restraint limit is essentially defined by the size of the counseling staff; their proficiency in case handling; and, the balance effected between the number of cases handled internally versus those receiving direct disposition. In general, the greater the average amount of time spent with individual offender cases, the less will be the total number processed. Ideally, the treatment population should represent a high percentage of each counselor's activities. The cumulative case population profiles by individual precinct are reflected in Table T-2.

YOP case referral sources and the precinct caseloads are identified in Figure 5: Referral Sources And Caseloads. The relatively equal balance of referrals coming from (Table T-3) detectives and patrolmen is noteworthy, and the numerical relationship has tended to stabilize during the most recent months of April, May and June of 1974. Table T-4, as well, indicates stability in caseload levels; both for the total program; and for the individual precincts. The caseload per counselor is substantially higher for both Southeast and Southwest than for North.

The high correlation of offense stratifications between the two key populations and the isolated sample group of cases is indicated in

T-3: YOP REFERRALS BY OFFICER CLASSIFICATION
11/01/73 - 6/30/74

Month:	Detectives:		Patrolmen:		Total:	
	#	%	#	%	#	%
Nov 73	81	(64)	46	(36)	127	(100)
Dec 73	71	(65)	38	(35)	109	(100)
Jan 74	69	(61)	44	(39)	113	(100)
Feb 74	23	(28)	58	(72)	81	(100)
Mar 74	32	(32)	67	(68)	99	(100)
Apr 74	86	(58)	63	(42)	149	(100)
May 74	71	(60)	47	(40)	118	(100)
Jun 74	<u>73</u>	<u>(59)</u>	<u>50</u>	<u>(41)</u>	<u>123</u>	<u>(100)</u>
Total	506	(55)	413	(45)	919	(100)

T-4: YOP CASELOAD BY PRECINCT
11/01/73 - 6/30/74

Month:	North:		Southeast:		Southwest:		Total:	
	#	%	#	%	#	%	#	%
Nov 73	35	(46)	19	(25)	22	(29)	76	(100)
Dec 73	35	(42)	18	(22)	30	(36)	83	(100)
Jan 74	34	(33)	33	(32)	35	(35)	102	(100)
Feb 74	40	(39)	27	(27)	35	(34)	102	(100)
Mar 74	41	(35)	34	(29)	43	(36)	118	(100)
Apr 74	46	(34)	43	(32)	45	(34)	134	(100)
May 74	42	(30)	53	(38)	45	(32)	140	(100)
Jun 74	<u>47</u>	<u>(37)</u>	<u>44</u>	<u>(35)</u>	<u>35</u>	<u>(28)</u>	<u>126</u>	<u>(100)</u>
Average	40	(36)	34	(31)	36	(33)	110	(100)

Figure 5: Referral Sources And Caseloads

Figure 6: Classification Of Offenses. The 84 sample cases identified in this table were selected during the assessment period to provide a basis for in-depth evaluations of YOP performance; and, subsequent Figures, 7 through 10 deal exclusively with this group.

These sample cases were selected each month on a progressive schedule and in accordance with established procedures. The total sample represents 28.5 percent of the treatment case population for the November 1973 - June 1974 period. Each case record has been analyzed and the resultant findings serve as the basis for specific evaluative measurements described the latter segments of this topic.

Figure 7: Levels Of Supportive Case Effort, quantifies the amounts and types of YOP effort expended in support of sample group offender cases. In Tables T-3 and T-7, the number of interview and telephone contacts generated by these 84 cases are listed under the headings of "client personal" and "client telephone". The term "client", for the purposes of these statistical tables, encompasses both the youthful offender and the responsible parent or guardian; and, "other collateral" refers to all additional contacts made with other sources in support of the case.

Each case contact, irrespective of source, represents an independent transaction; an action which consumes counselor time. The cumulative and average levels of case contacts provides an indicative insight into service demands and the intensity of staff effort. Telephone contacts are, of course, more time efficient than personal interview: however, from the standpoint of impact achievement, the evaluators are of the opinion that the latter method is to be preferred when working with the client group and should be used to the maximum extent whenever feasible. It follows that an erosion of counselor available time capacity, along with a consequent reduction in caseloads, is likely to be incurred if this recommendation is followed. Nevertheless, it is felt that such a trade-off of counselor time will provide ultimate program benefits

T-5: COMPARATIVE PROFILES: YOP REFERRALS, TREATMENT POPULATION AND SAMPLE GROUP BY TYPE OF OFFENSE
11/01/73 - 6/30/74

Offense Classification:	Total YOP Population:		Treatment Population:		Sample Cases:	
	#	%	#	%	#	%
Part I:						
Shoplift	217	(23.7)	52	(17.7)	17	(20.2)
Burglary	186	(20.2)	47	(16.0)	15	(17.9)
Larceny	83	(9.0)	44	(15.0)	16	(19.0)
Assault	33	(3.6)	11	(3.7)	2	(2.4)
Auto Theft	28	(3.1)	13	(4.4)	4	(4.8)
Robbery: S/A	<u>15</u>	<u>(1.6)</u>	<u>4</u>	<u>(1.4)</u>	<u>-</u>	<u>-</u>
Subtotal	562	(61.2)	171	(58.2)	54	(64.3)
Part II: Other						
Runaway	103	(11.2)	38	(13.0)	12	(14.3)
Drug Related	82	(8.9)	26	(8.8)	7	(8.3)
Vandalism	71	(7.7)	26	(8.8)	6	(7.1)
Sex Related	24	(2.6)	13	(4.4)	2	(2.4)
Liquor	12	(1.3)	3	(1.0)	-	-
All Other	<u>65</u>	<u>(7.1)</u>	<u>17</u>	<u>(5.8)</u>	<u>3</u>	<u>(3.6)</u>
Subtotal	357	(38.8)	123	(41.8)	30	(35.7)
Total	919	(100.0)	294	(100.0)	84	(100.0)

Figure 6: Classification Of Offenses

T-6: SAMPLE GROUP CONTACTS; FREQUENCY AND TYPE
11/01/73 - 6/30/74

Precinct:	Client Personal:		Client Telephone:		Contacts Total Client:		Other Collateral:		All Categories:	
	#	%	#	%	#	%	#	%	#	%
North	74	(11)	443	(65)	517	(76)	165	(24)	682	(100)
Southeast	39	(18)	137	(63)	176	(81)	40	(19)	216	(100)
Southwest	<u>40</u>	<u>(10)</u>	<u>172</u>	<u>(41)</u>	<u>212</u>	<u>(51)</u>	<u>202</u>	<u>(49)</u>	<u>414</u>	<u>(100)</u>
Total	153	(12)	752	(57)	905	(69)	407	(31)	1,312	(100)

Precinct:	Number Cases:	Contact Ratios		
		Client:	Collateral:	Total:
North	43	12.0	3.9	15.9
Southeast	20	8.8	2.0	10.8
Southwest	<u>21</u>	<u>10.1</u>	<u>9.6</u>	<u>19.7</u>
Total	84	Average 10.8	4.8	15.6

T-7: SAMPLE GROUP CONTACTS; FREQUENCY AND TYPE - CLOSED CASES ONLY
11/01/73 - 6/30/74

Precinct:	Client Personal:		Client Telephone:		Contacts Total Client:		Other Collateral:		All Categories:	
	#	%	#	%	#	%	#	%	#	%
North	51	(12)	248	(59)	299	(71)	123	(29)	422	(100)
Southeast	18	(15)	75	(65)	93	(80)	23	(20)	116	(100)
Southwest	<u>23</u>	<u>(14)</u>	<u>59</u>	<u>(35)</u>	<u>82</u>	<u>(49)</u>	<u>86</u>	<u>(51)</u>	<u>168</u>	<u>(100)</u>
Total	92	(13)	382	(54)	474	(67)	232	(33)	706	(100)

Precinct:	Number Cases:	Contact Ratios		
		Client:	Collateral:	Total:
North	26	11.5	4.7	16.2
Southeast	11	8.5	2.0	10.5
Southwest	<u>9</u>	<u>9.1</u>	<u>9.6</u>	<u>18.7</u>
Total	46	Average 10.3	5.0	15.3

Figure 7: Levels Of Supportive Case Effort

in the form of higher case success ratios and reduced recidivism. Concentration of resources is key to the attainment of the project's designated objectives; and, diminished processing volumes may well represent the price of increased emphasis on individual cases.

The program average cumulative contact rate of 15.6 per case to date (Table T-6) is impressive; particularly, in view of the lack of transportation vehicle availability in some precincts. Both North and Southwest are notably higher in their aggregate contact ratios than is Southeast. Southwest, in fact, leads both of the other precincts by a considerable margin: however, the higher ratio is mainly due to the greater (250 to 480 percent) number of collateral contacts.

The most significant contact ratio is probably represented by that category identified in these tables as "client personal". Measurements show that all precincts are closely grouped in this area of performance and average, for the combined open and closed cases, 1.7 to 1.9 personal contacts per client. When it is considered that one contact is automatically dictated for the initial client interview, it seems unlikely that less than one additional contact - on the average - will suffice to ensure complete problem solution and dependable long-term results. Although key performance indicators validate project success to date, Zaring feels that the level of client contact activities per case is marginal and should be intensified.

Table T-7 differs from its predecessor in that it is restricted to those sample cases which were closed during the evaluation period. Surprisingly, virtually all of the summarized contact ratios are lower than those recorded for the total sample. Logically, it would be assumed that additional contact transactions remain to be recorded for the nearly 45 percent of the cases still open as of June 1974. The relationship between the total case and closed

case only ratios may well represent a positive trend since it can be interpreted as meaning that staff counselors are progressively applying more effort to individual cases as the program matures. The closed cases show that the client personnel contact ratio of 1.9 per case has remained consistent for the North and Southeast precincts. Southwest, however, exhibits a positive deviation from this standard with a 2.6 closed case contact ratio.

The project's propensity to utilize external treatment resources and the recorded periods of case treatment is portrayed in Figure 8: Employment Of External Services And Case Treatment Durations. Table T-8 indicates that services external to the YOP have been used to augment staff counseling in nearly one-half of the sample group cases. Individually, Southwest relies more heavily on these resources by involving outside agencies for two-thirds of their cases.

Table T-9 provides a profile of client treatment durations for the 43 sample cases closed by June 30, 1974. Of these cases, 83 percent were completed within a 120 day period; and, interestingly, the closures have been very evenly distributed across each of the four months.

Figure 9: Case Corrective Solutions; Achieved Results, statistically describes the degree of acceptance accorded by the client group to the YOP with respect to the case solutions proposed by the staff counselors. Table T-10 provides confirmation of the fact that the YOP has been able to obtain either consensus, or limited, client agreement in 92 percent of those sample cases where a recommended course of corrective action was developed for individual offenders. While the quality and complexity of the correctional action plans is not considered in this numerical measurement, the ratio of acceptance must be adjudged as being very good.

T-8: SAMPLE GROUP: EXTERNAL TREATMENT RESOURCE UTILIZATION
11/01/73 - 6/30/74

Precinct:	YOP Internal:		YOP/External Combination:		Total Cases:	
	#	%	#	%	#	%
North	25	(58)	18	(42)	43	(100)
Southeast	11	(55)	9	(45)	20	(100)
Southwest	<u>7</u>	<u>(33)</u>	<u>14</u>	<u>(67)</u>	<u>21</u>	<u>(100)</u>
Total	43	(51)	41	(49)	84	(100)

T-9: SAMPLE GROUP: TREATMENT DURATIONS; CLOSED CASES ONLY
11/01/73 - 6/30/74

Precinct:	Months Active:										Total			
	1		1-2		2-3		3-4		4-5		5+		#	%
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
North	7	(27)	8	(31)	4	(15)	6	(23)	1	(4)	-	(-)	26	(100)
Southeast	2	(18)	1	(10)	2	(18)	2	(18)	2	(18)	2	(18)	11	(100)
Southwest	<u>-</u>	<u>(-)</u>	<u>1</u>	<u>(11)</u>	<u>2</u>	<u>(22)</u>	<u>3</u>	<u>(34)</u>	<u>1</u>	<u>(11)</u>	<u>2</u>	<u>(22)</u>	<u>9</u>	<u>(100)</u>
Total	9	(20)	10	(22)	8	(17)	11	(24)	4	(9)	4	(8)	46	(100)

Figure 8: Employment Of External Services And Case Treatment Durations

T-10: SAMPLE GROUP: CASE SOLUTION AGREEMENTS OBTAINED BETWEEN YOP AND CLIENTS
11/01/73 - 6/30/74

Precinct:	← Degree of Agreement →								Total:	
	Consensus:		Limited:		Unresolved:		None:			
	#	%	#	%	#	%	#	%	#	%
North	23	(54)	19	(44)	-	(-)	1	(2)	43	(100)
Southeast	16	(80)	1	(5)	2	(10)	1	(5)	20	(100)
Southwest	<u>16</u>	<u>(76)</u>	<u>3</u>	<u>(14)</u>	<u>1</u>	<u>(5)</u>	<u>1</u>	<u>(5)</u>	<u>21</u>	<u>(100)</u>
Total	55	(65)	23	(27)	3	(4)	3	(4)	84	(100)

T-11: SAMPLE GROUP: IMPLEMENTATION OF RECOMMEND CASE RESOLUTIONS ACHIEVED
11/01/73 - 6/30/74

Precinct:	← Degree of Implementation →								Total:	
	Complete:		Partial:		None:		Unresolved:			
	#	%	#	%	#	%	#	%	#	%
North	36	(84)	4	(9)	3	(7)	-	(-)	43	(100)
Southeast	11	(55)	5	(25)	3	(15)	1	(5)	20	(100)
Southwest	<u>13</u>	<u>(62)</u>	<u>3</u>	<u>(14)</u>	<u>4</u>	<u>(19)</u>	<u>1</u>	<u>(5)</u>	<u>21</u>	<u>(100)</u>
Total	60	(72)	12	(14)	10	(12)	2	(2)	84	(100)

Figure 9: Case Corrective Solutions; Achieved Results

Equally important is the apparent success enjoyed by this project in effecting the actual implementation of case recommendations, as shown in Table T-11. To date, YOP corrective plans have been either completely, or partially, implemented in 86 percent of the cases. This value may ultimately increase slightly in a positive direction because of continuing work that is being accomplished on those cases in the sample group which remain in an open status.

The consultant considers the measurements provided by Figure 9 to be critical baselines in the assessment of project success/failure. Accurate case diagnosis, alone, is only the prelude to the achievement of real results; e.g., the obtaining of the necessary agreements with the client group followed by the actual undertaking of the prescribed course of action. Conversely, the action steps of agreement and implementation are virtually meaningless if they have not been formulated upon the basis of an authentic case diagnosis/solution.

The YOP concept stresses the provision of expeditious response to each referred offender case. Figure 10: System Responsiveness, deals with this measurement from two aspects: first, the recorded time interval between the YOP's receipt of the referral and client contact (Table T-12); and secondly, the total elapsed duration between the initial officer contact and client contact (Table T-13). Both span-times are critical; but, while the YOP is totally responsible for rapid staff response once the assigned offender case is received, they cannot directly control prior system flow-times.

Historically, the project has demonstrated an excellent average response time with 74 percent of the involved families being contacted within a 24-hour period after YOP case receipt. This reaction cycle is adjudged to be especially good when the numerous impediments to establishing initial contact are considered.

The total recorded duration between the initial officer youth

T-12: SAMPLE GROUP: ELAPSED TIME BETWEEN YOP RECEIPT OF REFERRAL AND FAMILY CONTACT
 11/01/73 - 6/30/74

Precinct:	← Duration →								Total Cases:	Total Number:	Ave./Case:	
	Same Day:		One Day:		Two Days:		Over Two:					
	#	%	#	%	#	%	#	%	#	%		
North	19	(44)	8	(19)	1	(2)	15	(35)	43	(100)	97	2.3
Southeast	10	(50)	7	(35)	1	(5)	2	(10)	20	(100)	25	1.3
Southwest	<u>12</u>	<u>(57)</u>	<u>6</u>	<u>(29)</u>	-	(-)	<u>3</u>	<u>(14)</u>	<u>21</u>	<u>(100)</u>	<u>17</u>	<u>0.8</u>
Total	41	(49)	21	(25)	2	(2)	20	(24)	84	(100)	139	1.7

T-13: SAMPLE GROUP: TOTAL ELAPSED TIME BETWEEN OFFICER CONTACT AND FAMILY CONTACT
 11/01/73 - 6/30/74

Precinct:	← Duration →								Total Cases:	Total Number:	Ave./Case:	
	Same Day:		One Day:		Two Days:		Over Two:					
	#	%	#	%	#	%	#	%	#	%		
North	4	(9)	4	(9)	7	(16)	28	(66)	43	(100)	293	6.8
Southeast	1	(5)	2	(10)	3	(15)	14	(70)	20	(100)	189	9.5
Southwest	<u>3</u>	<u>(14)</u>	<u>2</u>	<u>(10)</u>	<u>4</u>	<u>(19)</u>	<u>12</u>	<u>(57)</u>	<u>21</u>	<u>(100)</u>	<u>90</u>	<u>4.3</u>
Total	8	(10)	8	(10)	14	(16)	54	(64)	84	(100)	572	6.8

Figure 10: System Responsiveness

contact and family contact is less favorable. The system has required an average of 6.8 days to complete this function during the measurement period; and, only 36 percent of the cases were processed through in two days or less.

All in all, the 5.1 day average time increment per case now being experienced between initial officer contact and YOP case receipt can be rated as acceptable. The complete processing system is subject to certain realistic constraints; not the least of which is the availability and prioritization of officer time. While the evaluators are acutely aware of these factors, it is still recommended that the "prior to YOP receipt" segment of the processing system be thoroughly examined to determine if, and how, time compression can be effected.

Operational effectiveness; offender problem analysis, recommended solutions and case disposition.

This portion of the YOP assessment focuses upon the adequacy of the client case analyses and the effectiveness of the case dispositions. The 84 sample cases were incrementally selected and evaluated over an extended period; and, it bears elaboration at this point to note that a progressive evolution in conceptual clarity and disposition effectiveness was evident. It was also very apparent that the ability of the counselors to effectively deal with the problems presented to them was beneficially enhanced through accrued program experience; particularly, in the area of case disposition. In the following text, significant facets of the counseling performance are discussed as an outgrowth of reviewing and analyzing the sample group cases.

In the area of case conceptualization, counselor efforts have been marked by good descriptive noting of the problem situations; but, also, by a frequent failure to be specific in delineating the antecedents of the delinquent behavior. For example, a major area of concern for a particular youth might be resistance to

parental authority and the question naturally arises as to why this condition exists. Parental resistance may often simply reflect the normal independence-seeking attitude of teenagers or, it may be more directly related to possible mistreatment by the father: however, such interpretative comments were frequently lacking. At the same time, the counselor analyses were replete with descriptive statements concerning the home and community situation; and, a very good job was done in this respect. In summary, the elements necessary for good case conceptualization were normally documented but the stipulation of interpretative causal links, an extremely important element of case analysis, would often be missing. If, to continue the stated example, parental resistance is related to mistreatment by the father, then the counselor must deal with the issue of the specific abuse in conjunction with the resistance. The obviousness of a conclusive finding should not mask the necessity of making the necessary interpretations. In the sample group, the contracting and discretionary actions which represented the outcomes of many case conceptualizations reflected a lack of specificity and clear problem definition.

Improved descriptions would also be helpful with regard to the social/recreational activities of the youth. The YOP standard form provides a descriptive field entitled "Social/Recreational Activities" but this portion of the format was frequently not filled in by the counselors. The evaluators questioned, in such cases, whether the youth simply did not participate, or whether the counselor was unaware of the juvenile's leisure time activities. This information is of some importance since it relates directly to the possibility of developing alternatives to criminal activity.

One of the most consistent etiological factors for delinquency is the occurrence of broken marriages; and, this was strongly supported by the profile of the 84 sample cases. In nearly 50

percent of the cases, the youth's home environment was characterized by either a single parent or by the presence of a stepmother or stepfather. In the latter instance, counselors experienced some difficulty in arranging for both parents to be present at the intake meeting or to be subsequently involved in the case disposition. This situation tended to occur less frequently in those cases where the home contained the youth's natural parents. The evaluators feel that, in cases where only one parent was disposed to participate, more pressure should have been exerted to ensure the involvement of both. This will facilitate obtaining both viewpoints concerning the problem (an important step when a step-parent is involved) and also will aid in the development of realistic contracts. The evaluators believe that the YOP counselor should be simultaneously viewed by the youthful offender as a friend and as an arm of a law enforcement agency. The latter impact may have been mitigated in those instances where the parents were too easily allowed to dictate the degree of their involvement.

Negotiation of the YOP/client contract is a critical function of the counselor. Table T-10 (reference Figure 9) documented the fact that the YOP was able to obtain either consensus, or limited, agreement with 92 percent of the clients concerning the recommended course of corrective action. The evaluators are concerned that this high percentage may, in some part, be attributable to the characteristically non-specific nature of the contracts. A typical contract, for example, might call for a 12 year old boy to try to get along better with his father; and, to maintain contact with the responsible YOP counselor. The identification of the antecedents of problem areas becomes particularly relevant at this point. It may be that the boy experiences the most difficulty with his father when the parent is under the influence of alcohol. If so, a more specific contract might specify that the youth attempt to avoid contact when the father is drinking. The contracts should serve as a focal point for future discussion between the juvenile, the parents, and the YOP counselor. This

capability is facilitated to the degree that the contracts are specific enough to focus subsequent conversations.

One of the most consistent examples of contract vagueness was the open-ended agreement for YOP short-term counseling in which the frequency of counselor/youth contact was rarely specified. The evaluators believe that counselor contact is very important since this interface action attempts to elicit an adult-like response from the youth in dealing with the central problems and issues. The importance of the counselor contact would be enhanced through the definition of anticipated frequency in the contracts.

Beneficial contract "tightening" might also be achieved by specifying the point at which parents would consider pursuing referral options. Very good follow-up was accomplished by the counselors to insure that the parents did, in fact, contact the identified referral resource: however, this sometimes required several calls to motivate agency contact for an appointment. In view of the fact that more than a month often elapsed in these circumstances, a more specific contract which stipulates "when" the service agency will be contacted improves the likelihood of expeditious completion of the process.

The ability of the counselors to channel the contracting activity into a beneficial course of action improved throughout the evaluation period. It became especially clear that the counselors, over time, began to depend upon a more limited referral resource base; one composed of the individuals/agencies who had demonstrated effective and reliable performance. Progressively, they also evidenced more reliance upon their personal counseling skills.

The individual differences in counselor styles was readily apparent through the examination of case records: two were initially heavily dependent on the referral option while the other two generally

recommended YOP short-term counseling. Although these differences in technique tended to persist, a certain amount of style convergence occurred during the measurement period. This movement toward greater consistency in case handling procedures coincided with increasing evaluator approval of the actual case dispositions. The results for the evaluator's agreement/disagreement with the counselors' case dispositions is presented in Table 14 which is arranged to reflect the time intervals of sample assessment.

Assessment Interval	Short-Term Counseling		Referral	
	Agree	Disagree	Agree	Disagree
First	9	1	8	6
Second	13	0	4	7
Third	12	0	8	4
Fourth	<u>6</u>	<u>0</u>	<u>5</u>	<u>1</u>
Total	40	1	25	18

Table 14: Sample Group Case Handling Profile; Evaluator Opinion Concerning Actual Case Disposition

The major point of evaluator disagreement regarded the area of referrals and that judgment variance diminished over time. The analysis of the family structure was used as a basic guideline by the evaluators to assess the appropriateness of case referrals; and, in those cases where the family was seriously disturbed, the evaluator generally tended to agree with the referral recommendation. An exception to this pattern would be those cases where the family situation was so volatile that referral recommendations would likely be resisted. Referral recommendations for drug abusers from a sound family, as an example, were viewed as appropriate.

The evaluators disagreed with the decision to pursue YOP short-term counseling on only one occasion; and, were in full agreement with the other forty instances in which it was attempted. Short-term counseling was normally viewed as the preferred alternative

because it offers the possibility of immediate help for the client. When a referral has to be made there are inevitable delays which invariably hinder the effectiveness of corrective action.

The counselors did an excellent job of follow-up to insure that referrals were implemented; and, to determine the outcome. The counselors also maintained acceptable levels of contact with their short-term counseling cases. One obvious shortcoming, however, was the nature of the contacts established with the youths and their families. A large majority of the contacts subsequent to the initial personal interview were by telephone; and, less than two personal contacts were averaged with each offender. It is difficult to term such limited personal contact as counseling. The difficulty that the counselors had in securing transportation for home visits undoubtedly contributed to this condition and is recognized by the evaluators.

Counselor case notations reflected the fact that a majority of their contacts were not with the offender but, rather, with the involved parents/guardians. A typical contact might have involved a five-minute phone conversation with a parent to determine how the youth was faring. The evaluator believes that a more aggressive and persistent posture should have been maintained by the counselors to establish and maintain frequent contact with the youthful offenders.

The four YOP counselors are female and, in several cases, YOP short-term counseling would have been appropriate had a male counselor been available. A mixture of male and female counselors may have alleviated certain case problems.

In the opinion of the evaluators, a minimum of additional effort - expended in the proper directions - is needed to increase the

effectiveness of the YOP program. Further training in case conceptualization and in the definition of specific contracts would appear to be appropriate. Finally, a more intensive effort to establish a close working relationship with the referred youthful offender to maintain extended personal contact is also warranted.

Indicated results.

In the final analysis, there can be little question that recidivism is the key single measurement of program success. Therefore, available statistics relating to this parameter are displayed and described in this portion of the YOP evaluation.

The reviewer should take note of the fact that short-term recidivism results seldom provide an authentic indicator of project performance; at best, they can be used for purposes of trend inference. Recidivism can be significantly influenced by the type of corrective action plans being produced and implemented. Case solutions which are oriented heavily toward short-term results, for instance, can often generate favorable interim measurements of recidivism but not attain the desired objectives over longer duration periods. The reverse condition can also occur: consequently, the average youth and delinquency project can only be conclusively and accurately measured over an extended period of operation. Youth specialists have not as yet established a specific, and agreed upon, time increment over which recidivism success/failure determinations can be validated in the absolute sense.

Project results cumulated to date are displayed in Table 15 which stratifies a series of recidivism measurements made on various case populations. The status point of recidivism measurement is June 30, 1974 and those cases are included which were handled by the YOP during the period November 1973 through May 1974.

Disposition:	Referrals:	Recidivist:	Percent:
IDC - diagnostic interview and YOP counseling	149	9	6.0
IR - diagnostic interview and YOP plus other agency counseling	93	21	22.6
NI - no interview; telephone counseling only	<u>22</u>	<u>3</u>	<u>13.6</u>
Treatment Population Total	264	33	12.5
Non-Treatment Population	<u>139</u>	<u>21</u>	<u>15.0</u>
Service Population Total	403	54	13.4
Bulletin Referral	<u>393</u>	<u>69</u>	<u>17.6</u>
Intake Population Total	796	123	15.5
Sample Population	60	8	13.3

Table 15: Recidivism Statistics; June 1974 Status

These statistics provide confirmation that cases contained within treatment population strata have experienced a lower recidivism rate than those of the non-treatment, or bulletin referral, populations. The degree of treatment population rate superiority, however, is not pronounced; principally, due to the very unfavorable results being shown by the IR group. This condition, at least in part, indicates improper external assignments or difficulties in effecting case transition.

The IDC group, which relies on procedures involving close contact between the counselor and the offender, has experienced a dramatically lower rate than any other strata; and, tends to validate the effectiveness of this method of case handling. Although the results are indefinite at this stage, and will probably remain so for a considerable period, the IDC approach looks very promising and certainly worthy of continued emphasis.

All recidivism rates presented in Table 15 reflect measurements based on only eight months of experience. Even so, major trends

are already apparent among the various case populations and treatment variations. If continued recidivism monitoring shows a solidification of the current levels, a basis will be established for developing the most effective case disposition patterns.

Activity (D) - Implementation of project information system and generation of comprehensive, useful and authentic data.

Although the subgrant application does not specifically call out this requirement, the establishment and operation of an effective information system is a necessary responsibility of this project. The need for such a system is especially critical in the case of the YOP which handles a high volume of incoming offender cases; each of which involves a multiplicity of staff transactions and generates information over an indefinite period. Information acquisition is also essential for the purposes of accumulating a knowledge base to support the continued development of improved YOP capabilities; and, to effect technology transfer with other organizations chartered to perform a similar function.

The evaluative analysis conducted under this activity heading pertains only to that portion of project generated information which is oriented to the program's technical function; e.g., the counseling and disposition of youthful offender cases. Information relating to program management and administrative reporting will be subsequently covered under the assessment of project controls.

Source information on offenders is developed at the precinct level where the youth first comes into contact with the officer and the YOP counselor. Information acquisition is provided by a composite format made up of the following titled major sections: (1) Referral, (2) Contact Sheet and (3) Investigation, Analysis, Recommendations. The first and third segments of this combination format are further stratified into unique information categories. The first portion contains the subheadings of Crime Specific, Age

Group, Attitude Toward Law Enforcement, Juvenile's Reaction to Current Offense and Law Enforcement Authority, Interest in Referral to Youthful Offender Program, and Disposition of Referral. The final section, which is developed by the YOP counselor, contains subheadings identified as Investigation Questions, Problem Identification, Analysis and Recommendations, and Resolution and Contract. In essence, then, this base information collector records all foundational data on each offender and describes all subsequent actions in behalf of the individual case.

Other base documents developed at the precincts which pertain to the offender information base include those described here:

- YOP Case Log: Case listings which identify the contacting patrolman or detective; the youth's name and age; the offense/problem; the case resolution; and, specific items of miscellaneous data. Cases are logged on the day that YOP Form #1 is received by the counselor and forwarded to the central office at the end of each month.
- Card Files: These provide an alphabetic listing and abbreviated description of individual cases. Each card includes name, birth date, offense, case number (official only), date of case receipt by the YOP and identification of the involved counselor and/or agency.
- Social Agency Referral Book: The register of social agencies which are available for the provision of services to YOP cases.
- Case Folders: Each youthful offender referred to the YOP generates a case folder. The folder contains all information recorded on project Forms #1 through #4; and - where one is developed - the applicable YOP contact. Both active/inactive case folders are maintained in these files with closed cases being segregated into two classifications; (1) those which have been internally resolved and/or referred to other agencies; and, (2) those which were released to a Youth Service Bureau.

In addition to the maintenance of standard files, the YOP summarizes and catalogs significant statistics on a scheduled, recurring basis. These standard outputs are further supplemented

with special exercises as the need arises. Extracted statistics from the available information base, for example, have been previously displayed in Figures 3 through 10. A standard distribution of information within the KCDPS is accomplished by the YOP and specific types of data is also made available to external organizations upon request.

The YOP has placed heavy emphasis on the development and maintenance of project technical information. Zaring, as has been noted earlier, was able to participate in the designation of required outputs during the early phases of the project and this has greatly facilitated the ability to ensure that the appropriate information would be available at the time of this, or any future, evaluation.

Throughout the designated evaluation period, the consultant has periodically monitored the information system operations and outputs at all precincts and at the central office. Reviews conducted of the files has shown them to be in generally good order and adequate attention has been given to reporting accuracy and timeliness. The system outputs have remained relatively consistent in terms of format and content which supports continuity in analysis. Information refinement by the staff is continuing and areas requiring greater detail and expansion have been identified.

From the standpoints of information quantity, significance and authenticity, the outputs of the YOP system are assessed as being good. The YOP performance in this respect is a definite and positive exception to the all too frequent condition of information deficiency which Zaring has encountered in previous project evaluation studies.

Additional work will be required to progressively refine and

incorporate new elements into the YOP information system. Attention should be given, however, to the maintenance of a reasonable balance between the perceived need for information and the resources required to support the system. Care should be taken to ensure that the derived benefits of additional information are not outweighed by the economic cost of the system; and, that staff capacity needed to perform the principal functions of the project is not detrimentally eroded.

Activity (E) - Identification and utilization of community-based service resources; and, the establishment of effective working relationships.

The YOP has the designated responsibility of identifying and utilizing qualified local service agencies/individuals who have specialized expertise for the provision of services to the youthful offender. The accomplishment of this objective is a fundamental contributor to program success since the YOP will undoubtedly continue to face certain staff capacity constraints which makes the support of external services essential in the following instances:

- Where the volume of KCDPS case referrals to the YOP is very high; thus, limiting the number of clients which can be handled internally by the staff.
- Where highly specialized services are needed but not contained in the YOP spectrum of skills; or, in those cases where external agencies/individuals are known to have greater depth in the required area(s) of expertise.
- Where extended duration, close case supervision and treatment is necessary.

While the evaluators encourage a maximum feasible internal YOP case counseling approach, it is equally important that external service capabilities be progressively identified, assessed and utilized. The ultimate operating efficiency and scope of the YOP is highly dependent on the development and integration of

an external network of service resources; an action which, incidentally, represents the only logical vehicle for significant future magnification of project impact. A broad spectrum of community-based agencies are available to serve in such a capacity and it is important that the YOP maximize their utilization - but only in those cases where service efficiency and quality is consistently demonstrated. The establishment of a thorough screening and review policy by the YOP will minimize the risk of incorporating unsuitable service resources into the total operating scheme.

The basic objectives in concentrating on the development of an external services network can be described in the following statements:

- To provide the best available services to any offender case.
- To establish a working relationship of exceptional efficiency between the YOP and designated agencies/individuals in order to ensure qualified case action with a minimum of interface delay.
- To program and evolve a total integrated system which, ideally, offers both treatment alternatives and back-up capability in any specific category of service.

Logistically, there are advantages to having certain external core services available in each precinct's geographic area. The responsibility for the final configuration of the external service system, however, must rest with the central office function so that a total perspective of orientation and utility can be incorporated in its design.

The YOP must isolate those resources who can be relied upon to provide superior services. There is no benefit to, or practical reason for, tolerating mediocre performance in this program. The identification and validation of effective agencies/individuals can only be accomplished by the YOP staff; primarily, through the

process of personal observations and experience.

In the opinion of the evaluators, the YOP has not emphasized this facet of project development adequately to date. Reasonable attempts have been made in this direction and reliable resources have been identified, but the process has been too informal. Documented assessments of individual resource capabilities are incomplete and expected standards of performance have not been clearly defined. In all likelihood, this deficiency is the result of constant daily operational pressures and the lack of a formal management plan. Briefly, the achieved level of performance by the YOP against this subgrant application baseline can be rated as acceptable; but marginally so. Formal efforts to date in this area are below that standard which would best support the program: therefore, the consultant recommends that the following plan of action be invoked to fulfill the requirements of this project activity:

- First, the ideal spectrum of external services needed to support YOP operation should be specifically outlined.
- Second, agencies/individuals who meet YOP standards in each desired service category need to be identified.
- Third, the formal development of a network plan can be undertaken which will highlight both areas of good service coverage and apparent voids.
- Fourth, a catalog could be prepared to describe each proven resource in the network for use by staff counselors; and, up-dated on a scheduled basis to reflect new additions or deletions.
- Finally, procedures should be developed and implemented to facilitate the continued development of the external services network and ensure the on-going assessment of agency/individual resource performance.

In order to assess the working relationship established between the YOP and those service resources utilized to date, Zaring conducted a questionnaire survey with a group of agencies/individuals

identified by the project staff. A total of nine (56 percent) responses were received to the sample group of 16 questionnaires. Those survey questions which describe the achieved operating relationships and levels of interacting performance between the YOP and the involved external resources are presented in the following text. Abbreviated question statements are used to introduce related, summarized responses.

Question: Appropriateness of the types of referrals received from the YOP.

Response: Number received - 9: "excellent" or "good" ratings - 89 percent; "adequate" or lesser ratings - 11 percent.

Respondents felt that cases referred by the YOP were, for the most part, well matched to the service capabilities of the agency; and that the offenders were treatable. Comments regarding this question also described difficulties that the agencies encountered in maintaining a consistent relationship with some families/guardians and one noted that their staff was oriented toward counseling more serious youth cases than the normal YOP referral.

Question: Assessed accuracy and feasibility of the YOP counselors case analyses and proposed solutions.

Response: Number received - 9: "excellent" or "good" ratings - 89 percent; "adequate" or lesser ratings - 11 percent.

Generally, this survey question elicited favorable comments from the resource agencies. Most inputs indicated that virtually no problems have been encountered in this regard; and, that the counselors have shown a responsible attitude and have performed this function in a realistic, informed manner. Recognition was also made of the fact that the nature of referrals and knowledge of the involved families does not always provide the YOP with adequate information to support the development of responsive solutions.

Question: Interface experience with the YOP counselor(s) and the perceived degree to which they competently fulfill their role of case diagnosis and disposition.

Response: Number received - 8: "excellent" or "good" ratings - 100 percent; "adequate" or lesser ratings - none.

Here, comments centered about agency observations that YOP referrals tend to be well defined and appropriately directed to those resources offering the needed expertise. One respondent noted that the YOP has demonstrated a good ability to establish rapport with the offenders and the responsible parents/guardians. Some agencies indicated that they had not, to date, handled a sufficient number of case referrals to prepare an authentic reply to this particular question.

Question: Quality and sufficiency of case information being transmitted from the YOP as it affects the capability to ensure continuity in treatment.

Response: Number received - 8: "excellent" or "good" ratings - 100 percent; "adequate" or lesser ratings - none.

As a group, resource agencies felt that good case information summaries were being provided by the YOP staff; and, at the same time, they recognized the difficulty frequently encountered in obtaining it from the various available sources. Question inputs also noted that the staff counselors are diligent in the maintenance of on-going communications with the agencies.

Question: Effectiveness and suitability of the working relationship that the YOP has established and maintained.

Response: Number received - 9: "excellent" or "good" ratings - 100 percent; "adequate" or lesser ratings - none.

Universally, respondents considered their established working relationships with the YOP to be very good.

Question: Assessment of the YOP concept as a means of effecting the delivery of services through interaction with community-based resources.

Response: Number received - 8: "excellent" or "good" ratings - 100 percent; "adequate" or lesser ratings - none.

In total, surveyed agencies were quite positive in their belief that the YOP was both a workable and effective concept. Peripheral comments expressed the concern that the experimental guidelines of the YOP might limit the effectiveness of the counselors and the program; that the concept serves to mitigate the Juvenile Court overload; and, that the project offers an early responsiveness that is needed. One agency observed that, in contrast to other similar programs, the YOP appeared to be genuinely interested in the utilization of a network of external services.

Activity (F) - Investigation of opportunities for the incorporation of a project research component.

The original subgrant application recommended that consideration be given to incorporating a research component into the framework of the YOP. A project unit established in response to this suggested guideline would work toward determining "what sorts of referrals for youths arrested but not referred to the Juvenile Court are most effective...." and "what criteria or guidance can be developed for the arresting officer to enable him to make the best use of his discretion in disposing of each case." However, it should be clearly noted that these statements do not become baseline objectives of the project unless funding from other sources above and beyond the original LEAA award is obtained.

In actual fact, no significant efforts have been made by the YOP staff to develop the research arm. This is principally due to the limitations of time as a result of normal project operational demands; and, the lack of specific plan describing the major areas

of intended study and the estimated cost and staffing requirements needed for their accomplishment.

Realistically, there is little likelihood that a research component can be developed and added to this project unless a fairly specific plan is devised which identifies and scopes its activities. It is, in the opinion of the evaluators, desirable that such a task be undertaken: far too often, projects such as the YOP become prone to functioning within established "state of the art" norms, rather than attempting to expand above and beyond the base of their immediate operating experiences. At the same time, excessive concentration on research activities can detrimentally erode the performance of the primary, designated project function: therefore, it is essential that the appropriate balance be maintained between the two areas.

The evaluators feel that the YOP has properly concentrated their efforts during this initial, two-year phase of project operations. Since basic program capabilities have now been established, it is recommended that greater consideration be given to attendant project research possibilities.

Activity ③ - Demonstrated effectiveness of the project in operating within the structure of a police department.

The identification of perceived departmental benefits resulting from the operations of the YOP; and, the effectiveness of the established working relationship are described in this topic. Although an interim report was developed by the evaluators covering this specific project activity, the resultant findings have also been incorporated into this final document.

In order to determine what benefits this project is providing to the operations of the KCDPS, three classifications of departmental personnel were interviewed; patrolmen, detectives and administrators. Sample group parameters were established to select 20

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1 OF 2

patrolmen and detectives for survey participation. These base-lines recognized the relative percentage of cases handled by each officer classification; the volume distribution of cases by precinct; and, the number of case referrals by specific individuals.

The requirements of the sample design dictated the following actions. First, a virtually equal distribution of referrals has been recorded between officers and detectives: therefore, a need to interview 10 from each group was indicated. Secondly, random number tables were then applied, respectively, to patrolmen referring five or more, and detectives six or more, cases to the YOP in order to identify the appropriate number of personnel in each group. Finally, the referral levels experienced to date by each precinct were also considered as an influencing factor in sample development.

Separate questionnaires were used for the patrolman/detective and administrative personnel groups in order to gain a total perspective of the YOP's departmental contribution. Questions posed in these interviews were broad in design to encourage latitude in response. Inputs generated through the surveys were subsequently analyzed and synthesized and provide the basis for the interpretative results provided in the following paragraphs.

Patrolmen and detectives were generally very positive in stating departmental benefits realized through the actions of the YOP. Those major benefits cited, in order of frequency, are:

- Manpower and resultant dollar savings.
- Improved interaction and rapport with the involved communities.
- Increased confidence in case handling and follow-through.
- Opportunities for reduced recidivism; an inference based on early observations and short-term results.

This forgoing series of abstracted findings is based on the judgments of line personnel that the YOP is providing an effective alternative for case handling and disposition not previously available. Further, the patrolmen/detectives feel that this project offers the advantages of substantially more effective counseling and information feedback.

A major test of project effectiveness lies in its ability to transmit operational advantages on to the communities and the target population. The most significant patrolman/detective perceptions revealed by the survey concerning these capabilities are:

- An improved quality of service is being provided through the YOP to the involved offenders and their parents/guardians.
- The YOP concept has introduced an improved approach to preventive technology.

Because this project has introduced, in the opinion of the majority of the line personnel surveyed, these qualities into the departmental system, patrolmen and detectives feel that their performance can be increased as a direct result. Patrolmen, almost universally, stated that they should be able to transmit these savings into more patrol time. Detectives, on the other hand, noted two resultant benefits; first, the ability to handle more cases and, secondly, the opportunity to spend more time on individual situations as required.

Interviews were also conducted with selected administrative personnel who are either in the direct reporting structure of the YOP; or, who are very knowledgeable of the project's activities and whose functions are directly affected by its degree of operational proficiency and demonstrated accomplishments due to continuous functional interface. This survey group included the first-line departmental supervisor of the program; the respective unit heads of crimes against property and persons; and, the administrators of

the patrol and criminal investigative divisions. As a further extension of this effort, significant findings were discussed with the designated project director and the KCDPS administrator.

One facet of this particular survey was oriented toward formalizing the administrative perceptions of the YOP as an organizational entity within the KCDPS and the following statements represent the predominant responses:

- Administrators feel that the existing organizational structure provides departmental performance continuity and accountability; and, ensures the capability for direct and expeditious action.
- It is clearly recognized that a changing police role is evolving; and, that the YOP function fits directly into the service delivery requirements of the KCDPS.
- There is universal agreement that the YOP gives the KCDPS an additional, needed capability and beneficially increases the alternatives for dealing with youthful offenders.

Considerable emphasis was placed on eliciting responses concerning the operational effectiveness of the YOP and identifying the benefits that the project is providing to KCDPS operations. The summarized results of this portion of the surveys are reflected here:

- Time savings are being realized by both the patrolmen and detectives; and, these economies are being transmitted directly to the public in terms of increased performance and service.
- A greater identity with the basic problems of the youthful offenders are being effected and the information feedback on individual cases to line personnel has resulted in improved interest in this phase of police work.
- A high level of administrative confidence exists regarding the present effectiveness of YOP operations: this judgment has been formalized on the basis of the recorded levels of case handling attained to date; the working relationships established with external service agencies; and, the fact

that the KCDPS, for the first time, has achieved a definite, affirmative thrust in the youth and delinquency field.

Administrators strongly support the continuation of this program; a stance which supports a similar finding in the earlier patrolman/detective survey. As a group, they would like to see an increase in YOP staff size and expanded case coverage. The belief is expressed that direct action in case handling provides measurable dividends; and, that the best operational mode can be achieved through a maximum of in-house counseling (where applicable) in combination with the performance of an effective intake/disposition "clearing house" service for those cases where the offenders can be best aided by qualified external resources.

The administrators are hopeful that project operations will be continued within the KCDPS. The personnel surveyed strongly indicated a willingness to consider maintaining the YOP in lieu of expanding other established functions if total departmental resources were increased. Further, a majority of the administrators indicated that they would at least consider the possibility of organizational trade-offs in order to retain the YOP if the future KCDPS operating budget were to remain constant.

Activity (H) - Program acceptance by the target population.

In the final analysis, a project's effectiveness is reflected in the transmission of its end-products or services to the target population; in this instance, the youthful offender and the involved parents or guardians. This important aspect of project performance has been measured by the evaluators through a survey exercise.

Questionnaires were sent to 69 of the 84 parents/guardians involved in the case sample group. Less than full coverage was programmed to assure the selection of participants on a random basis; thus providing anonymity for the respondents. A total of 31 replies

were actually received which represented a 45 percent return. The questionnaire had the specific purpose of determining the effectiveness of YOP services as viewed by those parents/guardians who have come into contact with the program. Abstracted questions and summarized responses are provided in the following text.

Question: Effectiveness of service provided by Youthful Offender Program (specifically, by the counselors).

Response: Number received - 31: ratings, "yes" - 81 percent; "no" - 3 percent; "not sure" or "partially" - 16 percent.

As a group, parents/guardians felt that good results were obtained through the YOP concept; and, that the project's counselors were very effective in their case handling methods. Frequent notation was made of the fact that good communication links were often established between the counselors and the offender; that the youths tended to gain a much clearer perspective of the consequences of their acts; and, that the program was a desirable and effective alternative to the Juvenile Court. Criticisms were minimal and tended to be expressed only in cases where extreme animosity existed between the parents themselves.

Question: Appropriateness of the recommended courses of corrective action (provided by the counselors).

Response: Number received - 31: ratings, "yes" - 82 percent; "no" - 9 percent; "not sure" or "partially" - 9 percent.

Comments in response to this question, beyond the noted specific ratings, were relatively limited. The majority of the parents/guardians were quite positive with regard to the services of the YOP: however, the evaluators must draw the inference that most of the counseling tended to be general in its presentation and that con-

cise plans for corrective action were not formally put forth by the counselors.

Question: Benefits of the recommended course of action to youthful offenders (in cases of actual implementation).

Response: Number received - 28: ratings, "yes" - 75 percent; "no" - 7 percent; "not sure" or "partially" - 18 percent.

Parents/guardians were predominantly of the opinion that the youth benefited from YOP services and that the program represented a means of increasing the offender's awareness of unlawful acts. Some respondents noted that definite and authentic responses to this question (in their particular cases) could not be provided until more time had elapsed: however, a high degree of satisfaction was evidenced with the repetitive follow-up procedures employed by the counselors. Conversely, some respondent inputs indicated that, in specific cases, the program benefits had proved to be temporary in their effect.

Question: Probability that the youth, through receipt of YOP direct and associated services, will be less likely to experience further contact with the police.

Response: Number received - 31: ratings, "yes" - 77 percent; "no" - 13 percent; "not sure" or "partially" - 10 percent.

Overall, a very affirmative impression was revealed by parent/guardian responses which indicated that they felt the offender was much less likely to experience future police contact as a result of YOP intervention. The surveyed group heavily emphasized the fact that, through counseling, the involved youths were made acutely aware of the seriousness of their offense and the possible consequences. Further, comments related to this question

frequently stressed the desirability and necessity of involving the total family in effecting case solutions.

The questionnaire also asked for general comments concerning the type of service provided by the YOP and the perceived value of the concept. Survey responses were very strongly in favor of the program approach with virtually no significant dissent being recorded: the terms of "excellent", "good" and "impressive" were frequently used in describing respondent reactions. Parents/guardians particularly liked the case monitoring procedures employed by this program; the "low profile" policy of case handling; and, the close counselor/youth relationships which were often established. The YOP was viewed by some as an intermediate option in offender case handling which has long been needed.

Activity ① - Project staff effectiveness.

The importance of quality performance by the personnel assigned to a project cannot be over-emphasized: the opportunities for program success are influenced more directly by this single element than any other. Staff effectiveness is a composite of functional responsibilities and organization strata and, therefore, must be considered in its totality. There are two basic dimensions involved; the management and the technical performance staff. In this case, the influence of the controlling parent organization must be additionally be considered since the YOP does not operate in an independent mode.

The level of project accomplishment and the proficiency/dedication of the staff are virtually always very closely related. Because of this interdependency, there is no allowable tolerance for mediocre work by members of the organization if high performance standards are to be achieved. An assessment of staff performance cannot be solely limited to an examination of records which reflect

the use of expended time (although such an analysis is essential) but must also be extended to ascertain the effectiveness of the work being performed. Therefore, in the subsequent text of this document topic, the consultant provides evaluative findings in a comprehensive framework.

Overall, the degree of demonstrated staff effectiveness by this project is adjudged to be very good. The management function has been performed with distinction; and, on a comparative basis with other projects evaluated by this corporation, ranks in the highest group. Good supervisory perspective has been consistently maintained concerning both the project's internal operating proficiency and its external effect in terms of community and target population impact. Priorities have been appropriately addressed and the insistence on performance accountability is impressive.

Project technical functions have been performed well by the staff counselors; and, survey responses from KCDPS personnel, supporting service agencies, and parents/guardians contacted through this program provide supportive confirmation of this judgment. It should be noted here that in the formative stages of this project the evaluators were concerned about the composite low level of experience and relative youth of the counselors. However, the job maturation of these personnel has developed at a rapid pace and functional performance has progressively improved.

An important dimension of staff effectiveness concerns the working relationship achieved between the YOP and the governing organization; the KCDPS. There is little question that a very positive interface has been established and this condition has greatly strengthened the project's ability to perform.

Figure 11: Individual YOP Counselor's Distribution Of Time; November, 1973 - June, 1974, provides a statistical display of counselor activities during the November 1973 through June 1974

ZARING Corporation

Activity	North		Southeast		Southwest		Total	
	Hrs	%	Hrs	%	Hrs	%	Hrs	%
Direct Service								
Youths	277	(12.8)	85	(7.4)	98	(8.6)	460	(10.3)
Parents	324	(14.9)	155	(13.6)	180	(15.7)	659	(14.8)
Other Family	<u>10</u>	<u>(0.5)</u>	<u>3</u>	<u>(0.3)</u>	<u>3</u>	<u>(0.3)</u>	<u>16</u>	<u>(0.4)</u>
Total	611	(28.2)	243	(21.3)	281	(24.6)	1,135	(25.5)
Referring Officer	132	(6.1)	27	(2.4)	96	(8.4)	255	(5.7)
Schools	36	(1.7)	12	(1.0)	60	(5.2)	108	(2.4)
Other Community Agencies	225	(10.3)	61	(5.4)	153	(13.4)	439	(9.9)
Case Recording	408	(18.8)	293	(25.7)	282	(24.7)	983	(22.1)
Office/Clerical	290	(13.4)	121	(10.6)	14	(1.2)	425	(9.5)
Public Relations	65	(3.0)	70	(6.1)	17	(1.5)	152	(3.4)
Training	251	(11.6)	181	(15.9)	125	(10.9)	557	(12.5)
Travel	<u>151</u>	<u>(6.9)</u>	<u>132</u>	<u>(11.6)</u>	<u>116</u>	<u>(10.1)</u>	<u>399</u>	<u>(9.0)</u>
Total	2,169	(100.0)	1,140	(100.0)	1,144	(100.0)	4,453	(100.0)

	North	Southeast	Southwest	Total
Total Days Available	344	172	172	688
Less Holidays	<u>20</u>	<u>10</u>	<u>10</u>	<u>40</u>
Net Available Days	324	162	162	648
Net Available Hrs (Days X 7)	2,268	1,134	1,134	4,536
Less Hrs For:				
Vacation	[35]	-	-	[35]
Sick Leave	[56]	[18]	[14]	[88]
Comp. Time	[125]	[87]	[56]	[268]
Net Available Hrs/Counselor	2,052	1,029	1,064	4,145
Hrs Worked By Counselor	2,169	1,140	1,144	4,453
Percent Utilization	106	111	108	107

Figure 11: Individual YOP Counselor's Distribution Of Time; November, 1973 - June, 1974

period. A remarkable pattern of consistency is indicated across precinct lines; particularly in view of the fact that time recording is not an exact process.

The majority of the counselor's time is properly spent on specific case activities which are essentially represented by the summation of all identified charge categories with the exception of "public relations" and "training": consequently, it appears that 84-88 percent of the available workday capacity is spent on core activities. "Direct service" receives 21-28 percent of the counselor's time and, since this function represents a crucial element of YOP performance, it should be maintained at the highest practical level. Alternately, "training" is absorbing a significant increment of the available time; and, while its importance is not contested, should be expected gravitate toward a lesser percentage level as the program progresses.

During the period of evaluative measurement, the counselors worked an average week of 6-11 percent greater than the standard departmental requirement (seven-hours/day for five days/week). Without digressing into the definition of what a standard daily shift should be under a federal grant, Zaring takes the position that an eight-hour day is an established baseline of measurement and, therefore, cannot endorse the recorded overage as being true "overtime". It is agreed, however, that the project is assuming a practical stance in adhering to parent department schedules.

The counselors have averaged from 2.8-5.6 hours (dependent upon the individual precinct) on cases contained within the treatment population. This calculation is based upon recorded "direct service" and the actual time per case is undoubtedly higher by a factor of two or more times when all peripheral supporting activities are taken into consideration. Even though the evaluators have expressed the opinion that individual case success should profit from the allocation more time (at least, up to a

point) there is probably little that can be done to achieve this unless caseloads per counselor are proportionately reduced; an alternative that is not totally desirable.

Counselor placement in the various precincts represents a very significant and effective program decision. The YOP will tend to be most productive if any future staff additions are assigned directly to the counseling role. In a program of this magnitude all staff personnel, with the exception of the supervisor and any secretarial support, should perform in a line (counseling) function and, this organizational configuration should be retained up to at least to a total employee roster of eight.

In summary, the achievements of YOP are largely due to the dedication and capability of the project staff; and, the working relationship that has been mutually effected with the KCDPS. Project productivity will be no less dependent on these factors in the future than in the past.

2.4 Project Control:

Activity (J) - Financial performance.

Financial reports are prepared for this project by the Office of the Comptroller which, in turn, acquires the base data from departmental records. Under this procedure, the YOP supervisor normally does not see the summarized, final report and is not intimately aware of the project's exact financial position at a given point in time.

From examinations of project records, expenditures appear to be appropriate both in terms of categorization and amount. There has, on occasion, been some confusion in the pricing of match expenditures. The appropriate corrections have been programmed

for incorporation into the financial invoices to more accurately reflect the valuation of these contributions.

During the course of reviewing the financial aspects of this project, the evaluators attempted to develop cost per case values. The difficulty in performing this type of exercise arises from the variation in individual case requirements. For example, cases falling within the treatment population category demand, by far, the major portion of the counselor's time; therefore, only approximate unit values can be developed and presented. If all 919 cases referred during the November 1973-June 1974 period were to be considered as equal time consumers, then the average cost per case would be around \$83. However, calculations based on the best factors available indicate that cases in the treatment group fully handled by the staff generated an average cost of \$204; and, this figure is much more meaningful than the previous one in an economic assessment of this project. The evaluators do not have any available, authenticated comparative standards against which to test this unit cost. A logical consideration of service requirements and financial parameters does, however, provide a basis for rating this project as relatively cost effective.

An assessment was also made to identify possible cost savings to the KCDPS resulting from YOP operations. To develop a basis for this measurement, patrolmen and detectives were asked to identify, to the extent possible, time savings by individual activity and offense classification. Because their judgments were subjective, considerable variance is evident in both dimensions; and, to some degree, reflects the different methods employed in case handling. Representative values were selected and used to calculate potential savings. While this provides only an approximation of likely cost benefits it does establish a working guideline. The results of this exercise, then, should be viewed as indicative rather than absolute.

On the basis of parameters isolated by the consultant, it can be demonstrated that "up to" 1.3 percent of the available patrolman/detective time can conceivably be saved through the transition of certain youthful offender case functions to the project staff. At the current level of YOP operations and departmental staffing, this percentage translates into a savings of approximately three equivalent men/year. Measurable reductions in workload can be most clearly identified by the detectives; some of whom have noted that up to eight hours can be saved on felony cases. The patrolmen, because of the nature of their work, have not been able to quantify possible savings with an equal degree of specificity.

In considering departmental savings generated by this project, the balancing costs of maintaining the YOP must be considered. Here, estimates tend to support a relationship of approximately 1:2.0 to 1:2.5: e.g., a departmental savings of \$1.00 can be realized through the investment of \$2.00 to \$2.50 in the YOP operation. It is logical to speculate that the incremental cost ratio of the YOP could be even more favorable if a greater case-load could be handled through a larger staff. In any event, a cost benefit analysis should be based on the adjudged contribution of the program in comparison with the incremental cost.

Realistically, it is not considered likely that the calculated economies potentially imparted by the YOP will be reflected in the departmental budgets. The reasoning behind this assumption lies in the fact that any manpower savings realized will be applied to extending the performance base of key KCDPS functions. Therefore, the evaluators feel that any impact of the YOP will tend to be validated more directly through various operational statistics relating to the accomplishments of patrolmen and detectives.

Activity (K) - Administrative controls.

Administrative systems have the primary purposes of facilitating

management cognizance and control of project activities; providing performance accountability; and, responding to external demands and requirements. Throughout this project's history, the importance of administrative control has been recognized and maintained at a high standard. The control systems employed are not sophisticated but are well defined from a procedural standpoint: and, most importantly, compliance has been enforced through consistent management practices and direction.

Accountability for staff time expenditures, the major resource element, is accomplished through these basic recording instruments:

- YOP Case Activity Record: Identification of time spent by counselors on individual cases. These records are submitted to the central office each month.
- YOP Calendar: The individual, daily time distribution for each counselor. This data sheet, forwarded to the central office weekly, includes a listing of cases handled during designated periods.
- YOP Monthly Time Sheet: A monthly submittal which indicates individual counselor time distribution by identified charge categories.

The above source records are generated at the precinct level and subsequently absorbed into central office reporting outputs.

Several major records and reports are either totally, or partially, generated and distributed by the central office on a scheduled basis. The most significant of these outputs are listed and described below:

- Financial Reports: Standard, monthly "request for reimbursement" invoices (LJPO standard formats) which specify budgets and expenditures by specified cost categories on a current and cumulative basis.
- LEAA Progress Reports: Descriptive summaries of activities engaged in during the quarterly reporting period; specific

project accomplishments; current or anticipated problems; and, other significant notations.

- Internal Departmental Progress Report: A semi-annual performance summary prepared for the KCDPS Director's review.
- Recidivism Card File: A system established to record offenses for each case identified within the total YOP intake population. Data is recorded monthly and incorporated into this permanent record which serves as the basis for random information outputs.

The LEAA Progress Reports produced by the YOP are the most comprehensive and informative documents of this type that this corporation has encountered in the course of reviewing and evaluating numerous projects. The reports are descriptive, well detailed and presented in a framework of information clarity that enables the receiving organization to gain full visibility of project operations.

Project control is further facilitated through regularly scheduled staff meetings and the maintenance of close operational interface with those KCDPS administrative personnel who are involved in this program. In addition, a policy of responsive correspondence to external inquiries and information interchange has been adhered to by this project.

3.0

SUMMARIZED FINDINGS

Significant findings developed through the evaluation of this project are presented in the following series of statements:

- The Youthful Offender Program has demonstrated a high level of overall performance; it ranks as one of the two best youth and delinquency projects evaluated by this corporation to date.
- This consultant assessment indicates that a substantial amount of effective work has been accomplished during the period of project existence: the degree of attained achievement has resulted most directly from the perseverance and energy of the project personnel; and, the interest and support of key KCDPS individuals associated with the program.
- YOP case processing and handling statistics are impressive both in terms of volume and disposition assignment: at least equally significant is the relatively high percentage of cases which have been internally retained by the project for staff counseling and treatment.
- Recidivism statistics provide only inferential information at this point; however, the recorded rates for cases maintained for direct staff handling are very promising.
- The value of this program as an alternative to Juvenile Court disposition has not, as yet, been adequately measured: subjective judgments obtained from various sources point to project success in this area but additional cumulative authentication is needed.
- The YOP has successfully demonstrated the ability of a project of this type to operate effectively within the structure of a parent police organization: the current efficient working relationship with the KCDPS is not a random occurrence; rather, it is the end-result of a dedicated effort by both parties to achieve this goal.
- In the opinion of the evaluators, the YOP has greatly augmented the delivery of services to youthful offenders by the KCDPS.

- Overall, the general quality of case analysis and disposition exhibited to the status point of this evaluation is adjudged to be good; but, merits continued improvement in keeping with the trend demonstrated to date.
- With respect to the preceding point, the evaluators feel that case analysis should result in corrective action plans and contracts which are more specific than the majority of those prepared to date.
- An effective information system has been implemented and maintained by this project which produces a substantial quantity of significant and authentic data concerning cases assigned to the YOP.
- The project lacks a formal management plan: this deficiency has not markedly diminished opportunities for project achievement but has resulted in a reduced emphasis on some activities called out by the subgrant application; e.g., the development of a research arm and a strong network of external service resources.
- A high standard of project staff performance has been evidenced on both the administrative and technical planes.
- The YOP concept has been accorded an exceptional composite degree of acceptance by the KCDPS; the agencies/individuals who have served as community-based resources to this effort; and, the youthful offenders and parents/guardians who have come into contact with the program.
- Some manpower savings are introduced by this program for the patrolman/detective functions: it cannot, however, pay for itself on a direct dollar trade-off basis; and, the accrued benefits must be weighed against the incremental additive cost.
- All operational aspects of the project are well controlled through the existing administrative systems; and, good accountability exists for key functional responsibilities.

4.0

RECOMMENDATIONS

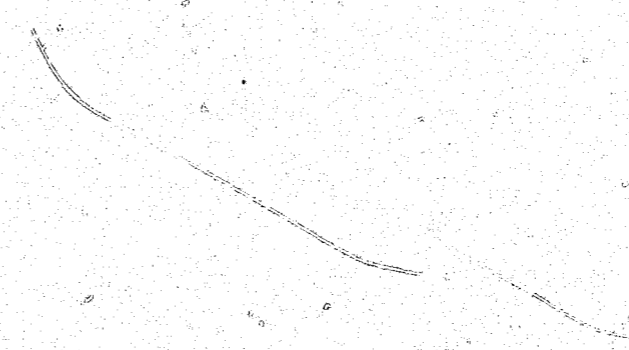
This final report section describes those recommendations for action which, in the opinion of the evaluators, should be primary considerations in decisions concerning future direction of the project.

- It is extremely important that a concentrated effort be made in the immediate future to improve the specificity of offender case analyses; corrective action plans; and, client contracts.
- A definite effort should be made to increase, within practical limits and constraints, the quantity and duration of "personal contacts" associated with those cases retained in the treatment population: the evaluators are of the opinion that the 1.7-1.9 personal contacts/case average recorded thus far does not represent a sufficiently intense level of counseling.
- System flow-time covering the period between initial officer contact and the first family/counselor communication will remain a critical parameter of this program concept and must be continuously monitored: this particular process phase, which has averaged 6.8 days per case to date, should be subjected to an in-depth examination in order to determine if additional time compression is possible.
- Sufficient experience has now been accrued by this program to support a major decision-making exercise having two purposes; first, to define reasonable YOP case acceptance capacities and, second, to identify those specific types of case handling processes which should be emphasized in future operations.
- Greater YOP emphasis must be given to developing the external, community-based service network: specifically, this task entails, in order, the designation of program resource needs; the identification of highly qualified agencies/individuals; the establishment of alternatives and backup capabilities; and, finally the effective integration of the total system.
- The evaluators feel that the YOP concept does not lend itself to significant future staff growth: rather, the

ideal program configuration is envisioned as one that efficiently combines selective types of proven external service resources with a compact project staff, the majority of whose members would be engaged in the direct performance of counseling and disposition activities.

- The advantages of adding a research component should be explored further and, if a positive determination results, a definitive plan could then be prepared to support the solicitation of additional funds: basically, the YOP would appear to provide an excellent technical foundation for developmental work in the youth and delinquency field.
- The need still exists, at this stage, for a formal project management plan: such an effort need not be excessively time-consuming, or aimed at the development of heavily detailed documentation, but should result in placing the various elements of this project in the proper perspectives; and, in defining specific courses of action and schedules for their accomplishment.
- Overall project monitoring should be continued at the present level but the depth of information analysis needs to be increased: recurring, limited-scope internal evaluations of performance could also be programmed for conduct by the project's management.

APPENDICES



ATTACHMENT "A"

EVALUATIVE		RATING					COMMENTS
AREA	CATEGORY	1	2	3	4	5	
PLANNING	PROGRAM CONTRIBUTION				4.2		The YOP responds directly to expressed youth and delinquency needs and problems of the State of Washington Criminal Justice System; and, offers real potential for positive contribution. Over the longer-term, the capability to generate a direct impact on juvenile recidivism rates appears to be inherent in the program concept. To date, this project has effected good transmission of services to the designated target population (youthful offenders and their parents/guardians); and, has augmented KCDPS capabilities in this area.
	PLANNING STRUCTURE			3.4			A formal management plan has not been developed by this project; however, comprehensive operating policies and procedures have been implemented to govern the performance of the core functions. Program objectives are clearly defined by the original subgrant application and should be attainable over time. The lack of a plan, while not a severe deficiency in this case, has resulted in a diminished emphasis in certain project areas; e.g., research component and resource network development.
OPERATIONS	TECHNICAL PERFORMANCE				4.3		A superior level of performance has been achieved by this project. Referral receipts have averaged 115/month almost from the outset of operations and the three geographic precincts have maintained heavy caseloads. 32 percent of the received cases have been retained for internal handling; and, disposition has been accomplished for the remainder. Rapid response has been a trademark of program operations. Recidivism rates are not conclusive at this stage but some treatment processes indicate promise. Increased effort is merited to develop the service resource network.
	INFORMATION GENERATION				4.2		A substantial amount of significant and authentic technical data relating to the processed youthful offender cases has been consistently produced. The supporting information system is well disciplined in operation: reporting outputs have met schedules and formats have remained stable to facilitate comparative data analysis. Information generation and distribution by this project is assessed as being very good. Some areas of expanded information coverage, data summarization and detailing need to be addressed.
	STAFF EFFECTIVENESS				4.4		The staff is rated as being highly effective and dedicated with respect to the accomplishment of designated project tasks. Project management of a high order has been evidenced; and, the YOP concept has demonstrated the ability to function efficiently within the framework of a police department. Overall, counseling performance has been good and marked by consistent improvement. The well established program/department working relationship has resulted from concerted efforts toward this objective by both departmental and project personnel.

EVALUATIVE		RATING					COMMENTS
AREA	CATEGORY	1	2	3	4	5	
CONTROL	FINANCIAL ANALYSIS			3.9			Project has adhered acceptably to the established financial plan; and, basic measurements indicate high cost effectiveness. Through June 1974, the cost average of all 919 YOP case referrals was \$83; more significantly, "treatment population" cases receiving direct staff counseling averaged \$204. Trial calculations indicate that this project creates a potential savings of KCDPS line personnel effort: e.g., \$1.00 may be potentially saved by the KCDPS for every \$2.00 to \$2.50 invested in the YOP; therefore, the program is not totally cost additive.
	ADMINISTRATIVE SYSTEM			4.2			Good standards of accountability and records control have been effected. External and internal reporting responsibilities have been handled exceptionally well while good project monitoring procedures have also been followed. Progress reports are thorough and staff time expenditures are well detailed. All major elements of project operation are covered by appropriate administrative systems. The YOP has amplified upon the standard administrative controls by conducting special exercises and a departmental survey to solicit responses to the program.
	GENERAL MEASUREMENTS			4.5			The level of support and acceptance by the target population, the external service agencies/individuals and the parent organization that has been accorded to this project is impressive. Positive responses were received from each of these groups; all of whom were surveyed or interviewed by the evaluators during the course of assessing this program. The facilities are adequate to meet program needs; and, the location of counselors within the North, Southeast and Southwest precincts has greatly enhanced the project's ability to function effectively.

RATINGS: BY EVALUATIVE AREA AND FOR THE TOTAL PROJECT

Scale:	Planning	Operations	Control	Project
Superior		◁	◁	◁
Good	◁			
Acceptable				
Deficient				
Unacceptable				

PROJECT EVALUATION SUMMARY (CONTINUED)

ATTACHMENT "B"

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