

NCJRS

APR 19 1978

GRANT NUMBER

75-A3501

PREVENTION AND DIVERSION

Evaluator

William D. Wilson
Consultant

February 28, 1977

PRC Public Management Services, Inc.
7798 Old Springhouse Road
McLean, VA 22101
(703) 790-8611

46467

FOREWORD

This grant evaluation was conducted by Mr. William D. Wilson of PRC Public Management Services, Inc., pursuant to a contractual agreement with the Division of Justice and Crime Prevention, Commonwealth of Virginia. The methodology used in this evaluation is documented in a number of technical reports by PRC Public Management Services, Inc., the most recent of which is entitled:

A Comprehensive Evaluation Plan, Volume II: Project Background, History, and Recommendations, Report to the Division of Justice and Crime Prevention, PRC Public Management Services, Inc., McLean, Virginia; June, 1973.

Each grant project is rated in terms of: (1) achievement of state plan goals; (2) achievement of agency goals; (3) achievement of project goals; (4) direction and coordination, and (5) deliverable products. All DJCP grants evaluated by PRC/PMS staff receive an overall rating as well as a specific rating on each of the five categories listed above. A numerical rating scale is used that provides a standardized means for overall evaluation purposes. This rating scale is as follows:

- 7 - Model Project: Excellent on any judgmental criteria chosen.
- 6 - Very Good Project: Above average achievement on any criteria chosen with several excellent areas.
- 5 - Good Project: Above average in most areas with no major inadequacies.
- 4 - Average Project: A competently managed and reasonably effective project; no particularly outstanding characteristics; or a project with offsetting wide variations above and below the norm among the five rating categories.
- 3 - Adequate Project: Below average in most rating areas, but with no major shortcomings that totally negate the intent or accomplishments of the project.
- 2 - Marginally Adequate Project: Below average project in most rating areas with major shortcomings that severely affect the intent or accomplishment of the project.
- 1 - Poor Project: Wholly below average on any rating criteria chosen. Completely ineffective in meeting its intent or planned accomplishments.

The report that follows provides an evaluation of Grant Number 75-A3501.

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- o Cover Sheet Providing Descriptive Information
- o Evaluation Brief
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- o Section 1.4: Project Direction and Coordination
- o Section 1.5: Deliverable Products
- o Qualifications of Evaluator

COVER SHEET

GRANT EVALUATION REPORT
DIVISION OF JUSTICE AND CRIME
PREVENTION COMMONWEALTH OF
VIRGINIA

1. Grant Number 75-A3501
2. Program Category Prevention, Treatment and Control of Juvenile Delinquency
3. Program Title Prevention and Diversion

DJCP Share 5. \$ 14,136.00

Agency Cost 6. \$ 948.00

Total Cost 7. \$ 15,084.00

Requesting Agency:

Planning District Commission:

8. Name: DJCP

10. Number: _____

9. Evaluation Summary

State Goal	Agency Goal	Progr. Goal	Proj. Dir.	Deliv. Prod.
5	5	4	5	N/A

5	5	4	5	N/A
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Persons Interviewed:

11. Name F. I. Goodwyn
12. Captain William Clark, Juvenile Div
13. Rank or Position Juvenile Officer
14. Hopewell Bureau of Police
15. Address Hopewell Bureau of Police
16. _____
17. Telephone No. _____

INTERVIEW CONDUCTED BY

- | | | |
|-----------------------------------|------------------------------|-------------------------------------|
| 19. Name <u>William D. Wilson</u> | 20. Agency <u>PRC/PMS</u> | 21. Telephone <u>(703) 790-8611</u> |
| 22. Date <u>2/8/77</u> | 23. Time Started <u>9:00</u> | 24. Time Ended <u>11:00 a.m.</u> |
| 25. Elapsed Time <u>2 hours</u> | | |
| 26. Vendor(s) _____ | 27. DJCP Program Coordinator | |
| Address _____ | | |
| Type of Vendor _____ | | |

EVALUATION BRIEF

75-A3501

The current grant from DJCP to the Hopewell Bureau of Police continues the services of the Juvenile Officer. The project is funded under the category of prevention and diversion. The specific program objective is to improve law enforcement capabilities to deal with pre-delinquent youth and to divert these youths from the juvenile justice system.

Hopewell, with a population of approximately 25,000, maintains a police department of about fifty officers, one of whom is Juvenile Officer Goodwyn. Hopewell is a small city with heavy industry and close proximity to military establishments. According to Division Supervisor, Captain William Clark, it suffers an unusually high rate of broken homes and juvenile delinquency.

Officer Goodwyn stated that he receives an average of three to four juvenile related complaints each day. Many are extremely minor, if time consuming, and consequently set aside for more serious matters to be resolved, such as the current series of bomb threats centered around the public schools.

The Juvenile Officer's duties extend beyond simple juvenile delinquency, covering all juvenile related matters, to include child abuse and neglect.

Officer Goodwyn also holds rank as detective in Hopewell's Police Department, thereby placing police powers and discretions directly in support of his role as juvenile officer. His duties include investigating complaints; if necessary, referring them to more formal prosecution; if not, resolving them by counseling with children and parents, and mediating with injured parties. Officer Goodwyn is also directly responsible for maintaining juvenile complaint records and follow-ups. There is some question as to whether he should function less in the capacity of police officer. Captain Clark and Officer Goodwyn stressed their belief in the need to provide traditionally preventive or rehabilitative juvenile treatment on the police level, because that is where the overwhelming majority of delinquent youths enter the juvenile justice system. The theory is that the sooner they can be reached, the less likely is the chance they will become perennial social offenders.

EVALUATION BRIEF CONTINUED

75-A3501

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Police duties, such as investigations, are extremely time demanding on Officer Goodwyn. The institution of the Juvenile Officer has in turn accelerated the number of juvenile-related complaints. One man does not have the time to investigate all such complaints and record their formal disposition without developing a sizable backlog of cases. Much of Officer Goodwyn's work could be performed by other police officers, thereby freeing more of his time for record keeping and counseling, but defeating the purpose of having a juvenile officer in the front lines of the police force.

SECTION 1. (Continued)

Grant Number 75-A3501

Evaluator William D. Wilson

1) Achievement of State Plan Goals 1 2 3 4 (5) 6 7

The Program Category for funding the Juvenile Officer in the Hopewell Bureau of Police is Prevention and Diversion which comes under the Program Title: Prevention, Treatment, and Control of Juvenile Delinquency. The specific program grouping is Specialized Law Enforcement Units for Juveniles. The specific objective of these funded programs is to improve law enforcement capabilities to deal with pre-delinquent youth and to divert these youths from the juvenile justice system.

The funding allocated to support the Juvenile Officer in the Hopewell Bureau of Police is enabling the Bureau to deal with pre-delinquent youth on a more centralized and concentrated basis than possible prior to the grant.

The efforts of the Juvenile Officer have probably deferred a number of youths from committing more serious offenses, but this is speculation since case tracking is not maintained. In their own respective opinions, Captain William Clark and Juvenile Officer Goodwyn believe that by using police discretion, and resolving complaints outside of the juvenile justice system on the police level, they have prevented some youths from becoming perpetual social offenders.

SECTION 1. (Continued)

Grant Number 75-A3501

Evaluator William D. Wilson

2) Achievement of Agency Goals 1 2 3 4 ⑤ 6 7

Regarding the Juvenile Officer, the goals of the Hopewell Bureau of Police are to reduce and prevent juvenile delinquency by diverting offending youths from the juvenile justice system. While the sheer number of juvenile-related complaints in Hopewell has increased substantially since the institution of the Juvenile Officer, the rise in complaints is primarily due to a corresponding increase in awareness by private and public sectors of the availability of the Juvenile Officer. Captain Clark maintained that the actual rate of juvenile complaints in comparison with non-juvenile complaints, has dropped over the past two years.

Because reporting of juvenile complaints is now centralized, the Bureau of Police is gaining a clearer picture of current trends and patterns in juvenile delinquency. The Bureau is only now about to begin utilizing a regional computer network. The compilation of information, presently somewhat fragmented, is a primary goal of the Bureau.

From this informational base, the Bureau's goals of preventing juvenile delinquency and diverting youths from the juvenile justice system are approached in two basic ways.

First, is public and governmental awareness of the existence of the Juvenile Officer. Such awareness has been largely gained under previous grants of the project, as witnessed by the high increase in juvenile related complaints. Acting almost as a buffer, between youths and schools, the courts, etc., the Juvenile Officer serves a preventive role, by anticipating serious problems, such as racial violence in the schools.

ACHIEVEMENT OF AGENCY GOALS CONTINUED

75-A3501

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Secondly, the Bureau's goal of diverting youths from the juvenile justice system is met by investigating complaints in order to determine whether counseling, mediation, or formal prosecution is necessary to resolve them. In other words, Officer Goodwyn has police discretion to preclude, on the street, or before the courts, any unnecessary and potentially harmful contact with the system by the offending youth.

SECTION 1. (Continued)

Grant Number 75-A3501

Evaluator William D. Wilson

3) Achievement of Program Goals 1 2 3 ④ 5 6 7

The fundamental goals of this project are the diversion of youths from the juvenile justice system and the prevention of juvenile delinquency.

The Hopewell Bureau of Police now receives about 1,000 juvenile-related complaints each year, and one of Officer Goodwyn's major functions is simply maintaining records of complaints and their dispositions. Without enough time to give quick attention to all but the most serious complaints, a backlog of cases has developed. As soon as a police officer formally writes a complaint concerning a juvenile, it is referred to Officer Goodwyn. He will review the complaint and investigate to determine what disposition, if any short of formal prosecution, will resolve the problem. Having established a working relationship with community services, especially the schools and courts, Officer Goodwyn's conclusions and recommendations often preclude further contact of youths with the juvenile justice system.

Because he receives all juvenile-related complaints, Officer Goodwyn is also involved in investigations of child abuse and neglect. The severe criminal nature of some juvenile-related problems, ranging from child abuse to bomb scares in the schools, forces Officer Goodwyn to rely on other police officers for support and direction. But there is perhaps a tendency for him to become mired in purely criminal investigations. Unless there is a strong probability that the results of such investigations will justify precluding further criminal prosecution, they are an inefficient use of Officer Goodwyn's time and expertise. Nevertheless, many juvenile-related "investigations" are not quests for trial evidence so much as they are directed toward resolving nominally criminal matters outside of the juvenile justice system.

ACHIEVEMENT OF PROGRAM GOALS CONTINUED

75-A3501

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In spite of non-police juvenile services available in the community, Officer Goodwyn and his supervisor, Captain William Clark, emphasize the importance of utilizing police powers and discretions within the framework of the prevention of juvenile delinquency. With the present workload, they would like at least one additional personnel to assist in the processing and recording of juvenile-related complaints. The project is well-received in the community and unquestionably diverts some youths from the juvenile justice system. But having chosen to emphasize the role of the Juvenile Officer within the role of specific police duties and powers, the project is overextended and as yet unable to fully respond to all of the community demands and police responsibilities placed on it.

SECTION 1. (Continued)

Grant Number 75-A3501

Evaluator William D. Wilson

4) Project Direction and Coordination 1 2 3 4 (5) 6 7

The Juvenile Officer funded by this grant is first and foremost a police officer. Before assuming the position, Officer Goodwyn was a Hopewell police sergeant. He has full police powers, and is expected to exercise them in investigating juvenile-related complaints.

But the goals of this project fall outside the principal police functions. That is, explicitly, the diversion of youths from the juvenile justice system and the prevention of juvenile delinquency are not traditional roles found within the Hopewell Bureau of Police. Officer Goodwyn investigates complaints much as any other police officer would, but he brings to them the added emphasis of resolving the complaint short of more formal disposition. Such an investigation is therefore much more than a basic fact-finding expedition. When judicial action is mandated, Officer Goodwyn's recommendations may preclude further contact by youths with the juvenile justice system.

This "investigative" function is directed both toward diversion and prevention. Additionally, with emphasis on his preventive role as Juvenile Officer, Mr. Goodwyn routinely works with the courts, schools, and social service agencies to identify problem areas, and bring together the children, their families, and the community to solve them.

More emphasis should be placed on tracking juvenile records through the system. Implementing computer services should enhance the project's record keeping, in turn, freeing more of Officer Goodwyn's time for resolving actual complaints.

QUALIFICATIONS OF EVALUATOR

William D. Wilson, an attorney, is a consultant for PRC Public Management Services, Inc. In addition to experience as an evaluator, Mr. Wilson has a broad legal background and has been associated with a law firm in Washington, D.C. Mr. Wilson also has several years experience as an investigator/advisor with the Social Services Administration in the District of Columbia.

Mr. Wilson is a graduate of the School of International Service, the American University and the National Law Center, George Washington University.



Commonwealth of Virginia
Division of Justice and
Crime Prevention
8501 Mayland Drive
Richmond, Virginia 23229

ACTION GRANT
APPLICATION

Form DJCP-2-AGA
(Revised May, 1975)

PAGE

1

APPLICATION IS HEREBY MADE FOR A GRANT
from the Division of Justice and Crime
Prevention, Commonwealth of Virginia

GRANT NUMBER:

(For DJCP Use Only)

75-A-3501

DJCP COORDINATOR:

1. APPLICANT (Implementing
Agency or Governmental Unit): City of Hopewell, Hopewell, VA

2. JURISDICTIONS
INCLUDED IN ABOVE: City of Hopewell

3. PROGRAM CATEGORY: C-1 Prevention, Treatment & Control of Juvenile Delinquency

4. PROGRAM TITLE: Prevention, Treatment & Control of Juvenile Delinquency

5. TYPE OF APPLICATION: (CHECK ONE)

☐ ORIGINAL

☐ REVISION

☒ CONTINUATION OF GRANT NO. 75-A3061

6. PROJECT DURATION:
TOTAL LENGTH 12 MONTHS

7. DJCP BLOCK GRANT
SUPPORT SOUGHT: \$ 13,392.00

8. PROGRAM ADMINISTRATOR:
(Name, Title, Address, Telephone)
Edwin D. Martin, City Manager
City of Hopewell
Municipal Building 458-1281 Ext. 31
Hopewell, Virginia 23860

9. PROGRAM FINANCE OFFICER:
(Name, Title, Address, Telephone)
Mrs. Iris G. Drake
City Clerk, City of Hopewell
Municipal Building 458-1281 Ext. 31
Hopewell, Virginia 23860

10. PROJECT DIRECTOR (if not same as 8)
(Name, Title, Address, Telephone)
Major E. B. Minter, Chief of Police
City of Hopewell
Municipal Building 458-9815 Ext. 59
Hopewell, Virginia 23860

11. CHECK MAILING ADDRESS (if not same
as 9):

12. PROJECT TITLE AND PROJECT SUMMARY: (Make every effort to limit summary to the remainder
of this page)

It is the desire of the Hopewell Bureau of Police to continue the present Juvenile Delinquency Program. It is felt that it would be detrimental to the Bureau and to the public to discontinue the present established program. Records compiled on February 27, 1976, indicate 13.36% of all police complaints received by our department were Juvenile related. This tabulation was done for the period July 1, 1975, through December 31, 1975. The Juvenile Officer has developed a very good relationship with the Court Services Unit and all local schools. Bureau personnel along with citizens of our community indicate a responsive acceptance to this program. Our department is presently attempting to increase this Bureau in the services offered for Juvenile offenders. Due to present financial conditions in our City this has been an extremely difficult task. Monitoring reports to date indicate the program has continued to develop within the community. Continuation funding for this year is extremely important to our program.

13. ACCEPTANCE OF GENERAL GRANT CONDITIONS AND APPLICATION AUTHORIZATION

The undersigned hereby certifies that he has read the Action Grant Application General Conditions and Representations (Form DJCP-2-GC, Revised April 1, 1974) and agrees to comply with all the General Conditions and Representations which apply to this application.

7-

The undersigned further certifies that he has been authorized by City Council to submit this application, this 16th day of April, 1976.

Signature  Edwin D. Martin

Title City Manager

Bus. Add. Municipal Building

Hopewell, Virginia 23860

Telephone Number 458-1281, Ext. 31

13a. TOTAL PAGES IN APPLICATION: 7

14. PROJECT BUDGET SUMMARY (Complete only after filling in the appropriate worksheet pages of Section 17, Detailed Project Budget)

BUDGET CATEGORY	DJCP FUNDS			CATEGORY TOTAL
	BLOCK	GENERAL	MATCH	
A. Personnel	\$13,392.00	\$744.00	\$948.00	\$15,084.00
B. Consultants				
C. Travel				
D. Equipment				
E. Construction				
F. Supplies and Other Operating Expenses				
TOTAL PROJECT	\$13,392.00	\$744.00	\$948.00	\$15,084.00

15. PROJECT EXPENDITURE SCHEDULE (Estimated Expenditures)

EXPENDITURES BY MONTH	DJCP FUNDS			CATEGORY TOTAL
	BLOCK	GENERAL	MATCH	
Month 1	\$ 1,116.00	\$ 62.00	\$ 79.00	\$ 1,257.00
Month 2	1,116.00	62.00	79.00	1,257.00
Month 3	1,116.00	62.00	79.00	1,257.00
Month 4	1,116.00	62.00	79.00	1,257.00
Month 5	1,116.00	62.00	79.00	1,257.00
Month 6	1,116.00	62.00	79.00	1,257.00
Month 7	1,116.00	62.00	79.00	1,257.00
Month 8	1,116.00	62.00	79.00	1,257.00
Month 9	1,116.00	62.00	79.00	1,257.00
Month 10	1,116.00	62.00	79.00	1,257.00
Month 11	1,116.00	62.00	79.00	1,257.00
Month 12	1,116.00	62.00	79.00	1,257.00
TOTAL PROJECT	\$13,392.00	\$744.00	\$948.00	\$15,084.00

16. PROJECTED PROJECT BUDGET

BUDGET CATEGORY	PRIOR PHASES		PRESENT PHASE		SUCCESSIVE PHASE		TOTAL
	BLOCK	MATCH	BLOCK	MATCH	BLOCK	MATCH	
A. Personnel							
B. Consultants							
C. Travel							
D. Equipment							
E. Construction							
F. Supplies and Other Operating Expenses							
TOTAL PROJECT							

17. DETAILED PROJECT BUDGET -- Complete the appropriate Detailed Project Budget forms (pages 3a-3f) and transfer the budget category totals to the appropriate budget line of Section 14. See "Action Grant Application Instructions - Page 3 Items" for complete instructions.

17. DETAILED PROJECT BUDGET

BUDGET CATEGORY					DJCP FUNDS		MATCH	TOTAL
					BLOCK	GENERAL		
A. PERSONNEL (EMPLOYEES)								
(1)	Names of Employees	Position Titles	Salary Rates	Man hours devoted				
	L. Goodwyn,	Juvenile Officer			\$11,024.00	\$612.00	\$613.00	\$12,249.00
	Salary Rate - \$12,249.00 annually							
	Man hours devoted - 2,080 annually							
	TOTAL				\$11,024.00	\$612.00	\$613.00	\$12,249.00
(2)	FICA, RETIREMENT, AND OTHER FRINGE BENEFITS (ITEMIZE PERCENTAGES APPLICABLE FOR EACH BENEFIT)							
	Insurance - Blue Cross-Blue Shield		\$1,079.00					
	Social Security .0585		717.00					
	V.S.R.S. Retirement 6.26%		767.00					
	V.S.R.S. Life Insurance		131.00					
	Disability Insurance		25.00					
	Workman's Compensation		75.00					
	Police Liability Insurance		41.00					
			\$2,835.00					
	TOTAL				\$2,362.00	\$132.00	\$335.00	\$ 2,835.00
(3)	TOTAL PERSONNEL				\$13,392.00	\$744.00	\$948.00	\$15,084.00

18. NARRATIVE (PERSONNEL)

19. BUDGET AUTHORIZATION

BUDGET PREPARED BY:
(Name, Title Address, Telephone)

Major E. B. Minter, Chief of Police
City of Hopewell
Municipal Building 458-9815 Ext. 59
Hopewell, Virginia 23860

If budget prepared by individual other
than Fiscal Officer, the Fiscal Officer
is to sign here as approving the budget
as submitted:

Mrs. Iris G. Drake, City Clerk
City of Hopewell
Municipal Building 458-1281 Ext. 34
Hopewell, Virginia 23860

4-16-76 E B Minter

DATE

SIGNATURE

4-16-76 Iris G. Drake

DATE

SIGNATURE

20. PROGRAM PLAN AND SUPPORTING DATA

State clearly and in detail--within ten pages if possible--the aims of the project, precisely what will be done, who will be involved, and what is expected to result. Use the following major headings:

- | | |
|-----------------------------|--|
| I. Objectives | V. Resources |
| II. Need for Action | VI. Evaluation |
| III. Methods and Timetables | VII. Criminal Justice Advisory Committee |
| IV. Impact and Results | |

Number subsequent pages consecutively (e.g., Application Page 5a, 5b, etc.).

I. OBJECTIVE

The continuation of salary for the Juvenile Officer is the objective of this grant. It is our desire that funding of this project be continued as the Juvenile Officer presently in the program needs his total manpower hours committed to juvenile work. The present budget in the Bureau of Police lacks sufficient funds to handle this program without assistance at this time. It is our understanding if this program is funded it would be the last year we would qualify for grant funds.

II. NEED FOR ACTION

During the period between July 1, 1975, through December 31, 1975, our department recorded 393 Juvenile related complaints. This is broken down into the following categories:

1. Traffic Accidents	2
2. Auto Traffic	11
3. Assaults	20
4. Breaking and Entering	16
5. Disturbances	59
6. Fires	16
7. Grand Larceny	11
8. Missing Persons Reports	65
9. Miscellaneous	35
10. Petit Larceny	33
11. Prowlers	4
12. Discharging Firearms	18
13. Vandalism	79
14. Trespassing	15
15. Drug Violations	9
Total	393

During this same period of time the Juvenile Officer personally investigated 142 of the 393 juvenile related complaints. The 142 cases were all referred to Juvenile court intake services unit after his investigation. It was necessary for 25 of these cases to be handled by our Juvenile Court.

(continued - see 5a)

II. NEED FOR ACTION (Continued)

The above statistics reflect a definite need for a Juvenile Division which we presently operate with the assistance of grant money. Many of the cases handled outside Juvenile Court would not have been possible without the assistance of this officer.

III. METHODS AND TIMETABLE

Our present grant will expire June 30, 1976. Continuation funding would be for a one year period from July 1, 1976, through June 30, 1977, at which time the City of Hopewell will assume cost of this officer's salary. The present officer will continue to serve in this capacity.

IV. IMPACT AND RESULTS

This program has allowed our Uniform Division and Detective Division quicker release from juvenile investigations. A more comprehensive investigation has resulted from having a juvenile division. The trained Juvenile Officer has been able to prepare his cases more comprehensively detailed which has resulted in better services rendered our community. Our Juvenile Officer in the past year has served as an instructor on juvenile matters for the Region 19 Police Academy. We feel his knowledge and training can best be passed on to other officers in this manner. Recently Juvenile Officer Goodwyn was appointed to the Virginia Juvenile Justice and Delinquency Prevention Advisory Council created by Governor Godwin.

V. RESOURCES

The present Juvenile Officer will continue in this position.

VI. EVALUATION

Evaluation will be determined by Monitoring Reports from DJCP and our Chief of Police. The Commander of the Detective Division will continue to constantly evaluate this position.

VII. CRIMINAL JUSTICE ADVISORY COMMITTEE

The Region 19 Crater Justice and Crime Prevention Advisory Council serves in this capacity.

END