

Office of the Governor

Criminal Justice Division

GRANTEE'S PROGRESS REPORT

Grantee Name, Address, and Phone No. Dallas Police Department 106 S. Harwood St. Dallas, Texas 75201	Grant No. <u>1E-74-804-2494</u> Grant Title <u>Youth Services Program</u> Report Period <u>12-1-73 - 9-30-76</u> Report Date <u>Dec. 16, 1976</u>	Type of Report <input type="checkbox"/> Quarterly <input type="checkbox"/> Special <input checked="" type="checkbox"/> Final Report No.
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This final report will include a detailed description of the Youth Services Program and what was accomplished over the thirty-four (34) month grant period. Major topic areas included are:

- Selection and Training of Staff
- Development and Implementation of Youth Programs
- Case Management
- Analysis of Goal Achievement
- In-depth Project Evaluation
- Conclusions

As a special note, the City of Dallas has continued the project in the regular operating budget.

NCJRS

MAR 27 1978

ACQUISITION

46140

### Summarized Quarterly Financial Report

#### Financial Data -- CJD Funds Only

Budget Category	Most Recent Approved Budget	Expenditures To Date
A. Personnel	\$361,983	\$383,238
B. Professional & Contract Services	\$519,364	\$409,796
C. Travel	\$9818	\$8771
D. Equipment	\$5706	\$4223
E. Construction		
F. Supplies & Direct Operating Expense	\$81,923	\$80,268
G. Indirect Cost:	\$49,904	\$42,480
H. Total	\$1,047,983	\$928,776

Number of Months Project Has Been Operational

34

Lt RD Wilson  
Project Director

(for CJD use only)

Program Director \_\_\_\_\_

Report Adequate

Yes \_\_\_ No \_\_\_ \*

Program Review Initial \_\_\_\_\_

Public Information Initial \_\_\_\_\_

\*Attach Copy of Action Taken

## INTRODUCTION

The Youth Services Program of the Dallas Police Department was funded by a grant through the Criminal Justice Division from December 1, 1973 through September 30, 1976. The rationale for the development of the program was that an excessive number of juveniles were being referred to the Juvenile Department and the recidivism rate was excessively high. During the year 1973, the Department's Youth Section processed 8,295 arrested youths of which 6,134 or 73.9% were referred to the Juvenile Department. This compared to a national referral rate of approximately 50%. Only 13.5% of those were eventually referred to Juvenile court. The remainder of those referred were placed on non-judicial probation, transferred to the State Juvenile Parole Authorities, transferred to other agencies, or released to parents with a warning. The recidivism rate for arrested juveniles reached 54.7%. With this picture in mind, the Y.S.P. was developed to fill a void in the system and provide services where none were being provided. In this regard, it was not developed to replace any existing services. The two major goals of the program are to reduce the number of referrals to the Juvenile Department and to reduce the juvenile recidivism rate.

## SELECTION AND TRAINING OF YOUTH SERVICES PROGRAM STAFF

The Youth Services Program involved the selection of nine additional police investigators, twelve police youth counselors, one analyst, and one staff psychologist. Selection of new staff as well as training for all Youth Section staff was implemented prior to actual operation of the program to ensure maximum efficiency from the beginning. A systematic attempt to select the most qualified candidates, especially for counseling unit personnel, for the positions was made in the initial stages of this project.

### SELECTION OF YOUTH INVESTIGATORS

Through the Youth Services Program grant there were nine investigator positions added to the regular Youth Section operations. There were fifteen eligible candidates from the Dallas Police Department's Patrol Division for these positions. An interview board consisting of a Youth Section Operations Lieutenant, a Patrol Division Lieutenant, a Criminal Investigation Division Lieutenant, the Staff Psychologist, and the Director of Personnel for the Dallas Police Department

screened each candidate in terms of a review of past record and personal interview. The top nine of the fifteen eligible candidates who successfully passed the interview were selected. The nine investigators were then incorporated into the regular Youth Section operations.

#### SELECTION OF CIVILIAN COUNSELING UNIT PERSONNEL

The Youth Section Program Counseling Unit civilian staff consists of one Psychologist, one Research Analyst, and twelve Police Youth Counselors. For each position, there were minimal qualifications. For the Staff Psychologist, the minimal qualifications were a Ph.D in Counseling of Clinical Psychology, State Certification as a Psychologist and at least one year experience dealing with youth. For the Research Analyst, basic qualifications were a Bachelor's Degree and at least one year experience in research. For the twelve Youth Counselors, the basic requirements consisted of a Bachelor's Degree in a social service, education, or related field and one to two years experience in that field.

The Staff Psychologist was selected by personal interview and background investigation from a field of three candidates. The Research Analyst was selected by personal interview, background investigation and research skill inventory from a field of nine candidates. All civilian positions were competitive in that besides meeting minimal

qualifications, those candidates demonstrating the highest level of skills needed to do the job were selected.

The Police Youth Counselors selection process was the most extensive in that twelve counselors were selected from a field of 250 applicants. Most of these were recruited by written position notification sent to colleges near Dallas, Social Services Agencies, community and educational agencies and Civil Services Boards. The Counselor selection process program consisted of five levels. The first level of screening was by experience and basic qualifications. The second level of screening was by skill inventory. The skills inventory measured the physical, intellectual, and emotional skills that related to how effective a Counselor needed to be. Physically, the candidates were assessed as to their physical fitness level. Emotionally, their level of interpersonal skills was assessed. Intellectually, their level of problem solving and program development skills was assessed. All of the skills areas assessed was done with the utilization of five point scales.

The top fifty from the 250 candidates from the first two phases entered the third phase. The third level of screening was by personal interview. The applicants performance on the personal interview was conducted with the Staff Psychologist, the Director, and a representative from the Youth Section of the Dallas Police Department. Those twenty-five candidates who emerged with the highest scores from the first three phases after the interview

were then given a complete background investigation, including polygraph. The top twelve with the highest rating from the four previous phases were then brought before an interview board for final approval by the Deputy Chief of Criminal Investigation Division, of which the Youth Section is an operational section.

By selecting and deselecting by phases, the most qualified candidates as possible were obtained. Candidates were recruited from a broad background in such areas as special education, physical education and rehabilitation as well as from the more traditional areas of psychology, social work and counseling. It was hoped that with a broad background among the counseling personnel a greater diversity within the program could be achieved.

#### POLICE OFFICER TRAINING

All officers of the Youth Section (operations investigators, school officers, missing persons and supervisors) received forty hours of training pertaining to the Youth Services Program. The training curriculum was as follows:

- 1) 30 hours of interpersonal skills to enable the officer to relate more effectively to youth and parents in order to get more personal information relevant for disposition decisions.
- 2) 5 hours of training on problem solving and program development to enable the officer to make a more accurate disposition of a youth.

- 3) 5 hours of training on procedures and materials for implementing the Youth Services Program.

The training was accomplished over a two-week period by outside consultants and the staff psychologist. Following the basic training, Roll Call Training once a month was initiated as a review and to cover any critical topic areas as needed to ensure efficient functioning of the program.

#### COUNSELOR TRAINING

The Youth Section Counselors received a total of 250 hours of basic training and orientation over a two-month period prior to the program becoming operational. Additional time was provided for their training since they were coming into the Youth Services Program from outside the Police Department. Their training was broken down into the following curricular areas:

- 1) 24 hours of training devoted to orientation to the Youth Services Program materials and procedures
- 2) 32 hours devoted to orientation to the overall Police Department operations and programs
- 3) 40 hours devoted to orientation to the Youth Section operation and programs
- 4) 32 hours devoted to orientation to the community agencies that they would be working with



- 5) 14 hours devoted to orientation to the County Juvenile Justice System and programs
- 6) 4 hours devoted to an orientation to the juvenile law and Penal Code
- 7) 124 hours devoted to basic counselor skills training broken down as follows:
  - a) 24 hours physical training and physical programs
  - b) 70 hours interpersonal-counselor skills training
  - c) 15 hours problem solving skills
  - d) 15 hours program development skills

Following the initial training block, an on-going in-service educational program where the counselors received two hours of skills training per week was implemented. Additional content areas have included:

- 1) Advanced training in interpersonal skills, problem solving, and program development
- 2) Case management skills
- 3) Curriculum development skills
- 4) Career development skills
- 5) On going information regarding community agency services

#### YOUTH PROGRAMS

The two basic components of the Youth Services Program are the First Offender Program and Counseling Unit.

Both programs are diversionary alternatives to the standard juvenile justice system. At the first level, minor offenders are diverted into the First Offender Program. At the next level, more serious offenders that need more in depth services are diverted to the Counseling Unit. At the final level most serious and habitual repeat offenders are referred to the Juvenile Department.

The process begins when a youth is taken into custody for a law violation. The field unit officer takes the juvenile to the Youth Section and an investigator is assigned the case. The investigator explores the offense and arrest situation with both the youth and the parents and makes a determination of the youth's disposition. The investigator has four alternative dispositions:

- 1) release to parent, no action
- 2) release to parent and assigned to counseling unit of Y.S.P.
- 3) released to parent and assigned to First Offender Program (FOP) of Y.S.P. and
- 4) referral to the Juvenile Department.

In making the dispositional decision the investigator takes into account the offense, prior record, needs of the juvenile, and parent and youth attitude. If a youth is eligible for the FOP or counseling unit program the investigator obtains a voluntary commitment from the child and his/her parents to participate and enrolls them into the program. A computerized identification and tracking system was developed as

part of the grant to facilitate the police investigator processing the cases. A report regarding the development of this computer system is attached on this report.

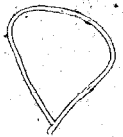
The First Offender Program consists of lecture-presentations within an informal classroom setting by Youth Section police officers. The goal of the program is to make the first offender more aware of the law and the consequences of his/her behavior in committing an offense. The lecture sessions last two nights, two hours each night, for a total of four hours. The regular presentation for first offenders consists of a slide presentation and lectures covering various aspects of the law with an emphasis on the juvenile justice system. There is a separate presentation for drug offenders consisting of slides and lectures by medical personnel to help make the first offender more aware of the health, psychological, and legal aspects of drug abuse.

If a youth is enrolled in the counseling unit he/she is assigned to a police youth counselor in the region in which the juvenile lives. The City of Dallas is divided into four regions with three counselors assigned to each area. The youth and his parents then proceed through a three stage process called: 1) intake, 2) direct, and 3) follow up. During the intake stage the youth is evaluated as to home, school, and free time problem areas. From this assessment, the counselor develops minimal goals for the youth and parents and orients them to how the skills

training during direct will help them to reach the goals. The youth and his/her parents next enter the direct phase of the program where they meet in a group for 16 hours over a month period to receive basic skills training designed to teach them how to avoid trouble. Content for the youth includes: (1) physical fitness training to increase their level of energy and involvement in recreational activities, (2) emotional-interpersonal skills training to communicate with people more effectively, and (3) classroom learning skills to facilitate their getting along better in class and improving their grades. At the same time the youths receive their training, the parents are also receiving 16 hours of training on how to manage their child's behavior and how to improve their communication. Before each meeting is over the parents and youth come together to practice what they have learned with each other. They then receive homework assignments to continue practicing what they have learned at home.

The reason for the emphasis on training the youth and parent on skills was the Texas Youth Council Needs Assessment in 1974 indicating that these were critical skills that juvenile offenders lacked which contributed to their delinquency problem.

Following the direct phase of the program, a youth is placed into the follow-up phase. During this phase the youth and parents are placed on programs to apply the skills they learned to the problem areas assessed during



intake. Example areas are school attendance, obeying limits at home, getting involved in an activity, improving their communication, etc. The youth and the parent meet with the counselor once a month for four months to review progress. The parents are encouraged during this process to begin to develop management plans for their children on their own and to use the counselors for feedback on overall progress. At the same time many youths are assigned a fireman counselor at the nearest fire station to his/her home. This fireman counselor meets with the youth once a week for the four month period to provide interest, development and companion leadership. Fireman counselors are volunteers who have received 16 hours of training to perform this role.

Throughout the three stage process the parents and youth have certain performance objectives to achieve before they are ready to go to the next level. During the intake stage they have to admit that there are problems and make a concrete commitment to doing what is required to complete the program (i.e. attend meetings, do homework assignments). During the direct, both youth and parents have to make demonstrable improvements in participating in meetings, learning the skills, and applying the skills at home, school, and free time behavior. Finally, during follow-up and before termination is considered the youth and parents would have had to achieve the minimal improvement goals outlined during the intake phase. If

there are serious breakdowns during the process the youth and parent are recycled through the direct phase of the program.

If any type of supplementary action is needed at any stage of the program, there is an array of community agencies that can be utilized to augment the program efforts. Various referral services such as recreation, special education services, welfare services, mental health services, etc., are employed as a given child may need them.

Although monies were available for contract of services, only a small amount of it was spent. We found that most services that were essential were available on a no cost basis.

The counselors prepared for the teaching delivery by developing systematic skills curriculum for both parents and youth. These curricula serve as lesson plans and allows the counselor the opportunity to maximize the skill learning gains for the youth and parents. Each skills module included a definition of what the skill is and why its important to learn, when and where the skill can be used, how to do the skill, home, school, and free time application, and homework assignments. The skills are presented in a tell, show, and do format so that the learners hear about the skill, see it being done, and then practice it themselves. Thus the curriculum was developed to ensure that the goals of skills acquisition and application are achieved.

## CASE MANAGEMENT

A series of case management systems were implemented that facilitated monitoring. A centralized master log was developed which had up to date knowledge of showing which stage the youth was in the program. In addition, flow charts were maintained that gave daily feedback on each counselor's caseload such as:

1. Number of youth in intake
2. Number of youth in direct
3. Number of youth in follow-up
4. Number of youth dropped from the program
5. Number of youth completing the program
6. Number of youth repeating.

This chart was used to make case assignments balanced, to keep up dated information as to client flow for each counselor, and to have a daily picture of recidivism and drop statistics. Each counselor kept individual records on each case, recording all face to face contacts, the goal of the contact, and the outcome of the contact.

In addition, the counselor had a certain time line of tasks for each case received such as:

- |          |                                     |
|----------|-------------------------------------|
| 1st day  | 1. Receive case date                |
| 3rd day  | 2. Contact family                   |
| 1st week | 3. Face to face meeting             |
| 2nd week | 4. Complete pre test data           |
| 4th week | 5. Complete Intake and start Direct |

8th week

6. Complete Direct and Post test data

24th week

7. Complete Follow-up and Post-post data

This process was monitored by the supervising counselors.

Supervision involved the monitoring of case flow, review case records, observation of intake, direct, and follow-up meetings, and case conferences.

Counselors received performance evaluations twice a year, using five point scales, with three being minimal, five being the most effective, and one being the least effective. They were evaluated on process measures such as group attendance, case management, teaching delivery, use of programs and use of referrals as well as outcome measures such as recidivism and case drop rate. Any areas below minimal, the individual counselor had to develop an improvement program that would help to improve the rating. The supervisors would periodically review the improvement efforts.

### EVALUATION

Other parts of this report contains statistics for the length of the project in the regular reporting format. It also includes an in-depth analysis of the first 1140 referrals received into the project. This is to briefly summarize the results of the project as they relate to the stated goals.

- 1) Reduce the number of referrals to the Dallas



County Juvenile Department by 10% or 590 juveniles during the first 16 months, and by 30% or 1770 juveniles by the third year of the project.

During 1973, the Youth Section referred 74% of all arrested juveniles to the Juvenile Department.

During the 34 months the project was operational under C.J.D. funding, only 62.6% of the arrested juveniles were referred to the Juvenile Department. Since 22,446 juveniles were arrested during that time, it amounts to a decrease of 2407 referrals to the Juvenile Department. The rate of referrals has leveled off at a 60-65% rate which is a significant reduction.

- 2) Reduce juvenile recidivism by 3 percent to 43.79 percent during the first 16 months and by 10 percent to 36.79 percent over the three year project.

The grant application was submitted for this project in 1973. Before the project became operational the juvenile recidivism rate rose to a high of 54.9% in early 1974. To date, the 1976 recidivism rate is 50.3% and is continuing to decline. The success of the project is shown by a recidivism rate of 10.7% for juveniles who have completed the counseling program compared to a 44.6% rate of recidivism for the control group and the recidivism rate for the First Offender Program is 17.4% compared to a control group rate of 24.6%

- 3) Reduce the number of Impact-related offenses committed by juveniles by 3% or 62 during the

first 16 months and by 6% or 124 over the three year project.

The number of arrests for Impact-related offenses increased by 11.2% during the grant period.

Preliminary analysis would indicate that the Youth Services Program had little impact on the total number of offenses committed by juveniles in the City of Dallas. However, a factor which may have significantly affected the increase in the number of juveniles taken into custody in 1974, is the role of other Impact grants funded to increase arrests of Impact-type offenders.

The Tactical Expansion grant, for example, increased policing in high-crime areas with an emphasis on burglary and robbery. The Intensive Investigation of Selected Impact Cases grant emphasized investigation of Impact crimes in one patrol division. Inasmuch as burglary constitutes the highest quantifiable Impact crime, emphasis by both the Tactical Expansion grant and the Intensive Investigation of Selected Impact Cases grant may have contributed to the rather significant increase in the number of juveniles arrested for Impact offenses.

- 4) Provide needed services to approximately 3,050 youths who have been arrested during the first 16 months and 9,150 over the three year project.

This objective refers to the need to provide the services available under the Youth Services Program to the runaways, habitual truants, drug abusers, and

incorrigibles taken into custody during the term of the project. The project provided services to 5322 juveniles who fit in those categories. A total of 8207 arrested juveniles were served during the 34 months of the project. By calculating the grant objective based on a 34 month period, the objective should be reduced to 7752. Therefore the objective was surpassed by 5.8% or 455 arrested juveniles.

The following relates to the achievement of the project's secondary goals:

1. To develop differential modes of treatment to the youth and their families--eleven modes were developed.

Special note: Other agencies in the Dallas area had requested training on these modes.

- a. Training modules were developed to teach youths and parents how to relate better to each other in order to facilitate family cohesiveness.
- b. Training modules were developed to teach youth how to learn better and be more involved in the learning process in school.
- c. Training modules were developed to teach youth how to have systematic rest, hygiene, diet and exercise programs to insure good physical health.

- d. Training modules were developed to teach youth how to select recreational activities.
  - e. Parent training modules were developed to teach parents behavior management skills.
  - f. Parent monitoring programs were developed to teach parents to monitor a youth's activities at home, in school, and in the neighborhood.
  - g. Behavior contract programs were developed to facilitate behavioral change in youths by parents.
  - h. Time and activity management programs were developed for youths to facilitate constructive use of leisure time.
  - i. For the First Offender Program, 3-4 hours of lecture-awareness programs with slides and film were developed.
  - j. A reading program was developed and provided to those youths who are poor readers and do not have DISD remedial reading classes in their schools.
  - k. A Fireman Counselor Program was developed to provide youth with follow up service needs such as activity involvement and make companionship.
2. To develop prevention as a legitimate and effective function of Youth Section Personnel--two methods have been developed.

a. A field interrogation report (FIR) system was initiated to report a youth brought into custody but not arrested. FIR's are utilized for minor offenses such as truancy and runaway. The FIR system is a preventive program to get services for a youth before he/she commits an offense demanding an official arrest. A youth who is given an FIR is eligible for YSP programs with many being referred to the FOP and the Counseling Unit.

b. If a youth with problems (but not an arrest situation) is brought to the attention of a Youth Section officer, there is a procedure whereby he can contact the Counseling Unit for advice and referral information. (A referral manual has been developed for Youth Section personnel use.) By aiding a youth to get needed services for specific problems, a key preventive function is provided.

3. To gain community support and cooperation in the development of new alternatives to the Juvenile Justice System and to stimulate the community to produce additional alternatives--60 agencies have been contacted.

a. During the past reporting years, YSP and Youth Section Staff have met with representatives of over 60 Dallas community agencies and organizations to develop:

- (1) an understanding of the DPD and YSP programs,
- (2) referral procedures for the utilization of community resources, and
- (3) a support and cooperative base for future efforts.

b. Representatives of several community agencies were invited and participated in the 2-week YSP training program in April 1974 to facilitate their support and understanding of the YSP.

c. The YSP had active input into the development of the following new alternatives:

- (1) A runaway home through the Red Cross
- (2) A truancy program through Dallas County Child Welfare
- (3) A community recreation program through St. Joseph's Academy
- (4) A tutoring and counseling program through the North Dallas Neighborhood Youth Services
- (5) A part-time job program through Youth at Work
- (6) A volunteer counseling and recreation program through the Dallas Fire Department

- (7) A drug abuse program developed by West Dallas Community Center
- (8) Developed and provided staff training for a volunteer counseling program

- 4. To organize various community agencies and other resources in the City of Dallas that serve youths so that they constitute a prime alternative to probation or incarceration.

Experience of the first year of operation has shown that there is no organized effort by the various community agencies in Dallas. Consequently, the YSP has emerged as the most centralized and organized program. Since the YSP gets the diverted youth directly from the Youth Section, the YSP functions as the prime alternative to probation and incarceration in Dallas and, in turn, employs and utilizes community agencies as secondary services. The community agencies are organized around the YSP (as the major diversionary alternative) as individual service providers to be utilized when needed for an individual youth's problem. Ninety-six different agencies were utilized.

- 5. To develop and utilize expertise in behavior management in working with parents of pre-delinquent children who exhibit behavior management problems.

a. Behavior modification techniques have been taught to many parents of referred youths to aid them in controlling younger brothers and sisters who are demonstrating signs of delinquent behavior. This has been done on a group basis as needed for approximately 500 sets of parents.

6. To increase the skills and effectiveness of department personnel in working with parents and youth.

a. All Youth Section personnel and personnel from community services of the DPD (total n = 96) received 40 hours of basic training in April of 1974 in the following areas:

- (1) Interpersonal skills to better relate to parents and youth
- (2) Problem-solving skills to determine the best disposition of youth
- (3) Referral procedure skills

b. Youth Section personnel (75 people) received additional training through Roll Call Training to:

- (1) review basic skills and:
- (2) learn new procedural and referral skills.

c. Three members of the Youth Section also received 20 hours of program development skills training



in order to develop more relevant youth programs within the department.

- d. A training program on effective juvenile procedures was developed and is being delivered to the following:

- (1) All academy recruits through the Dallas Police Academy
- (2) All academy recruits through the Regional Police Academy.

- e. Eight-hour orientation programs to the YSP program and methods were given to 24 officers of the DPD Tactical Squad.

- 7. To evaluate the efficiency of the various alternatives that have been developed and upgrade the programs as need is determined.

- a. On going analysis was provided throughout the project's operation and program revisions were made. Notable examples are as follows:

- (1) Analysis of reading level showed the need for reading skills training and a program was developed
- (2) Analysis of followup data indicated that parents needed more training on controlling their child's behavior. A behavior management training

program was developed.

Over 90% of parents participated.

- (3) A further analysis of followup recidivism data noted the need for closer adult supervision during that phase of the program. As a consequence a fireman counselor program was developed giving a youth additional authority figures.

b. For further analysis see the In Depth Results Section.

8. To develop a delinquent profile to assist the development of future programs.

See In Depth Results section.

#### IN-DEPTH EVALUATIVE ANALYSIS

To assess more fully the report of the YSP, an in-depth analysis was done on 877 of the first youths to complete the program. On the average each youth was followed up for 16 months. The same analysis was done on a similar control sample (N = 253). This sample represented youth who met the criteria for the Y.S.P. and were referred but did not participate for several reasons such as refusal to participate, inability to contact or seeking out other sources of help such as psychologists. Where available the data from two samples were also compared to data from the total

juvenile arrest population. An analysis was done on 1) describing the sample, 2) outcome effects, and 3) recidivist analysis. Statistical significance was tested for on the difference in proportions and means. A probability level of  $p = .05$  was accepted as the significance level.

## I. SAMPLE DESCRIPTION

### A. Demographic characteristics

#### 1. Sample breakdown by size

887 = YSP  
257 = Control  
9171 = Total (Juvenile arrest figures)  
for 1975)

#### 2. Race

	<u>WH</u>	<u>BL</u>	<u>LATIN</u>
YSP	47.9%	45.9%	6.2%
Control	45.5%	43.3%	11.1%
Total	48.4%	51.6%	NA

Statistically both samples were equal except control had significantly more Latin. Both samples had significantly less blacks than total.

#### 3. Sex

	<u>M</u>	<u>F</u>
YSP	76.7%	23.3%
Control	71.5%	27.5%
Total	78%	22%

Statistically both samples were equal. Control had more females than total.

#### 4. Age

	X Average
YSP	13.7
Control	13.8
Total	14.1

Statistically they were all equal.

#### B. Offense information

##### 1. Referral offense class

	<u>MISDEMEANORS</u>	<u>FELONY TOTAL</u>	<u>FELONY IMPACT</u>	<u>FELONY NON-PACT</u>
YSP	52.1%	47.9%	30.2%	17.7%
Control	63.6%	36.4%	21.4%	15%
Total	39.8%	60.2%	22.7%	37.5%

Statistically the control had significantly less impact referral offense and more misdemeanors than YSP. Both samples had significantly less felonies than total.

##### 2. Prior offenses

	<u>0</u>	<u>1 or more</u>	<u>X average</u>
YSP	71.6%	28.4%	.41
Control	66.9%	33.1%	.55
Total	46.7%	53.3%	NA

There was no statistically significant difference between the two samples. Both had significantly less repeaters than the total group.

Both the Y.S.P. and control groups were similar samples. They were equivalent on sex, age, and prior record. The only differences were in racial breakdown whereby the control had a few more Latins and on referral offense. The

Y.S.P. group had a larger percentage of felons. In many respects the YSP had more serious offenders within the sample because both samples were similar on demographic and offense characteristics valid comparisons can be made. Both samples were slightly different from the total arrest population as expected.

## II. OUTCOME EFFECTS

There were three levels of evaluation made: 1) process improvement, 2) recidivism, and 3) system effects.

### A. Process Improvement

This category represents an analysis of the effects on the living, learning, and free time skill training as treatment program provided for YSP youths. To assess the effect of the skills training, five point rating scales were developed to assess 1) the skill of physical fitness, 2) interpersonal skills, 3) study/learning habits, 4) reading. To assess the application of the skills, scales were developed to rate home, school, and free time problem areas. Scales were devised to be behaviorally anchored whereby level 1 as a dimension represented a level that a youth would have a high probability of getting into trouble, level 2 a lesser probability, and level 3 a level for avoiding trouble. Level 4 and level 5 represented levels of adjustment toward positive achievement. Rating on the scales were made by individual counselors at a pre training, post training (2 months later) and post-post followup (4 months later).

Counselors were trained to rate and demonstrated interrater reliabilities of between  $r = .70$  and  $r = .99$  and rate-re-rate reliabilities between  $r = .82$  and  $r = .99$ .

### 1. Skill increase

	PRE	-	POST
a. physical fitness	2.5	-	3.0
b. interpersonal skills	1.5	-	2.7
c. learning/study skills	1.6	-	2.6
d. reading (N = 87)	x = .96 year gain		

All skill increases were statistically significant.

### 2. Applications

	PRE	POST	4 MO. FOLLOWUP
a. Home application total	2.4	2.8	3.0
1. follows rules	2.5	3.0	3.1
2. doing chores	2.5	2.8	3.0
3. communication			
to parents	2.0	2.5	2.8
4. follow limits	2.5	2.9	3.1
b. School application total	2.6	3.0	3.2
1. school behavior problems	2.4	2.9	3.1
2. attendance	2.9	3.4	3.7
3. grades	2.5	2.7	2.9
c. Free time application total	1.9	2.3	2.4
1. participation in activities and hobbies	1.8	2.3	2.4
2. part-time job	1.9	2.1	2.2
3. career development	1.8	2.0	2.2
4. Type of friends	2.0	2.5	2.8

All increases from pre to post and from post to 4 month followup were statistically significant.

The YSP treatment program (i.e. skill training and application) did accomplish the goal of increasing the skills of the juveniles. The improvement from post to followup ratings demonstrates the effect of parent training to help monitor and manage applications.

#### B. Rearrest recidivism

While the skill training as treatment data indicated the YSP had an impact on those factors the key question is whether those changes had an impact on recidivism. There are consistant results.

##### 1. Percentage who recidivate

24.3%	=	YSP Total
13.7%	=	YSP process (recidivate while participating)
10.6%	=	YSP closed (recidivate after completion)
42.7%	=	Control
53.3%	=	Total arrested youths (1975)

The control sample had a statistically significant higher percentage recidivate than the YSP group. Both samples had statistically significantly lower rates than the total arrest population.

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##### 2. Number of repeat offenses by recidivists

X average

YSP	=	1.6
Control	=	2.3

The control recidivists committed a significantly higher average number or repeat offenses.

### 3. Type of repeat offenses by recidivists

	<u>MISDEMEANORS</u>	<u>FELONY TOTAL</u>	<u>FELONY IMPACT</u>	<u>FELONY NON-IMPACT</u>
YSP	67.3%	32.7%	26.9%	5.8%
Control	44%	56%	40.9%	15.1%

The YSP recidivists committed significantly less felony offenses and significantly more misdemeanors than the control recidivists.

### 4. Petitions filed in juvenile court (limited data)

	<u>% of recidivist</u>	<u>% of total</u>
YSP (N = 28)	14%	1.5%
Control (N = 81)	55%	23.5%

Significantly more of the control recidivists had cases filed on them.

Through YSP participation there was a significant reduction in the number of youths rearrested compared to the control sample. In turn, even those YSP youths who repeated, repeated less frequently and committed less severe offenses. YSP recidivists also had less petitions filed.

### C. System effects

The recidivism data indicated that the YSP had an impact on the recidivism of those youths participating. In turn, there was a broader impact on the juvenile justice system of Dallas County.

#### 1. Total rearrest recidivism for all arrested juveniles

Project beginning (May 1974) = 54.9%  
Project end (October 1976) = 50.4%  
-- 4.5%

There was a statistically significant reduction.



2. Total referrals to county juvenile department  
\* only figures available

1973\* = N = 6156  
1975\* = N = 5397  
down by -12.3%

There was a significant reduction while during the same period there was an increase in juvenile population of +2.3%.

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3. Juvenile department court hearings  
\* only figures available

1973\* = N = 1408  
1975\* = N = 1293  
down by -8.2%

There was a significant reduction.

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The outcome results appear to point to a chain effect of the Y.S.P. The program increases the living, learning, and free time skills of participating youth which, in turn, were applied to improved functioning in home, school, and free time problem areas. These changes had a bearing in reducing recidivism and, for those who did recidivate, reducing the severity of criminal offenses in terms of number of repeat offenses and types of repeat offenses. These changes by the participating youth had an overall effect on the total recidivism and juvenile department statistics. The total figures are especially significant in light of the rise in juvenile population for the time period reported. The implication is that those youths diverted to the Y.S.P. would have eventually become juvenile department referrals without the Y.S.P.

### III. ANALYSIS OF RECIDIVISTS

In an attempt to define critical factors of recidivism, a comparison of recidivists and non-recidivists across YSP and control samples were made.

#### A. Demographics Characteristics

##### 1. Race

	<u>WHITE</u>	<u>LATIN</u>	<u>BLACK</u>	<u>OTHER</u>
Total recidivists (R)	41.5%	8.0%	50.5%	
Total non recidivists (NR)	49.8%	6.9%	43.1%	.2%
Control recidivists (R)	42.6%	11.1%	46.3%	
Control non recidivists (NR)	47.9%	11.1%	41.0%	
YSP recidivists (R)	40.9%	6.5%	52.6%	
YSP non recidivists (NR)	50.2%	6.0%	43.5%	.3%

Regardless of program, recidivists tend to look alike and non-recidivists tend to look alike (no significance within recidivism category). Recidivists have a significantly higher percentage of blacks than non recidivists when reviewed in total or within the YSP group. However, there are no significant racial differences within the control group.

##### 2. Sex

	<u>M</u>	<u>F</u>
Total R	77.1%	22.9%
Total NR	73.9%	26.1%
Control R	81.5%	18.5%
Control NR	64.6%	35.4%
YSP R	79.5%	20.5%
YSP NR	75.9%	24.1%

The only significant difference is that the control non-recidivists contained more females than control recidivists or both YSP samples.

### 3. Age

X age

Total R	13.8
Total NR	14
Control R	13.8
Control NR	14.1
YSP R	13.9
YSP NR	13.9

No significant differences were obtained.

The one demographic factor which appeared to be related to recidivism was race with more blacks recidivating than whites.

#### B. Offense characteristics

##### 1. Type of referral offense

	<u>MISDEMEANORS</u>	<u>FELONY TOTAL</u>	<u>FELONY-IMPACT</u>	<u>FELONY NON-IMPACT</u>
Total R	54.6%	45.4%	26.8%	18.6%
Total NR	54.6%	45.4%	28.8%	16.6%
Control R	58.3%	41.7%	23.2%	18.5%
Control NR	67.6%	32.4%	20.0%	12.4%
YSP R	52.8%	47.2%	28.9%	18.3%
YSP NR	51.9%	48.1%	30.6%	17.5%

There were no significant differences between recidivists and non-recidivists except that the control non-recidivists had more misdemeanants than the YSP groups.

##### 2. Number of prior offenses

	<u>% 1st offender</u>	<u>% repeater</u>	<u>X</u>
Total R	60.4%	39.6%	.68
Total NR	74.4%	25.6%	.36
Control R	55.6%	44.4%	.85
Control NR	74%	26%	.42
YSP R	62.9%	37.1%	.60
YSP NR	74.4%	25.6%	.34

Recidivists had significantly more repeat offenders in their group than non-recidivists regardless of program.

Type of offender (i.e. misdemeanants or felons) apparently shows no relationship to recidivism while number of previous offenses does.

### C. Skill Application area factors

An analysis was made of recidivists and non-recidivists who had completed the YSP to more fully define the relationship of the skill factors to recidivism. Skill data not obtained on the control sample.

#### 1. Skill level differences between recidivist-non-recidivist

Key - x = significant differences

	PRE	POST	4MO. POST
<u>Skills total</u>	x	x	No data
physical fitness	x	x	" "
interpersonal skills			" "
learning/study skills	x	x	" "
reading	x	No data	" "
<u>Home application total</u>	x	x	x
follows rule		x	x
doing chores	x	x	x
communication to parents	x		x
follows limit	x	x	x
<u>School application total</u>	x	x	x
school behavior problems	x	x	x
attendance	x	x	x
grades	x	x	x
<u>Free time application total</u>	x		
participation in activities	x		
part-time job			
career development	x	x	
type of friends			
<u>Total score</u>	x	x	x

Throughout the program those that recidivated were consistently lower on the skills and application

dimensions than those who didn't recidivate. There were no differences between those that recidivated in process or after they completed the program.

## 2. Skill acquisition and application-significant changes

	PRE-POST	POST-4MO-POST
Non-recidivist	20 of 20 scores	15 of 15 scores
Total recidivist	19 of 20 scores	9 of 15 scores
Process recidivist	18 of 20 scores	6 of 15 scores
Closed recidivist	19 of 20 scores	9 of 15 scores

The recidivists did not learn or apply the skills as significantly as those who did not recidivate. Of the recidivists, those who increased their skills and application areas the least recidivated earlier.

## 3. Recidivism by skill and application level : total score.

	<u>Percentage that recidivate</u>		
<u>PRE LEVEL</u>	<u>TOTAL RECIDIVIST</u>	<u>PROCESS RECIDIVIST</u>	<u>CLOSED RECIDIVIST</u>
1-1.99	31.8%	16.3%	15.5%
2-2.99	20.3%	11.6%	8.7%
3.0 + up	10.1%	8.7%	1.4%
<u>POST LEVEL</u>			
1-1.99	37%	21.8%	15.2%
2-2.99	23.4%	13.3%	10.1%
3.0 + up	17.8%	11.2%	6.6%
<u>4MO POST LEVEL</u>			
1-1.99	33%	21.7%	11.6%
2-2.99	24.4%	11.9%	12.5%
3.0 + up	18.6%	11.8%	6.8%

The trends are consistent whereby a significantly higher percentage of those juveniles between level 1-2 recidivate more than those above level 3 on the skill and application dimensions (this is significant for all comparisons). By the same token, those juveniles between levels 2 and 3 tend to recidivate less than those juveniles below level 2 (significant of the pre level for total recidivist, post level for process and total recidivist and 4 mo. post for process and total recidivist) and recidivate more than those juveniles above 3 (significant at the pre level for closed and total recidivist and 4 month post level for closed recidivist). In short, the higher the skill and the higher a juvenile can be trained on the skill the lower the probability of recidivating.

#### 4. Recidivism over-time

	<u>CONTROL</u>	<u>YSP TOTAL</u>	<u>YSP CLOSED</u>
6 months	23.5%	11.2%	5.9%
12 months	37.6%	18.5%	8.2%
20 months	42.7%	24.3%	10.6%

The figures above represent the time frame for when the repeaters recidivated. The control sample and total YSP sample represents a time line from the point of 1st arrest with percentage of total sample recidivating reported for 6, 12, and 18 months. The YSP closed sample represents a time line from point of completion of the program with percentage of completed sample recidivating reported for the 6, 12, and 18 months. Two trends are worth noting :

1) regardless of program approximately half of those who recidivate do so in the first six months and 2) in comparing the YSP sample to the control sample it appears that an immediate impact on recidivism can be obtained through participation and the impact is more pronounced when completion is obtained.

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In looking at all of the recidivism comparison data the most significant finding is the importance of skill level and the juveniles functioning in living, learning, and free time areas. These factors were significantly related to recidivism. In turn, the YSP treated these factors thus affecting recidivism rate for the participating youth. Race and prior record, while related to recidivism are factors which can not be dealt directly through treatments and would seem to be expected findings. It would appear from that data that providing skills training and the timing of the training (i.e. immediately) would help reduce the probability of recidivating.

#### CONCLUSION

The in-depth analysis provided a description of the YSP and control samples indicating that 1) the YSP served the appropriate juvenile population and 2) the samples were similar enough to draw valid comparisons. Outcome data indicated the YSP did significantly increase the living, learning, and free time skills of participating youth.

In turn, the YSP youth demonstrate a lower recidivism rate, a lower number of repeat offenses per recidivist, a lower number of severe offenses per recidivist, and less petitions filed than the control sample youth.

The programs success has three primary sources of variance-people, program, and organization.

In terms of people, the selection and training of staff for the implementation of the Youth Services Program within the Dallas Police Department was a critical aspect of the program. Of key importance was that civilian social scientists had been brought into the normal day-to-day police function. Past experiences of bringing social scientists within a normal police function has made one point very clear-that is, that the social scientists must be fully oriented and trained to function within the Police Department and not adjacent to it. As such, the selection of staff was aimed toward selecting those people who could be most functional in their jobs within the program and who would be willing to work within a police setting with police supervision.

The program's staff was selected functionally on physical, intellectual, and emotional helping skills as opposed to traditional, educational, and experience measures. All program staff and police personnel received skill training on the basic skills needed to help youths (fitness, interpersonal skills, problem solving skills, and program development skills). The counseling staff



received over 200 hours of training before actually working with the juveniles. The training was the systematic Human Resource Development skill training developed by R.R. Carkhuff. Thus, the training programs that were implemented were programs that had been firmly established as being relevant to helping delinquent youth and had been demonstrated to be effective.

To support the counseling skills acquired during training, an on-going training program was developed and the staff was directly supervised on how well they were applying the skills they had learned with their clients. Specific goals and performance objectives were established regarding basic expectations and the staff had regular supervisory meetings to review how well they were doing.

Therefore, the combination of functional selection, training on the skills they needed to acquire in order to be effective, and follow up training and supervision ensured the high level of development among the people. This in turn enabled the people to make an efficient and effective delivery of the program to the target population.

In terms of program, there are several additional sources of gain.

(1) Use of Input - in developing the program we used input from a variety of sources as to what the target population needed in order to avoid trouble in the future. Comments by experts in the field, police, counselors, and the parents and youth themselves pointed to the need

to learn skills that related to getting along better with others, doing better in school, and involving themselves in constructive activity. The Texas Youth Council needs assessment completed in 1975 recommended that the youth and parents needed to increase their living, learning, and working skills, if they were going to be successful in life. This type of input led us directly to the idea of teaching skills to youth and parents as the mode of treatment.

(2) Development of the content - Our next step related to the development of a skills teaching curriculum. The F.O.P. content was primarily designed to increase the awareness of youth and parents as to the implications and consequences of future criminal activity. A series of audio visual methods and experts in the problem areas (i.e. former drug addicts, doctors) were used to support the delivery of the program.

For the youths referred to the counseling unit, the content related to improving their interpersonal skills so that they could get along better in school, and their fitness skills so they could increase their energy level and involvement in constructive activities.

The parents in turn learned the basic management and communication skills so that they could support their children's improvement efforts. The development of such a systematic curriculum ensures that the parents and youth will learn the skills and use the skills in their lives.

(3) The next source of success relates to effective teaching delivery. The counselors goal is to help the youth and parent acquire the skill and then apply the skill to certain home, school and free time areas of functioning. The counselors ability to relate to the youth and develop learning experiences that relate to the youth's frame of reference is critical. In addition, the counselor ensures acquisition by first telling the youth and parent about the skill, showing them how to use it, and finally having them practice the skills. Applications are tied to practicing the skill in actual home, school, or free time situations and then doing homework assignments.

(4) Use of performance objectives with parents and youth helps them to understand exactly what is expected throughout the program. During each phase of the program, the parents and youth are given certain basic objectives to achieve and moving on to the next phase is dependent on how well they've done.

(5) Evaluation has been built in throughout the program as indicated by the extensive in-depth evaluation completed above and beyond the original outcome measures on the grant. This systematic evaluation approach has helped to keep up to date knowledge of how well the people and program were accomplishing its goals. We could therefore make on-going modifications as needed. The program was literally in a constant state of recycling based on the feedback we received.

(6) Follow-up supervision of the parents and youth is another key source of gain. Once the parents and youth learn the skills, they need the opportunity to practice applications of the skills to home, school, and free time problem areas. During follow-up the youths and parents are placed on specific improvement programs such as communicating more with each other, or improving classroom behavior. Follow-up supervision ensures that the improvements are maintained over a period of time.

(7) The final source of effectiveness, is the extensive use of community sources. However, the community resources were not received as an end in itself but rather a supplement to the primary treatment program we developed. Thus once the parents and youth demonstrated concrete behavior change, referrals were used to support the improvements.

In terms of organization, the placement of Y.S.P. as an operational unit of the Police Department is a great advantage. It allows for immediate impact to be made upon a youth and his parents at the point of arrest. It also provides for a more coordinated and cooperative effort between police and counselors. The action oriented image of the police is also beneficial. The Y.S.P. is a voluntary program, yet 75% fully participate. Finally, the theme of the organization is accountability to recidivism and it is toward the achievement of this primary goal that the organization functions.

In summary then the key features of the Y.S.P. contributing to its success are:

- a) Systematic selection and training of staff supported by on-going training and direct supervision
- b) Systematic skills orientes training programs for juveniles and their parents
- c) The police based organization focusing on accountability to recidivism reduction among juveniles.

The following appendix includes:

- I. Youth Curriculum
- II. Parents Curriculum
- III. Final Quarterly Report
- IV. Youth Reporting System Summary
- V. Program Brochure
- VI. Program Publications



**END**