

SNOHOMISH COUNTY SUPERIOR COURT

JUVENILE COURT DIVISION

PROGRAM EVALUATION OF THE
YOUTH COMMUNITY SERVICE PROJECT

FINAL REPORT

COMPASS MANAGEMENT GROUP, INC.

MANAGEMENT CONSULTANTS

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February 1978

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CHAPTER I

OVERVIEW AND BACKGROUND

I. OVERVIEW AND BACKGROUND

Background to the Study

In Snohomish County, burglary offenses have been a prime concern for a number of years. Due to the large percentage¹ of burglaries being committed by juveniles, a specific program to deter juveniles from committing this offense was developed. The Youth Community Service Project (YCSP) was the result, and it began administrative operations on February 1, 1977 and field operations (client work phase) one month later, March 1, 1977.

In February 1977 Compass Management Group, Inc. was awarded the contract for the first-year evaluation based on a competitive bidding process. Program year one encompassed the period from January 1, 1977 to January 31, 1978, which allowed for twelve months of program operations.

This report discusses the findings, conclusions, and recommendations resulting from the program's first-year operations.

Purpose of the Study

The program evaluation was based on the tasks and framework as outlined in the Work Statement provided by the Juvenile Court. The purpose of this study was to assess the degree to which the program has accomplished the following stated grant objectives:

- Determine the effectiveness of the YCSP in terms of reduced burglary recidivism.
- Determine the deterrent qualities of a program such as the YCSP.

¹ Based on Juvenile Court and LJPO data, in 1975 80 percent of cleared offenses for burglary were committed by juveniles; it is not known whether this percentage accurately reflects the age composition of all burglary offenders. Nationally, juveniles account for 53 percent of arrests for the offense of burglary.

- Perform a cost/benefit analysis and compare YCSP costs with similar juvenile programs.
- Document and analyze the impact of the YCSP on the overall Countywide juvenile justice environment.
- Determine the degree of efficient utilization of available facilities for this type of program.

The consultant staff participated in establishing the data collection procedures for both program and evaluation data, developed data collection forms, provided technical assistance as needed, and collected specific client, program, and recidivism data during the course of this study. The consultant staff was also responsible for all data analysis and interpretation in the interim and final reports.

Description of the YCSP

The description of the project is divided into a number of separate sections covering various aspects of project operations.

Overview

The YCSP is a Countywide work program for Court-supervised male youth age 14 or older who have committed the offense of burglary. The project was established to provide a sentencing alternative for probation officers and judges; prior to creation of the YCSP the options were placement in detention, remand the youth to an institution, placement in custody of the parents, or placement in a foster home. The most typical action was to place the youth in custody of the parent(s) with continued supervision by the probation officer. These traditional approaches have not proven overly successful, and the Court staff felt the need to try a new approach to address the juvenile burglary problem.

Fifteen youth could be handled at any one time, with the work/field activities being conducted on weekends during the school year and during the normal work week during the summer months.

Project Purpose and Objectives

The designers of the YCSP felt that juvenile recidivism could be reduced by structuring a program which would deal consistently and directly with juvenile offenders and provide for definite and stringent consequences for their delinquent behavior.

The objectives of the YCSP were twofold, including:

- By October 31, 1977, to reduce the number of re-referrals for the offense of burglary by ten percent.¹
- Based on twelve months of operation, to provide the opportunity for 150 juvenile burglary offenders to perform restitution to the community through public service projects.

The operationalization and the YCSP's level of accomplishment of these goals will be covered in a later section of this report.

Staffing and Administration

The YCSP operates with a paid staff of five persons:

- | | |
|---|-----------------------------------|
| 1 | Director - Full time |
| 1 | Foreman - 24 hours per week |
| 2 | Group workers - 20 hours per week |
| 1 | Cook - 20 hours per week |

The paid staff is augmented with a number of volunteers and work-study students who have been very valuable to the project.

Juvenile offenders were assigned to the project based on the recommendations of the probation officers and decision of the Juvenile Court Judge. Specific criteria for eligibility were established (see Appendix A for the memo outlining program criteria and P.O. referral form) for participants, with first burglary offenses as the primary factor in referral to the project. The age restriction was

¹ October 31, 1977 was the planned end of the initial twelve months of operation; twelve months of operations actually ended on January 31, 1978, and this was the cutoff date for the calculation of recidivism statistics and for calculating the number of youth handled.

fourteen years or older. However, the probation officers based referrals on their professional judgments of the needs of the youth and suitability of the project.

Each youth remained under the control of his probation officer during the period he was assigned to the YCSP, and, after completion of the assigned number of days, the probation officer then decided on the length and type of supervision needed. Work assignments were structured for five, ten, or fifteen weekends, or the equivalent number of days during the summer months at a designated work site. The length of each youth's assignment was determined by the probation officer and judge, based on the severity and circumstances of the offense and previous record, if any.

Work Activities

The work activities performed by the boys covered a wide range of activities, including picking rocks for a new golf course, painting curbs, clearing land, building trails, and related repair and clean-up work. Projects and locations were coordinated with the Snohomish County Parks and Recreation Department and with other nonprofit organizations within the County.

Residential campsites were selected which were as close as possible to the project sites, and the youth were bussed to and from the various sites.

The basic schedule of events is displayed in the following schedule, prepared by the project staff.

Tentative Weekend Schedule

(Meet at Juvenile Court for transportation and the check-in procedures at 4:00 p. m.)¹

Friday:	Arrive camp	5:30 p. m.
	Dinner	6:00 p. m. to 6:30 p. m.

¹ Some youth use the time between arrival and bus departure time to meet with their probation officers, which appears to be a convenience in terms of fewer trips to the Court.

	Clean up	6:30 p. m. to 7:00 p. m.
	Supervised activities	7:00 p. m. to 8:00 p. m.
	Vocational counseling	8:00 p. m. to 9:30 p. m.
	Bed	10:00 p. m.
Saturday:	Wake up	7:00 a. m.
	Breakfast	7:30 a. m. to 8:00 a. m.
	Work session	8:00 a. m. to noon
	Lunch	Noon to 12:30 p. m.
	Work session	12:30 p. m. to 4:30 p. m.
	Dinner	5:00 p. m. to 6:00 p. m.
	Supervised activities	6:00 p. m. to 7:00 p. m.
	Vocational counseling	7:00 p. m. to 8:30 p. m.
	Bed	10:00 p. m.
Sunday:	Wake up	7:00 a. m.
	Breakfast	7:30 a. m. to 8:00 a. m.
	Work session	8:00 a. m. to noon
	Lunch	Noon to 12:30 p. m.
	Work session	12:30 p. m. to 2:30 p. m.
	Clean up campsite	3:00 p. m. to 3:30 p. m.
	Leave for Everett	3:30 p. m.
	Arrive at Youth Center	4:00 p. m. to 4:30 p. m.

Parents are informed of the project's purpose, activities, and rules and regulations, and the boys are instructed on appropriate personal items and clothing to bring. A medical release is also secured for each youth in the program (see Appendix A for information sheets).

While in the field the participants are closely supervised by the project staff, and their activities are severely restricted.

Coordination with Juvenile Court Staff

The YCSP is an integrated program of the Juvenile Court, and there is close communication between each youth's probation officer and the project staff.

Probation officers coordinate with YCSP staff on the date for each youth's assignment to the project, in addition to providing basic data for the project's records. While in the project, the boy's progress and behavior during the field work activities are reported back to the probation officer.

As stated earlier, the youth remain wards of the Juvenile Court, and, after completion of their work assignments, the probation officers decide on the duration and type of probation. This might range from termination to continued probation and varying check-in requirements.

If a youth drops out or is terminated from the project by staff, he is then obligated to serve one and one-half times the period of the remaining work assignment in detention or the County Jail. At this point participation in the YCSP is ended, and the probation officer assumes complete responsibility for the youth.

Remaining Chapters of this Report

The remaining chapters of this report include the following:

Chapter II - Summary - A brief description of findings, conclusions, and recommendations

Chapter III - Evaluation Approach - Description of data collection activities and methodology used, and an explanation of the unique methodological considerations pertinent to this program evaluation

Chapter IV - Findings and Conclusions - Separated into sections corresponding to the various areas of the evaluation and its separate components

Chapter V - Recommendations - Separated into sections based on the program's goals and major operational components

Chapter VI - Appendices

CHAPTER II

SUMMARY

II. SUMMARY

This chapter summarizes the findings, conclusions, and recommendations presented in the remainder of the report.

Accomplishment of Program Goals and Objectives

The basic goal of the project was to reduce recidivism for the target youth for the offense of burglary, with a 10 percent reduction as the first-year objective.

- The YCSP group exhibited reduced recidivism for burglary¹ and exceeded the 10 percent target by approximately six times when compared against a three-year average of comparison groups.
- Overall recidivism for all recorded offenses and contacts also exhibited a decrease for the YCSP group, although to a lesser extent.²

These positive results appear even more favorable when compared to historical data on juvenile diversion programs in general, which often have produced no reductions in recidivisms and, in some cases, increases in recidivism. Also, the national statistics indicate that recidivism ranges from 60 to 85 percent for juvenile offenders.

The second objective of the YCSP was to have 150 juvenile burglary offenders make restitution through public service projects.

- The YCSP fell short of this goal by almost 30 percent. While start-up and first-year operational problems are difficult to foresee, and the YCSP staff did not have control over client

¹ With significant differences at the .01 level for two of the three "control" group comparisons.

² With significant differences at the .05 level for one of the three "control" group comparisons. See Chapter IV for a complete discussion of recidivism comparisons.

inputs, it appears that more coordination and/or communications with other Court staff are warranted. These needs are currently being addressed, however, and there is a waiting list of youth for the program. Also, new procedures are being implemented (for flexible assignment dates) to alleviate this problem in second-year operations.

Service Delivery and Program Operations

There were no specific objectives in this general area of service delivery and program operations, but there were some areas of interest, as follows:

- The organizational placement of the YCSP, within the purview of the Juvenile Court, appears to have been appropriate and feasible. Many of the Court and probation staff were involved with project planning and had favorable comments about the YCSP's first year of operations.
- The YCSP provided a viable and effective option for the probation staff in handling male juvenile offenders. Many probation officers indicated that the YCSP filled a gap in the traditional approaches, and they were favorably disposed towards the "definite consequence" features of the community service work assignments.
- The YCSP used available camp sites for living accommodations in an efficient manner. While there are not an excessive number of alternatives available in the County, the weekend and summer campsites appeared to be in close proximity to the work sites. Also, the budgeted funds for living costs were overestimated, and these funds might be applied to other areas in the future.
- The performance of community service projects for restitution appears to be cost effective and should be continued. While it is difficult to assign a direct cost savings to such work, there is definite benefit to the residents of Snohomish County.

Impact on the Juvenile Justice System

The comments in this area are based on perceptions of the consultants and Juvenile Court staff gained in contacts with law enforcement personnel and other social service agencies. No survey of public awareness was conducted.

- Based on interviews with other juvenile and social service agency personnel, there does not appear to be any overlap or redundancy in juvenile services as a result of the YCSP.
- The YCSP project is viewed favorably by other professionals in the community. It is viewed as a sensible approach to decreasing juvenile crime, and it is seen as involving a definite consequence for committing an offense. This is often a particular concern of law enforcement personnel and a key ingredient in their acceptance of juvenile projects.

Recommendations

The major recommendations of this report are listed in the following sections. Chapter V contains a complete listing of recommendations, including explanatory comments.

Service Delivery

- While good cooperation and coordination were exhibited during the first year of operations, the YCSP Director and Juvenile Court staff should develop procedures to promote even closer working relationships.
- The orientation of the vocational counseling program area should be reevaluated.
- Funds should be designated for staff training.
- The discretionary involvement of the probation officers should remain part of the project.

Program Administration

- Formal guidelines on severity of work assignments should be prepared.
- The case management approach should be adopted for youth assigned to the YCSP.

Cost Effectiveness

- The use of part-time staff is very appropriate based on the structure of this program, is cost effective, and should be continued.
- The community service approach to restitution provides benefits to the community and should be continued.

CHAPTER III

EVALUATION APPROACH

III. EVALUATION APPROACH

This chapter outlines and discusses the evaluation approach used throughout the various phases of the project and discusses the unique methodological considerations associated with the project.

Evaluation Approach

Appendix B contains the evaluation plan summary chart which outlined the objectives, activities, instruments, dates, and type of analysis for the various evaluation phases used throughout the evaluation study.

A data codebook was developed to facilitate the collection and categorization of over twenty-five data elements, including program and evaluative-type data. All program participants were assigned client numbers, and these numbers were used for all data recording activities; the confidentiality of clients' names was thus maintained. Each youth's data consisted of one record on the data collection form, which was coded based on the data codebook data collection plan.

A major concern of the project was the collection of recidivism data for the experimental group (youth in the YCSP during its first year of operation) and for some control or comparison groups of boys. Data on non-project burglary offenders for 1975, 1976, and 1977 were collected, and recidivism rates were calculated based on the same criteria as the experimental group.

Juvenile Court records were reviewed in order to identify appropriate candidates for the comparison groups. The criteria qualifying a youth for a comparison group were the same as those used to qualify a boy for participation in the YCSP: specifically, that the boy was formally handled (i. e., a petition was filed) for the offense of burglary. The "stat" sheets for all three years were scanned for subjects, and then their cards from the master record files were reviewed to ensure that there were in fact appropriate burglary offenses to qualify them for the group. After this review, all offenders meeting the criteria were assigned client numbers. For the 1977 comparison group, the Court's detention records were also reviewed to ensure that all eligible burglary offenders were identified.

As with the YCSP group, record checks for all offenses to be included in the determination of recidivism were conducted for the comparison groups.

Juvenile Court master record files were checked at the end of the first year of the program operation (i. e., January 31, 1978), and, if the boys had turned eighteen years old during their comparison group year, their records at police departments within Snohomish County and the County Sheriff's Office were checked. The recidivism rates for all comparison groups were calculated for a twelve-month period.

Interviews were conducted with personnel associated with the YCSP; specifically, probation officers, staff from the Snohomish County Parks and Recreation Department, other social service agencies, and law enforcement personnel. A structured questionnaire format was employed for these personal interviews.

The consultant staff also visited a field work/residential site during the year for on-site observation of project activities. Numerous visits to the YCSP office were conducted throughout the year, and constant communication with the project staff was maintained.

YCSP program materials, budgets, recordkeeping forms, and operational plans were reviewed and discussed with project staff as needed throughout the year.

Methodological Considerations

Several methodological considerations should be noted which affect the evaluation of juvenile justice projects in general and influenced this project in particular.

The traditional experimental model for program evaluation consists of baseline (pre-program) measurements, performance of treatment or service, and post-intervention measurements, applied to both an experimental and control group(s) in order to determine causal relationships. This includes random assignment of subjects to both the treatment and control groups. Law and justice programs are usually not developed to fit this classical experimental design, and, in addition, there are ethical considerations about denying government-funded assistance to any segment of the population.

The following paragraphs discuss how the evaluation design addressed these methodological concerns and their impact on this report's findings and conclusions.

Impact of External Factors

The goal of program evaluations is to measure the change in specific behaviors in the subjects and to isolate the cause of that change. The YCSP might not have been the only social service agency providing assistance to the juveniles participating in this project. In addition, the influence of the family and peers and normal maturation are factors which could affect delinquent behavior.

As part of this evaluation, the probation officers were asked if YCSP youth in their caseload were also involved with other social service agencies. Also, the directors of other social service agencies were interviewed concerning any possible overlap of services for the YCSP group of youth. The results of these interviews indicated that subjects participating in the YCSP were, in the main, not receiving assistance from other agencies. This could be interpreted as meaning that any changes in behavior or recidivism have a stronger relationship to the YCSP than if other agencies had also been involved with the boys.

The overall level of criminal activity (burglaries within Snohomish County and number of referrals to the Juvenile Court, with burglaries as a separate statistic) was also reviewed. It was found to be increasing. Any evidence of reduction in recidivism of the YCSP group thus has more significance than if there were no identifiable trend within the community.

Availability of Control Groups

While true control groups were not available within the structure of the YCSP, comparison groups for the years 1975, 1976, and 1977 (the program year) were available. Based on a review of Juvenile Court records, juveniles who had committed burglaries and had been handled formally by the Court were assigned to their respective year's comparison groups. Delinquency data, as well as basic demographic data such as age, were recorded for each group and were used to determine the similarities between the experimental group and the comparison groups.

Random Assignments to Treatments

It is usually not feasible to randomly assign subjects to different types of treatment or levels of intervention (length of field work in this case). In law and justice programs, the type of intervention is predicated on client needs and/or severity of the offense, which precludes random assignment to treatment and comparison groups.

Nevertheless, to determine how comparable the experimental (YCSP) and comparison groups actually were and whether there was a basis for comparing their respective recidivism rates, data about the subjects in various treatments and in the comparison groups were collected and reviewed. The exhibits on the following page display the average ages and percentage with previous offenses/contacts.

Comparing the age distributions, it appears that the 1975 and 1976 "control" groups contained more 18-year-olds than the YCSP group, but that the mode was 15 years old for all three groups. The 1977 "control" group has a much wider range of ages and also appears to be a slightly older group. However, it was expected that this group would differ somewhat due to the fact it is composed of those boys not assigned to the YCSP or not meeting eligibility criteria.

In terms of previous offenses, there were no significant differences between the 1975 "control" group and the YCSP group, or the 1977 "control" group and the YCSP group. The 1976 "control" group was significantly different (at the .03 level) than the YCSP group.

Completeness and Interpretation of Criminal History Records

The make-up of the comparison groups and the basic records check for recidivists was based on the Juvenile Court's master record file and the "stat" sheets that are filled out for each referral to the Court. There are a number of concerns with the Court's record system. It appears that a "stat" sheet is sometimes not completed for each referral, and the "stat" sheets are not checked or secured in any way. Accordingly, when these sheets were reviewed for eligible boys for the comparison groups, some might have been misfiled and/or lost, with no way to ascertain whether, or the extent to which, this was actually the case.

EXHIBIT 1

GROUP COMPARISONS

The age distribution of the various groups was as follows.

AGE GROUP PERCENTAGES

<u>Age</u>	<u>1975 "Control" Group N=81</u>	<u>1976 "Control" Group N=93</u>	<u>1977 "Control" Group N=112</u>	<u>1977 YCSP Group N=94</u>
9	- %	1.1%	1.8%	- %
10			1.0	
11			6.3	
12		3.2	3.6	
13		5.4	5.4	
14	9.9	14.0	12.5	19.1
15	40.7	24.7	18.8	36.2
16	23.5	23.7	19.6	22.3
17	18.5	22.6	15.2	21.3
18	6.2	5.4	13.4	1.1
Unknown	<u>1.2</u>	<u> </u>	<u> </u>	<u> </u>
	100.0%	100.0%	100.0%	100.0%

PERCENTAGE WITH PREVIOUS OFFENSES (prior to entry into YCSP or selection for "control" group)

<u>1975 "Control" Group</u>	<u>1976 "Control" Group</u>	<u>1977 "Control" Group</u>	<u>1977 YCSP Group</u>
53.7%	68.1%	50.9%	54.7%

In addition, there is no assurance that all juvenile offender data from the local law enforcement agencies are forwarded to the Court for entry on their master files. In fact, based on a check of LJPO data from the LEAs, there appears to be some discrepancy in data reporting.

In terms of this project, all available "stat" sheets and the detention records for 1977 were reviewed to identify all burglary offenders. For all boys on the resulting list, the master record file cards were copied and were individually reviewed to ensure they met the eligibility criteria for inclusion in a comparison group and that they were assigned to the proper year.

In conducting the checks for recidivism, the master records were checked at the end of the first year of operations, allowing a few extra days for all recent offenses to be received from law enforcement agencies. Also, all youth who turned eighteen during their assigned comparison or program year were screened against the law enforcement agency records to attempt to capture any offenses not reported to the Juvenile Court.

In addition, there was communication between the project staff and the probation officers about the youths in the project, and, in this way, it was believed that most repeat offenses were identified. This served as a check on the Court's recordkeeping procedures.

CHAPTER IV

FINDINGS AND CONCLUSIONS

IV. FINDINGS AND CONCLUSIONS

This chapter reports the findings and conclusions based on the various data-gathering activities. The areas covered in detail include:

- Description of Client Population
- Review of Program Operations and Administration
- Description and Analysis of Community Service Projects
- Juvenile Justice System Impact
- Cost Effectiveness Analysis
- Recidivism Data
- Dropout Group Statistics

Description of Client Population

During the first program year for the YCSP, a total of 108 boys entered the program. Fourteen of these youth were program dropouts, which was defined as not finishing the program for any reason. Operationally, this usually meant they were terminated by project staff for inappropriate behavior. This usually involved breaking project rules, but occasionally it involved a categorical status or delinquent offense. Twelve of the fourteen dropouts served time ¹ in either the Juvenile Court Detention Center or the Snohomish County Jail. Of this group, two were sent to a foster or group home living situation in another county, one was sent to a hospital for psychiatric evaluation, and one was committed to the State Department of Institutions.

The profiles of the 94 program group and 14 dropout group are as follows:

	<u>Program Group</u>		<u>Dropout Group</u>	
	<u>N=94</u>		<u>N=14</u>	
	<u>Actual</u>	<u>Percent</u>	<u>Actual</u>	<u>Percent</u>
Age distribution:				
14 years old	18	19.1%	1	7.1%
15 years old	34	36.2		
16 years old	21	22.3	3	21.4
17 years old	20	21.3	10	71.4
18 years old	1	1.1	—	—
	94	100.0%	14	99.9%

¹ One person included in this total was assigned but had not yet begun to serve time as of the date of report.

	Program Group N=94		Dropout Group N=14	
	Actual	Percent	Actual	Percent
Number with previous offenses(1)	53	56.4%	7	50.0%
Length of field work assignment:				
5 weekends/10 days	59	62.8	5	35.7
10 weekends/20 days	19	20.2	5	35.7
15 weekends/30 days	11	11.7	4	28.6
Other(2)	5	5.3	—	—
	94	100.0%	14	100.0%
Source of referral:				
Everett PD	11	11.7%	4	28.6%
Lynnwood PD	14	14.9	1	7.1
Mountlake Terrace PD	4	4.3		
Edmonds PD	13	13.8	3	21.4
Arlington PD	4	4.3		
Monroe PD	1	1.1		
Marysville PD	1	1.1		
Other PD in County	7	7.4		
County Sheriff	36	38.3	6	42.9
Parents	1	1.1		
Other source	2	2.1	—	—
	94	100.1%	14	100.0%
Race:				
White	94	100.0%	14	100.0%

- (1) Includes both status and delinquent contacts listed on master card file.
(2) Indicates a length which did not fit into predesignated lengths.

While the stated criteria for entry into the project was a first offense (with petition) for burglary, three youth had not committed such an offense ¹. Also, five of the youth had more than one officially handled burglary on their records.

The two pieces of data which appear most significant in the comparison of these two groups are the age and length of work assignments, which might logically be correlated (based on the assumption that older youth normally commit more serious offenses). The dropout group was on the average older, with 71 percent being 17 years old versus only 22.4 percent of the

¹ Qualifying offenses for these youth were attempted burglary, runaway, and theft, respectively.

program group being at least 17 years old. Also, the length of work assignments for the program group was generally of shorter duration. The tentative hypothesis from this data is that the older youth are not as likely to be helped by a YCSP type of intervention and that they should be screened more closely or excluded from the program by definition (more data on this finding will be discussed in the Recidivism Data section).

Review of Program Operations and Administration

The administration of the YCSP has been conducted in an efficient and professional manner throughout the first year of the project. Project startup activities and coordination, while taking place slightly later than originally expected, went smoothly, with the first field operations beginning on March 5 with ten youths. The only problem encountered initially was the lack of sufficient tools and equipment, but this situation was resolved.

Staff utilization was basically not a concern due to the part-time nature of most project staff. This practice is very efficient and should be continued. The only full-time staff member was the YCSP Director. While full-time status was necessary during the initial period of the project, to handle start-up planning and implementation, it appears that the need for a full-time director no longer exists now that the project is fully operational and running smoothly. Combining the positions of Field Work Foreman and Director is being considered for the second-year operation, and this is an appropriate adjustment, with one qualification. The combining of these two positions places all project responsibility with one person, and there is no one to advise and/or review program decisions concerning which youth should be terminated. The combination of these jobs also results in a more limited observation base for the performance ratings and identification of other client needs. Possible solutions are to promote close coordination with the probation officers and/or to have the supervisors adopt more of a case management approach when youth are assigned to the YCSP. This review activity would ensure that youth in the project were receiving consistent and fair treatment within the YCSP and with other youth handled by the Juvenile Court.

The project staff's qualifications and experience appear to be appropriate to the project's activities and the part-time nature of the work. The Acting Project Director (appointed at the beginning of the second year's operations) holds a BA in Human Services and has casework experience in the Juvenile Court. During the first year of operation he was the Field Work Supervisor and received favorable comments concerning the supervisory responsibilities

and control of the youth. The first year's Director had a doctorate degree in Educational Psychology and a law degree.

While the training and experience of the staff is appropriate for the YCSP's needs, the counseling function is a possible area of concern. None of the YCSP staff appear to have the education or experience to provide counseling to the youths. Counseling per se was not a goal of the project, but informal counseling undoubtedly takes place given the setting and environment of the project. Care should be taken to ensure that staff members are aware of the dangers of "some counseling" without professional guidance and formal treatment plans, and that identified needs are brought to the attention of the Project Director for possible referral to other community resources. One approach to this situation is increased in-service training; this area is discussed below.

Vocational counseling was included as an objective of the project, and in the first year persons from the community made presentations to the boys. There is some indication that the type of presentation was of too high a level to be relevant to the youth or the types of occupations they might be expected to aspire to. However, in securing of community resources, the project is dependent on volunteers, which is an obvious limitation on planning specific vocational topics.

The in-service training area should be considered for more emphasis during the second year of operations. Funds should be designated for periodic training sessions in the juvenile justice and counseling areas, and the Director should ensure that refresher courses in first aid emergency training are attended by all staff.

In the recordkeeping area of the YCSP, adequate records and files of the youth and their progress are maintained. Feedback in the form of biweekly reports is provided to the probation officers. An employee was added to work one day per week to maintain project records, and this appears to be a reasonable plan. The Director is currently redesigning the performance review form which is used to periodically evaluate each youth. This is definitely needed, since the current form, while a good idea, is of questionable accuracy because of the coding structure and the types of judgment called for (specifically in the personality category).

Field operations have also gone very well considering that this is an experimental project which had to be planned and implemented in a short period of time. The project experienced few problems with control of the youth during field operations; problems in this area might have been expected due to the nature of the field work, type of tools being used, and ages of the boys.

The success of the field operations is attributable to appropriate supervision and coordination of field projects.

One area of concern, which cuts across the administrative and field operations areas, is the number of youth processed through the project. The YCSP fell noticeably short of the 150-youth objective. Part of this shortcoming can be explained by the lack of awareness of Juvenile Court staff of the project's operations during the initial phases; however, the project simply did not receive adequate referrals throughout the year. This appears to be partially due to a lack of communication and/or coordination between the probation staff and the YCSP staff. Another explanation is the lack of appropriate referrals to the Juvenile Court itself. There were over one hundred youth who met the eligibility criteria for YCSP, i.e., had committed a burglary. However, interviews with the probation officers indicated that the program was not geared to their needs, and they were handled in some other way. In some cases their offense and criminal history warranted more severe action than the YCSP, and in other cases their offenses warranted less action.

It should be noted that there is currently a waiting list for admission to the YCSP, and the lack of referrals problem is not of immediate concern. However, action should be taken to attempt (through communication/coordination procedures) to eliminate the possibility of such a referral gap in future operations.

Description and Analysis of Community Service Projects

An integral part of the YCSP is the field work or community service component. The benefits of this aspect will be more fully discussed in the Cost Analysis section; however, the present evaluation is concerned with the efficiency of this work and use of available resources.

Project assignments were coordinated with staff from the Snohomish County Parks and Recreation Department (Park Ranger Coordinator and Head Ranger, East Arlington Regional Park). The work was performed in a number of areas, but two basic campsites were utilized. These camps were Camp Killoqua, with a fee of \$1.00 per person per night, and Camp Volasuca, with a fee of \$1.50 per person per night. The fee schedule and location (in respect to the various work sites) appears reasonable, especially considering the limited nature of such facilities in the area. Also, transportation costs to and from the campsites and work areas were not one of the higher expense items for project operations.

The YCSP youth performed approximately 10, 100 hours of work in a number of parks and campsites throughout the County. Parks and Recreation personnel indicated that, due to budget limitations, no improvement work was budgeted during the last year, and that only maintenance activities were performed. The YCSP provided them with a resource to improve public areas, and they felt this was very helpful and resulted in direct benefit to the public.

A legitimate question is whether or not this work would have been performed if "free" assistance had not been available. The answer appears to be yes, but it would not have been done for some time (estimated from one to two years). The Parks and Recreation Department currently employs CETA personnel but still is shorthanded for this type of work.

Other factors in this type of community service are the type and quality of work. It is basically hard, dirty work, and there are few applicants interested or willing to perform such tasks; those who do are generally not highly motivated. These factors are of no concern with the use of YCSP youth; they are obligated to perform the assigned tasks and, according to the Parks and Recreation Department staff, have performed very well and worked hard.

Juvenile Justice System Impact

The YCSP is integrated within the Juvenile Court operations, but it also operates within the overall environment of social services programs in the County aimed at juveniles. The YCSP is a new project, and a consideration in its continuation is the degree of overlap or redundancy with other programs and court services. To measure its impact and/or redundancy, other social service programs were contacted, and supervisors and probation officers from the Court were interviewed.

The Juvenile Court staff interviewed were all positive about the project, and it had met or surpassed their expectations about its impact. They expressed favorable comments about the "definite consequence" nature of the project, and they felt that it was a needed option to the traditional alternatives. They also felt that there was no loss of control, because the youth continued to be on probation, and they had the discretion to take other actions as needed.

The staff members interviewed were divided on whether the program should continue to be for burglary offenders only or be expanded to include other

offenses¹. All staff were aware of the basic referral criteria for sending a youth to the project. A strength of the program appears to be that the probation staff was involved in the planning and implementation of the YCSP, and there was little suspicion or confusion about YCSP as has often been the case with other "new" programs. Most persons felt that there was adequate communication on the progress of boys in the project; however, some expressed the need for closer working relationships with the YCSP staff. Part of the difficulty in this area is the weekend nature of the project and the fact that most staff work outside of the Juvenile Court. However, through periodic joint planning sessions or meetings, more and closer relations might be established.

Within the overall context of the YCSP, it is the probation staff who have primary contact with the parents of youth referred to the project. Two suggestions relating to parent relations were mentioned. The first was a better definition of the program for the parents to assist them to understand exactly what will take place. The medical release form could be part of this information form, and it could be a "tear off at the dotted lines and return to the Court" type of form. Secondly, the 4:00 p.m. reporting time is sometimes a hardship for working parents; moving the time back should be considered in terms of impact on the project and any benefits to the parents.

Outside of the Juvenile Court operations, the directors of a number of other juvenile programs were contacted:

Center for Youth Services
Juvenile Parole Services
Alternative Services for Juveniles
Juvenile Parole Services - Learning Center

The general awareness of the YCSP's existence, operations, and target group by this group ranged from none to having been involved in the initial planning of the program. Those with some knowledge indicated that, based on publicity about the program, it was working well, and they were pleased that this community service approach was working.

¹ This concern is currently moot at this point due to other grant-funded programs either operating at the Court or about to be implemented. These programs, sponsored by the Department of Ecology and the Department of Housing and Urban Development, will be structured along the same community service concept and will include offenses other than burglary.

In terms of the YCSP's impact on their operations, the treatment programs of the above agencies were aimed at different groups, which were generally those youth with more serious problems or in need of more supervision than the YCSP. In the case of ASJ, its mission was basically evaluation and referral, with no treatment components, which eliminated any possibility of overlapping services.

Cost Effectiveness Analysis

The cost effectiveness analysis is usually reported in terms of the cost per client served, which is compared to the range of costs for other juvenile service programs. The first step in arriving at this calculation, however, is to determine exactly what the program costs are, and, in the case of the YCSP, this requires consideration of some dollar benefit assigned to the community service work accomplished. In these calculations, there is no correct answer, and a number of costing alternatives will be displayed and discussed.

The direct costs of the YCSP were as follows:

Personnel services (salaries and benefits)	\$40,340.00
Supplies (office supplies, food, small tools, maintenance supplies)	11,223.50
Other services and charges (evaluation, telephone and postage, transportation, insurance, and camp facilities)	15,852.50
Capital outlay (tools and equipment, books, and training materials)	<u>600.00</u>
	<u>\$68,016.00</u>

Ninety percent of the funds are provided by LEAA, with State and local matching of five percent each.

There are some indirect costs which involve no additional out-of-pocket expenses. These include office space, minimal amounts of administrator time for overseeing the YCSP, and probation staff time necessary to coordinate and refer clients. In similar situations, such costs are often taken

out by the parent agency at a fixed percentage of the overall grant. The Juvenile Court did not do this in the case of the YCSP, and therefore no dollar amounts will be assigned to this indirect cost area.

The time spent by volunteers who made presentations to the youth and public relations assistance by radio and television stations were not figured as program costs.

There are several factors which need to be considered in figuring the benefit side. This basically consists of the value of the community service work performed. However, it is only possible to estimate the amount of work which the County Parks and Recreation Department would have funded if YCSP labor had not been available.

Based on discussions with staff from the Parks and Recreation Department, it was determined that the type of work performed by the YCSP participants was definitely needed and would have been funded, although probably not within the current year. CETA employees are currently supervised by Department staff to perform some of the same types of jobs, and in some cases these employees worked at the same sites during the normal work week. Also, a quantity of scrap lumber was reclaimed from the tearing down of old buildings, and this saved the County direct dollars due to its use for building supplies which will not need to be purchased.

The operating assumptions for calculations are that the minimum wage (\$2.35 per hour) will be used for all community service hours worked, and that all work in County park and property areas will be included in the current year's calculation. The work for nonprofit organizations will not be included due to no assurance that such work would have been funded and little likelihood the County would have been involved. Out of the 10,105 hours worked, 8,404 hours will be used for benefit calculations.

Also, a dollar calculation will be made for the supervisor's time spent on the various field work assignments, which the Parks and Recreation Department would be expected to provide. Foremen are normally assigned at a ratio of one foreman to six workers, with a supervisor overseeing a number of groups. Starting foremen make \$1,027 per month, and group workers are calculated at \$805 per month, which will be used as the basis of an hourly contribution of three YCSP staff. This results in an hourly benefit rate of \$5.17 for supervision. There were a total of 129 days during the year when YCSP work was being performed, and this results in a dollar benefit of supervision of \$5,335 (1,032 hours times \$5.17 per hour).

The value of the approximately 15,000 board feet of scrap lumber was calculated at 1¢ per foot, which results in a savings of \$150.00.

The value of the community service work is:

Community service work (8,404 hours @ \$2.35)	\$19,749
Supervisory time (1,032 hours @ \$5.17)	5,335
Value of reclaimed lumber (15,000 board feet at 1¢ per foot)	<u>150</u>
	<u>\$25,234</u>

The cost per client calculations are based on 108 youth actually participating in the project.

The 1977 YCSP cost per client, based on two alternative calculations, is as follows:

COST PER CLIENT
OUT-OF-POCKET EXPENSES

\$68,016 ÷ 108 youths	<u>\$629.78</u>
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COST PER CLIENT
ECONOMIC BENEFITS INCLUDED

Direct costs	\$68,016
Less economic benefits	<u>25,234</u>
	<u>\$42,782</u>
\$42,782 ÷ 108 youths	<u>\$396.13</u>

Cost figures cited in the literature for other juvenile justice programs range from approximately \$150 to over \$1,200 per client¹. However,

¹ The cost figures are from a literature search of general juvenile diversion programs.

caution should be used when comparing such cost figures with the YCSP's costs due to the lack of information on the scope and intensity of services provided by these programs. The YCSP costs fall into the low end of this range, and the level of services of the YCSP is relatively intensive compared to referral and counseling-type projects.

Another factor to consider would be the project's costs if the YCSP had operated with a full complement of youth. This would reduce the costs per client by approximately twenty-five percent if the amount of economic benefit was held constant (it should in fact increase with more boys contributing).

A different way to analyze cost effectiveness is to look at the success of the program in diverting youth from future criminal involvement. The reduction in recidivism appears quite favorable, especially when compared with national averages of 50 to 60 percent repeat offenses. Based on the costs of institutionalization stated in the grant request (\$20,000 to \$25,000¹ per year for institutionalization of a youth), if the YCSP is successful in diverting only two to three youth from future criminal activities, the project would have more than paid for itself. This is a simplistic analysis, and there are many other factors involved, but this approach to cost analysis for innovative programs that appear to work should be noted.

Recidivism Statistics

A major goal of the YCSP was the reduction of recidivism for burglary offenders. The definition of recidivism contained in the original grant request was as follows:

"Behavior causing re-referral for the offense of burglary to the Snohomish County Juvenile Court of a youth who has been previously adjudicated delinquent for burglary."

Using this definition, three "control"² groups were constructed for comparison with the experimental or program group of YCSP youth. The 1975

¹ This estimate appears high based on national data, which is approximately \$12,000 per client.

² The "control" groups are not true control groups due to the infeasibility of random assignment; they are termed "control" groups for ease of understanding only.

and 1976 "control" groups are comprised of all male youth who were officially handled (i. e. , petition) for burglary or attempted burglary. These groups were selected by first reviewing the Court "stat" sheets, which are summaries of each youth handled by the Court. Then the master file cards of each target youth were reviewed to ensure that there in fact had been a petition filed for burglary and that it took place in the correct target year.

The 1977 "control" group was selected by a review of the 1977 "stat" sheets and a review of the detention records. All youth referred and/or detained for burglary were selected; the master file cards were then reviewed to ensure that a petition for burglary had been filed and that it took place in the correct target year (boys assigned to the YCSP were also separated from this year group).

Based on this screening process, some youths were dropped from "control" groups and others were placed in a previous year. It is suspected that not all eligible youth were placed in "control" groups due to the change of data on the "stat" sheets (e. g. , youth referred for theft and upon investigation the theft offense was changed to burglary, but not changed on the "stat" sheet) or misplacing/incomplete "stat" sheets (they are not numbered for control, thus lost sheets cannot be identified). However, adequate "control" groups were constructed for all three years.

While recidivism for burglaries was the primary concern, recidivism data for all offenses were gathered and reported, in the following categories:

Burglary - Includes officially and unofficially handled burglaries

Other petitions filed - Includes all petitions for offenses other than burglary

Other offenses - Includes all other offenses/contacts listed on the master file card (including traffic related) and from sampled law enforcement records, where no petition was involved

No recidivism - No other contacts

Overall recidivism rate - Includes all contacts listed above

For all groups being compared, the final records check was made a few days after the end of the first program year, January 31, 1978. Each record was individually checked, and all offenses/contacts were recorded by calendar quarter and year. The date of the offenses (rather than the petition date) determined the year and quarter to which each offense was assigned.

A repeat offense is defined as any offense/contact which occurs after the youth enters the program. The dropout group, which entered the program but did not complete their work assignments, is handled separately from the YCSP program group. In comparing the YCSP group with the "control" groups, only the repeat offenses occurring during their "control" year are reported. Recidivism statistics for the YCSP youth are available only for the first program year. This means that some youth processed through the YCSP early in 1977 have as much as eleven months of at-risk time subsequent to their initial offense qualifying them for entry into the YCSP, whereas the last youths processed have only a few days. To make fair comparisons among groups, the "same year" criterion for repeat offenses was also applied to the "control" groups 1. For example, if a youth committed a burglary in 1976 and was selected for the 1976 "control" group, only offenses after the initial burglary, but committed during the duration of 1976, would be recorded as recidivism 2.

A review of the records from the Snohomish County Sheriff's Office and the Everett Police Department was also conducted to locate offenses committed by youth who turned 18 years of age during a control or program year in question. If these offenses, including traffic, met the "same year" criterion, they were counted as recidivism.

This method of counting all offenses (status, delinquent, and traffic) and contacts is felt to be the most stringent interpretation of recidivism. It often includes situations where no arrest or conviction was completed, and where the person was a subject. Also, while burglary was the target offense of the YCSP, other offenses and contact rates are reported. This ensures that, if, for example, the YCSP was very effective and the juveniles began concentrating on some other type of crime, such a trend would be discovered.

The following table presents the recidivism statistics for the three "control" groups and the YCSP program group.

1 Some members of the 1975 and 1976 "control" group youth committed a number of offenses during their second and third years at risk; these data will be reported during the second-year evaluation when the YCSP group will also have a second at-risk year.

2 Although the YCSP program year actually covers the period February 1, 1977 to January 31, 1978, this comprises only 12 months, the same interval covered in the recidivism period for each of the comparison groups.

TABLE 1

Recidivism Category	1975 "Control" N=82		1976 "Control" N=91		1977 "Control" N=112		1977 YCSF N=94	
	Actual	Percent	Actual	Percent	Actual	Percent	Actual	Percent
Burglary	17(1)	20.7%	9	9.9%	16	14.2%	5	5.3%
Petitions	7	8.5	6	6.6	3	2.7	11	11.7
Other contacts	17	20.7	23	25.3	19	17.0	13	13.8
No further contacts	41	50.0	53	58.2	74	66.1	65	69.1
		99.9%		100.0%		100.0%		100.0%
Overall Recidivism Rate(2)		50.0%		41.8%		33.9%		30.9%
Number with previous offenses/contacts prior to entry into YCSF or selection for "control" group	44	53.7	62	68.1	57	50.9	52	54.7
Number of youth with multiple offenses(3)	13	15.9	18	19.8	20	17.9	12	12.6

(1) These figures represent the actual number of youth who had at least one offense/contact for the defined offenses with the year in question.

(2) Includes all offenses/contacts including burglary; indicates the percentage of boys who had at least one recidivism during the year in question.

(3) Indicates the number of youth who committed two or more offenses during the year in question.

Statistical tests were performed on selected recidivism rates. The most important comparison is the burglary rates, where the 1975 and 1977 "control" groups were both significantly different than the YCSF group at the .01 level¹. The 1976 "control" group was not significant. This means that there were significantly fewer boys in the YCSF group with a burglary

¹ For information on method used, see Social Statistics, Blalock, 1972, McGraw-Hill, Inc., page 228, "Difference of Proportions".

recidivism than is true for two of the three "control" groups, and that there is some question as to whether the third "control" group could be validly compared (see further discussion below).

Although there was a percentage decrease in the overall recidivism rate of the YCSP group (when compared to the three "control" groups), comparisons among the yearly overall recidivism rates indicated that only the 1975 "control" group was significantly different than the YCSP group.

Also, while the percentages showed decreases, there were no significant differences between any "control" groups with the YCSP group in terms of committing multiple offenses.

It should be noted in the comparisons between the various "control" groups and the YCSP group that the 1976 "control" group was significantly different (based on the number of offenses/contacts prior to placement in a group) at the .03 level. This provides some evidence that the 1976 "control" group should not be used for any comparisons with the YCSP group, whereas the 1975 and 1977 groups can be based on this statistical calculation.

One hypothesis is that, due to the 1976 group's higher number of youths with prior offenses/contacts and multiple offenses, more had been remanded to detention or jail. This would obviously reduce their ability to recidivate and would confound valid comparisons with the YCSP group.

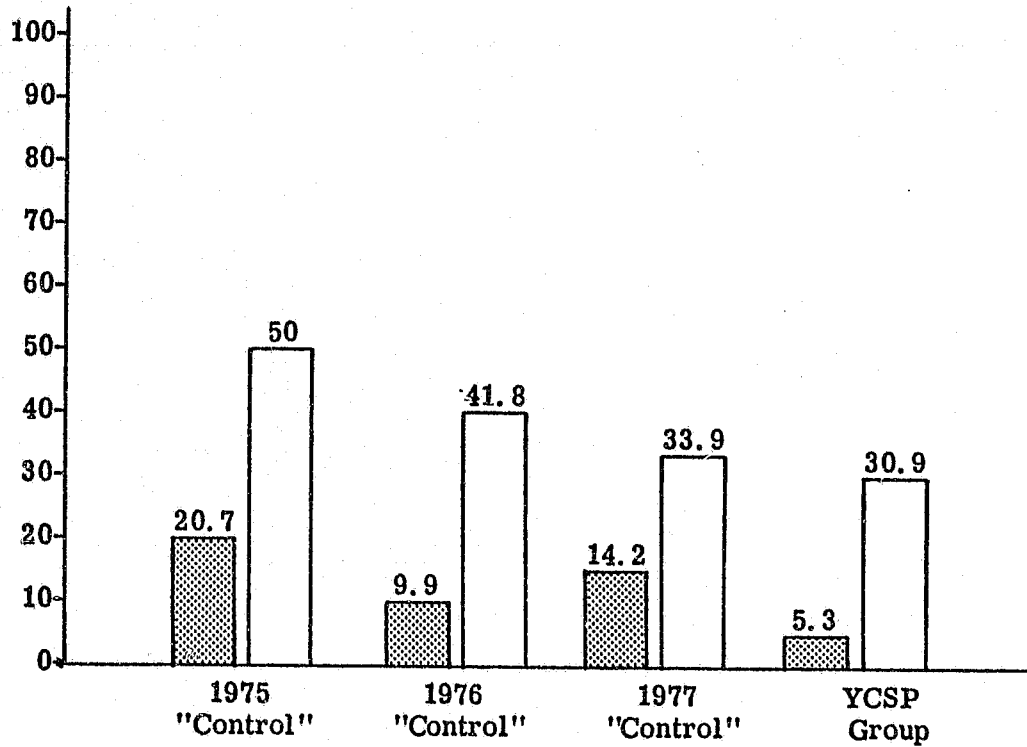
The YCSP's objective was to reduce "the number of re-referrals for the offense of burglary ... by 10 percent". This was interpreted to mean a reduction in the number of youth who committed a recidivism during similar at-risk periods (one year). To calculate a base from which to work, the mean for the three "control" group recidivism rates was found to be 14.9 percent¹. Applying the 10 percent objective to this base, the YCSP objective was to reduce recidivism by approximately 1.5 percentage points. The YCSP resulted in a reduction of 9.6 percentage points, which exceeded this objective by over six times.

The two most important statistics, burglary and overall recidivism rates, are displayed in Exhibit 2.

¹ The weighted average was found to be 14.7, approximately the same percentage.

EXHIBIT 2

Percent Recidivism



Burglary recidivism (unofficial and official)



Overall recidivism

This reduction in re-referrals occurred at a time when the rate of burglaries within Snohomish County was increasing slightly, and the number of referrals to the Juvenile Court (for all offenses) increased by approximately ten percent over 1976. These data serve to put the YCSP reduced recidivism in better perspective; the YCSP project youth were involved in fewer repeat offenses while the overall County burglary rate and referrals for all offenses to the Juvenile Court had increased. Accordingly, the reduced YCSP recidivism does not appear to be associated with any overall Countywide downward trends in criminal activity, but rather this indicates that the reductions in burglary recidivism can be at least partially associated with the YCSP (see Appendix C for this comparison data).

Also, since the records of only two law enforcement agencies within the County were screened (due to budget limitations), the recidivism rates for the 1975 and 1976 "control" groups might be understated. This is probably not the case with the YCSP group, due to the fact that the program youth and their activities received close attention, and periodically a list of all boys in the program was sent to all law enforcement agencies (making it more likely that they would report other offenses).

Based on this additional data, the success of the YCSP in terms of reduction of burglary recidivism for the boys they handled appears even more favorable. This finding should be tempered by the fact that a quasi-experimental design was used, and that causality cannot be implied with this methodology.

As stated in the section describing the YCSP and dropout groups, the dropouts tended to be older. While this seemed to indicate the need for a policy change (i. e., screen older referrals more closely prior to entry into the YCSP), the recidivism data does not support this implication. Recidivism by age was analyzed for the program group, with the following results:

<u>Age</u>	<u>Percentage Who Recidivated N=29</u>	<u>Percentage Who Did Not Recidivate N=65</u>
14	21.4%	17.9%
15	42.9	34.3
16	21.4	20.9
17	14.3	25.4
18		1.5
	<u>100.0%</u>	<u>100.0%</u>

There is no significant difference or trends in the propensity to recidivate across age of the YCSP youth. If the older youth tended to be more likely to drop out, one might assume that they would also be more likely to

recidivate. This was not the case. Accordingly, this data does not support any policy change for restricting older youth from the project.

Dropout Group Statistics

Fourteen of the youth were categorized as dropouts, which is defined as all youth who did not complete the project for whatever reason. In practice, most dropouts were terminated by project staff for some infraction of the project rules, but not necessarily an offense per se. Only two of the fourteen dropouts committed a status or delinquent offense which caused their termination from the project. However, of the fourteen dropouts, five (or 36 percent) recidivated.

Of the fourteen dropouts, twelve served detention/jail assignments (one is scheduled but has not actually begun serving time as of the date of this report). The remaining two youth were referred to hospitals for extensive psychological evaluations.

CHAPTER V

RECOMMENDATIONS

V. RECOMMENDATIONS

This chapter contains recommendations based on the findings and conclusions presented in the previous chapters. The recommendations are grouped into the following major areas:

Service Delivery

Program Administration

Cost Effectiveness

Service Delivery

The YCSP Director and Juvenile Court staff should develop procedures to promote closer working relationships.

A major concern during the first year's operation was the lack of a full complement of youth. Although there is now a waiting list of youth for entry into the YCSP, some formal arrangement (e. g. , periodic status meeting of probation officers or supervisors) should be instituted. Another benefit of such a procedure would be increased communications among YCSP and probation staff. While coordination and communication was considered as adequate during the first year of operations, a number of probation staff indicated the desire to become more familiar with YCSP staff and operations.

The orientation of the vocational counseling program area should be reevaluated.

While community volunteers provided presentations concerning vocational opportunities, there is some evidence that it was not geared to the needs of these youth. Speakers should be identified in trades which these boys aspire to and have a chance of achieving. The counseling might also include job-finding skills such as job application preparation and behavior and dress for job interviews.

Funds should be designated for staff training.

While performing the group worker/supervisory duties associated with the program, the staff often faces situations when counseling skills are needed (even though not formally a part of the YCSP). To assist staff members in the handling of such situations, an ongoing staff training program is recommended. Such a program might be expected to acquaint and/or update the staff with current ideas about juvenile delinquencies and/or other problem situations and, at a minimum, equip them with basic skills needed to identify youth in need of more intensive aid. Such cases could then be referred, in coordination with the probation officers, to other agencies for assistance.

The Friday afternoon pick-up time should be reviewed.

Interviews with Juvenile Court staff indicated that it was often difficult for working parents to deliver their children to the Court (for bus transportation to the work site) by 4:00 P. M. The YCSP Director and/or staff might consider moving this time back, determining any adverse impact to the Friday night YCSP activities schedule.

The discretionary involvement of the probation officers should remain part of the project.

The professional judgment of the probation officers is the determining factor for assignment of a youth to the YCSP, which appears to be a viable option within the Juvenile Court. Participation in the YCSP is structured as part of the boy's probation, and this affords more control and flexibility to meet each individual's situational needs.

Program Administration

The YCSP Youth Graphic Rating Scale performance review form should be redesigned.

The current form is not consistent in the scales used for rating the youth on various factors, and the rating categories are not well defined. Also, making judgments about the boys' personalities is not appropriate. The form is currently being reviewed by the Acting Director, and this action is strongly recommended.

The YCSP staff should review the information/orientation packet provided to YCSP parents.

There is some feedback that parents, while they like the YCSP, are somewhat confused about its scope and operations. The staff should consider revising the information sheets provided to the parents of youth assigned to the YCSP.

Formal guidelines on severity of work assignments should be prepared.

In order to ensure consistent and fair consequences for YCSP participants, formal written guidelines should be prepared and made available to all appropriate Court personnel. The YCSP Director currently has a general concept of how the severity of the burglary offense should be matched with the length of the work assignments (e. g. , either five, ten, or fifteen week-ends). However, probation officers and the Superior Court Judge assigned to the Juvenile Court also need to be aware of these guidelines. The need for written guidelines is especially important if pro tempore judges are assigned to Juvenile Court duty.

The case management approach should be adopted for youth assigned to the YCSP.

The probation staff and the YCSP staff work together and share responsibility for the youth assigned to the project. While this arrangement has worked fairly well during the first year and some case management responsibility was assumed, there is the possibility of losing track of a juvenile in the process. For example, if a youth drops out of the YCSP, there needs to be some mechanism to ensure that the detention time is actually served; there was some question as to whether the complete and correct detention time was served by all dropouts during 1977. If the case management approach is formally adopted, responsibility for the youth assigned to the YCSP will be clearly defined, and the child's status can be properly monitored through his Juvenile Court involvement.

Specific records of field operations should be maintained.

While the record system is adequate, specific data on the number of youth participating in field operations, to include meals served and lodging expenses, should be maintained for audit needs. The "Record of Meals Served and Population Chart" used in Court detention for each youth might serve as a model for this procedure.

Formal guidelines should be developed for termination of a youth from the YCSP.

Specific and written guidelines should be developed concerning what constitutes a program infraction and/or status or delinquent offenses which warrant termination from the YCSP. This will ensure that all juvenile participants, parents, and Juvenile Court staff are aware of the project rules and regulations, and that the termination process is consistently applied.

Cost Effectiveness

The use of part-time staff should be continued.

The use of part-time staff is very appropriate based on the structure of this program, is cost effective, and should be continued.

An alternative to this recommendation is, with the implementation of additional community service-type projects, to share staff resources among the projects as needed. The feasibility of this suggestion will depend on the skills needed for staff in the various programs.

The community service approach to restitution provides benefits to the community and should be continued.

The YCSP Director and staff arranged for work assignments which met the project's needs and provided needed and beneficial service to the community in general. This concept enhances the overall value of diversion programs and reduces the actual out-of-pocket expenditures in the parks and recreation area. This program model is already being adopted for other diversion projects about to be implemented within the Juvenile Court.

The position of Project Director, and its full-time status, should be reevaluated.

A full-time Project Director was needed during the YCSP implementation and startup activities. However, a full-time Director is not needed now that the YCSP is operating smoothly. The Court administration is considering combining the Field Work Supervisor (Foreman) and Director positions, and this appears to be an excellent idea, with one qualification. The combination of these two positions raises questions about too much authority being vested in one person; this is critical with respect to the determination of youth being dropped for cause from the YCSP. Their

-due process" rights cannot be overlooked, and with no available appeal process to the Project Director (if the positions are combined), this is a concern. One possible solution is to incorporate this review process into the case management approach suggested in another recommendation.

APPENDIX A

YCSP FORMS AND DOCUMENTATION

A. YCSP FORMS AND DOCUMENTATION

This appendix contains project materials referenced in the report, including:

- Memo on criteria for referral of youth to the YCSP
- YCSP referral form
- Information sheets for parents and youth:
 - general information
 - general rules
 - consequences for failure to comply

M E M O

TO: Probation Officer Supervisors and staff
FROM: YOUTH Community Service Project
SUBJECT: Criteria for Referral

The criteria for entry into the burglary project has been temporarily established with the important role played by the Probation Officers in mind. Their professionalism exhibited by recommendation of youth to the project will have an overall affect on the project's potential success. To assist them we have listed the basic criteria for referral below:

Criteria for Referral

- A. Age and sex - all referrals should be male and age 14 or over at the time of project entry.
- B. First referral to the court for offense of burglary and not previously adjudicated a delinquent child. This requires a petition and court hearing.
- C. Dependent or dependent/incorrigible, re-referral for burglary.
- D. An adjudicated delinquent child, re-referral for burglary. (First burglary charge).
- E. An adjudicated delinquent child, re-referral for second or third burglary charge. (Must have director's approval. Let's talk about him).

Please feel free to contact Project Director for additional information as needed.

Youth Community Service Project

Referral

FILE NO, _____

PROBATION OFFICER _____

NAME _____ ADDRESS _____

D.O.B. _____ PHONE _____

PARENT'S NAME _____ ADDRESS _____ PHONE _____

PARENT'S NAME _____ ADDRESS _____ PHONE _____

DATE OF HEARING _____ WEEKENDS ORDERED _____

NO. BURGLARIES _____ LAST SCHOOL ATTENDED _____

MEDICAL PROBLEMS _____

DOCTOR'S NAME AND ADDRESS _____ PHONE _____

MEDICAL CONSENT ON FILE _____ (yes) _____ (no)

INSURANCE COMPANY AND POLICY NUMBER IF ANY _____

BACKGROUND INFORMATION (Include, but not limited to, summary of family situation, child's attitude, court history, officer's impression of (a) total situation, (b) officer's expectation of progress, (c) goals (program and probationary)).

YOUTH Community Service Project

General information for Parents and Juveniles

Youth ordered by court to the "Youth Community Service Project" are required to report to the Charles R. Denney Youth Center, 2801-10th Street, Everett, Washington each Friday afternoon by 4:00 p.m. for transportation to approved work camp site. Youth will be returned to same center by 4:30 p.m. the following Sunday afternoon. Transportation from the center to their home must be arranged by their parents. Additional information about the program is listed below:

- 1) Q - Where will the youth be living?
A - While working in the program, the youth will stay in approved camp sites; from March to June: "Camp Killoqua", located on Crabapple Lake, 15 miles northwest of Everett. From June to December: "Camp Volusuci" located one mile north of Sultan.
- 2) Q - What type of work will the youth be doing and where?
A - The youth assigned to this program will work on projects, under staff supervision in county and state parks.
- 3) Q - How long will each youth participate in the program?
A - The length of time is determined by the court giving the commencement date and total period.
- 4) Q - What if the youth fails in the program?
A - Should the youth fail in any way in the program, he is brought immediately to the detention facility and/or court for further disposition.
- 5) Q - May friends and/or family contact youth while on work projects?
A - Only in the case of extreme emergency, as determined by Project Staff.
- 6) Q - Is it all work and no play?
A - Don't misunderstand, this is a work program; however, designated periods have been scheduled for supervised activities and vocational counseling.
- 7) Q - What should the youth have with them when they report each Friday night at 4:00 p.m.?
A - Youth should provide the following:
 - a) Laundry bag or sack for soiled clothing.
 - b) Toothbrush and toothpaste, and towel.
 - c) Combs, brushes, etc.
 - d) Boots or heavy duty shoes
 - e) Two pair of socks, shorts, T-shirts
 - f) One change of clothing
 - g) Jacket or coat adequate for weather
 - h) Sleeping bag (if available)
 - i) Sack or hand bag for above items.

Additional questions about the program will be answered by contacting Project Staff at 259-0031.

RL/lap

RULES FOR YOUTH COMMUNITY SERVICE PROJECT

General Rules for Camp Program

1. No youth assigned to this program will leave the base camp for any reason without the prior permission of the staff,
2. Mingling or visitation with persons other than those in the project group is prohibited.
3. The possession of any drug or alcoholic beverages while in the program will be cause for immediate removal from the program and placement in either the youth center or county jail,
4. Horseplay is prohibited.
5. The use of foul language will not be tolerated.
6. Possession of knives will not be allowed.
7. Fighting is not allowed and may result in extra duties or removal from the program and placement in the youth center or county jail.
8. Failure to perform by work standards of the program may result in removal from the program.
9. A consistently poor attitude which is judged to be detrimental to the program's effectiveness may result in removal from the program.
10. Vehicles used in the program may not be operated by youths in the program.
11. No telephone calls will be made or received by any youth unless it is an emergency as determined by the staff.
12. No visits by friends or family will be allowed without prior permission of the crew foreman.

YOUTH Community Service Project

"Consequences for failure to comply with court order"

Consequences:

If the juvenile:

1) Refuses the program

Time: He will spend $1\frac{1}{2}$ the assigned time in detention (restricted to no activities) if under 16 years of age. If 16 years or older, he will spend $1\frac{1}{2}$ the assigned time in the juvenile section of the county jail. The parents will be assessed costs on their ability to pay but in all cases not less than \$1.50 per day nor more than \$15.00 per day.

2) If in program and fails

Time: He will spend the remainder of the ordered assigned time as above, $1\frac{1}{2}$ times in jail/detention.

3) Failure to show for Jail/Detention

Result: Immediate order for pick-up, then reassessed by Probation Officer in terms of length of stay in jail or detention after pick-up, but the time would be no less than the weekends or days missed.

4) In Jail/Detention because initially refused program and decides he would prefer work camp

Time: He will complete the full assigned time as ordered.

APPENDIX B

EVALUATION PLAN SUMMARY CHART

B. EVALUATION PLAN SUMMARY CHART

This appendix contains the Evaluation Plan Summary Chart, which was prepared at the onset of the evaluation. It outlines the various evaluation activities conducted throughout the project.

EVALUATION PLAN SUMMARY CHART

YOUTH COMMUNITY SERVICE PROJECT

Component/ Objective	Activity	Baseline Data	Data Collection Instrument/ Approach	Data Collection Date	Person/Group Responsible for Data Collection	Type of Analysis	Date for Completion of Analysis
I. Review Referral Process	1. Review process and criteria for identification and selection/referral of clients for programs	1977 Data	Personal interviews; review written criteria	May 77	CMG	Descriptive	Jul 77
	2. Review options for treatment of target group	1977 Data	Personal/telephone interviews	April-May 77	CMG	Descriptive review	Jul 77
	3. Literature review	NA	Review of literature concerning similar programs	April-May 77	CMG	Descriptive review	Jul 77
II. Review of Program Operations	1. Review project objectives, components, and methods of operation	1977 Data	Interviews, review of program materials	April-May 77	CMG	Descriptive review	Jul 77
	2. Prepare data collection plan; design forms and questionnaires	NA	Review of program and juvenile court data	May 77	CMG	Evaluative requirements	Apr 77
	3. Review qualifications of staff	1977 Data	Review program materials/interviews	Ongoing	CMG/YCSP staff	Descriptive review	Apr 77
	4. Review staff utilization	1977 Data	Review program records, admin. vs. direct service	Ongoing	CMG	Descriptive review	Jan 78
	5. Review use of available resources	1977 Data	Review program materials	Ongoing	CMG/YCSP Director	Descriptive review	Jan 78

EVALUATION PLAN SUMMARY CHART (continued)

YOUTH COMMUNITY SERVICE PROJECT

Component/ Objective	Activity	Baseline Data	Data Collection Instrument/ Approach	Data Collection Date	Person/Group Responsible for Data Collection	Type of Analysis	Date for Completion of Analysis
II. (continued)	6. Review recordkeeping and reporting procedures (to Juvenile Court staff)	NA	Review program forms/ interviews with Juvenile Court staff	Ongoing	CMG/YCSP Director	Descriptive review	Jan 78
	7. Review work and counseling intervention activities	1977 Data	Review program materials/ on-site visits	Ongoing	CMG/YCSP staff	Descriptive review	Jan 78
III. Program Effectiveness	1. Impact on Countywide juvenile justice system	1977 Data	Personal/telephone inter- views	Ongoing	CMG	Descriptive review	Jan 78
	2. Identification of comparison group	1975-76 Data	Review of Juvenile Court records	April- May 77	CMG/Juvenile Court staff	Comparison data	Jul 77
	3. Collect pre/post delinquency data	1975-76-77 Data	Review of Juvenile Court records	April- May 77	CMG/YCSP staff/Juvenile Court staff	Comparison data	Jul 77
	4. Collect recidivism and baseline data	1977 Data	Review of Juvenile Court records	Ongoing	CMG/YCSP staff	Comparison data	Jan 78
	5. Determine recidivism rate for YCSP	1977 Data	Review evaluation project records	Jan 78	CMG	Statistical comparison	Jan 78
	6. Determine deterrent impact of program	1977 Data	Interviews/questionnaire	Ongoing	CMG	Descriptive	Jan 78

EVALUATION PLAN SUMMARY CHART (continued)

YOUTH COMMUNITY SERVICE PROJECT

Component/ Objective	Activity	Baseline Data	Data Collection Instrument/ Approach	Data Collection Date	Person/Group Responsible for Data Collection	Type of Analysis	Date for Completion of Analysis
IV. Cost Effectiveness	1. Collect program cost and client data	1977 Data	Program records and budget	Jan 78	CMG	Cost effective analysis	Jan 78
	2. Determine program benefits	1977 Data	Program records on work projects	Jan 78	CMG/YCSP staff	Cost benefit analysis	Jan 78
	3. Determine cost effective ratios	1977 Data	Program budget and client information	Jan 78	CMG	Cost effective-ness measure	Jan 78
V. Project Reporting	1. Prepare interim report	1977 Data	Review of project activities to date	Jul 77	CMG	Descriptive report	Jul 77
	2. Prepare final report	1977 Data	Review of all project activities	Jan 78	CMG	Evaluative and descriptive report	Jan 78

APPENDIX C

OVERALL SNOHOMISH COUNTY BURGLARY RATE AND
REFERRALS TO JUVENILE COURT

C. OVERALL SNOHOMISH COUNTY BURGLARY RATE AND REFERRALS TO JUVENILE COURT

This appendix contains data gathered from the Snohomish County Law and Justice Planning Office and the Juvenile Court. This data is intended to provide a rough picture of the overall rates and/or trends of criminal activity within the County for the program year (1977). This aids in the analysis of the recidivism rates achieved by the YCSP group.

In order to assist with the interpretation of any changes in the juvenile burglary recidivism rates connected with the YCSP, the overall burglary rate and the number of youth referred to the Court were recorded for the past few years.

Based on the 1978 Law and Justice Comprehensive Plan for Snohomish County, the number of burglaries is as follows:

<u>Year</u>	<u>Burglaries</u>
1972	3,889
1973	3,930
1974	4,920
1975	4,620
1976	4,824

This was a 4.4 percent increase. The 1977 data is not yet complete, but the estimated change is an increase of approximately 5 to 6 percent over the 1976 level.

Based on the 1975 and 1976 Annual Reports of the Juvenile Court, the Law and Justice Comprehensive Plan, and recently developed statistics, the youth referrals to the Court are as follows:

TOTAL YOUTH REFERRED FOR BURGLARY

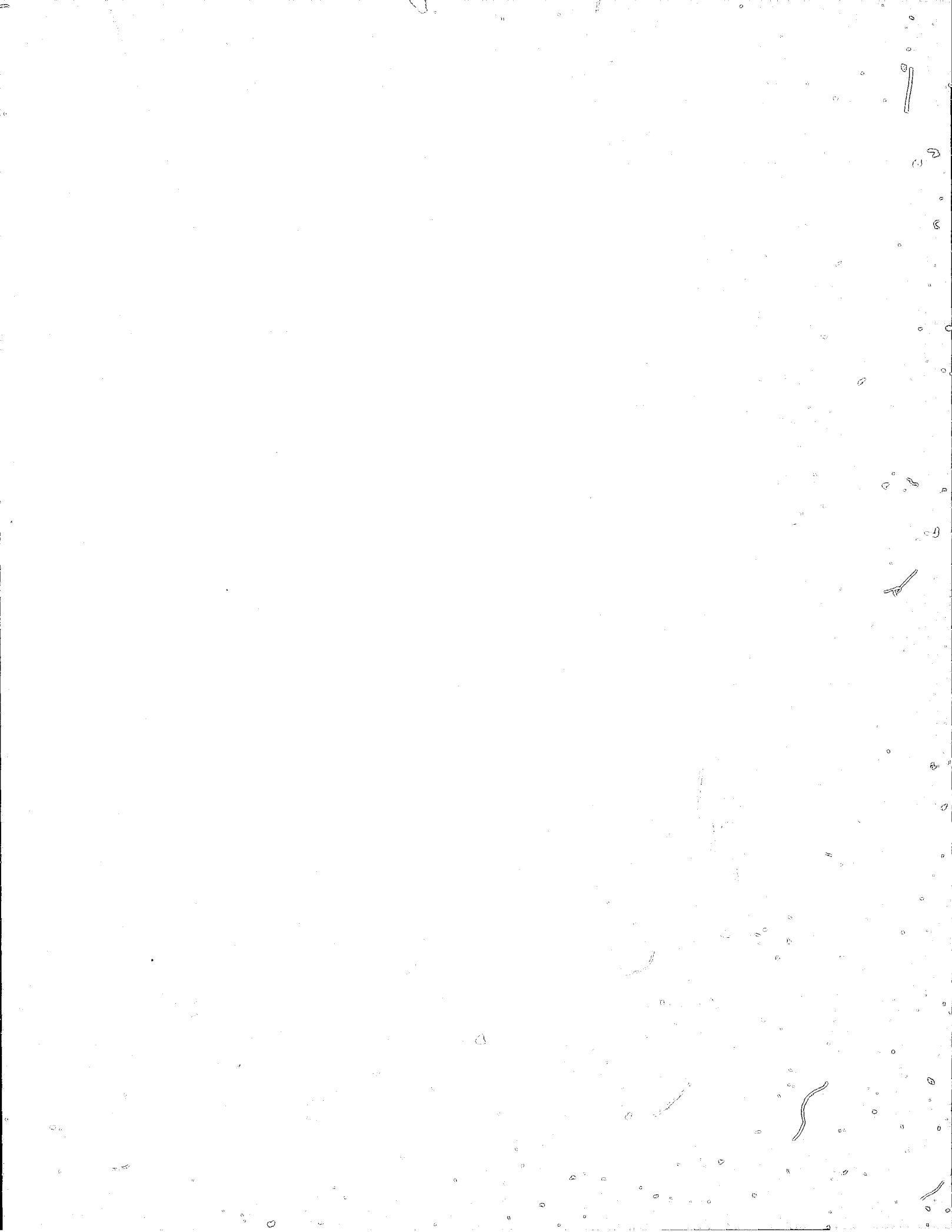
<u>Year</u>	<u>Number/ Year</u>	<u>% Change Year to Year</u>
1973	426	
1974	451	+6%
1975	471	+4
1976	505	+7
1977	477	-6

BREAKOUT, BY SEX, AND BY
OFFICIAL AND UNOFFICIAL STATUS
(Burglary Offenses)

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Officially Handled:			
1975	249	8	257
1976	245	7	252
1977	279	21	300
Unofficially Handled:			
1975	195	19	214
1976	234	19	253
1977	158	19	177

TOTAL JUVENILE COURT REFERRALS
FOR ALL OFFENSES

<u>Year</u>	<u>Number</u>	<u>% Change</u>
1975	5,125	
1976	4,630	-10%
1977	5,080	+10%



END