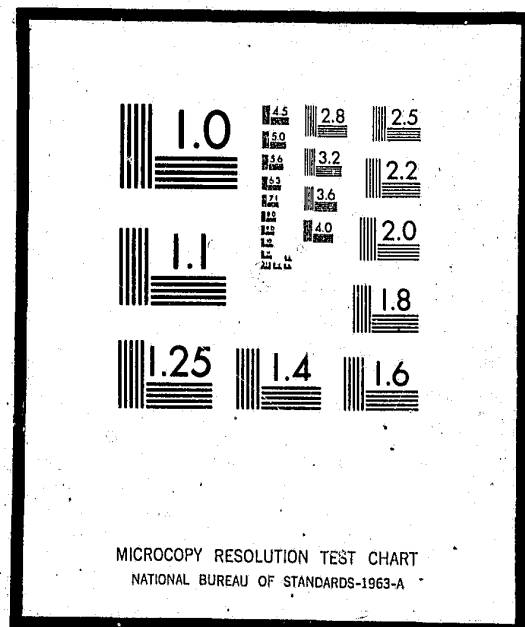


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

2/11/76

State of Washington
CRIMINAL JUSTICE PROGRAM EVALUATION
VOLUME I
SUMMARY PERFORMANCE ASSESSMENT
1969-1972

Planning and Community Affairs Agency
Law and Justice Planning Office

ZARING CORPORATION



19467

Evaluation

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STATE OF WASHINGTON
CRIMINAL JUSTICE PROGRAM EVALUATION)

VOLUME I
SUMMARY PERFORMANCE ASSESSMENT
1969 - 1972

Planning and Community Affairs Agency
Law and Justice Planning Office

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FOREWORD

In performing a comprehensive evaluation on a complex program, the consultant must optimize the study approach to assure a maximum degree of performance within the limits of available time and resources. It must be recognized, at the outset, that all elements of the program are not equal from the standpoint of their real and potential contribution to the ultimate desired system. The probability of success in analysis can be measurably increased through concentration on the items of significance. This, Zaring has tried to do.

It can also be said that there is never too much data available for the evaluator; and that is certainly true of most programs of this magnitude. However, analysis can be accomplished at various levels, and the strata selected must be relatively equitable to the depth of available authentic information. The reader is therefore urged to keep in mind, as he reviews the evaluative outputs of this study, that the concern of these analytical findings is centered about the major components, thrusts and accomplishments of the Criminal Justice Program. No attempt has been made to duplicate, or simulate the detailed techniques used in audits and similar functional operations. In many instances, subjective judgments have been made by the evaluators supported by logic, experience and specific types of expertise.

During the course of performing this evaluation of the Criminal Justice Program, the consultant was provided with all requested information available from the Law and Justice Planning Office and received a very cooperative response from the majority of those

project directors contacted through the field survey. In terms of the acquisition of information, the evaluators owe them much; and that debt is gratefully acknowledged.

In the many steps of analysis required to accomplish this study, the consultant has continuously maintained a technical posture directed toward an unbiased consideration of the relative value and contribution of the various program components. The final evaluative conclusions and findings stated in this report are Zaring's alone.

TABLE OF CONTENTS

1.0	Introduction.	1
1.1	Criminal Justice Program Background and History.	1
1.2	Study Goals and Objectives	3
1.3	Evaluation Scope	3
1.4	Document Content	4
2.0	Program Evaluative Summary.	5
3.0	Recommendations for Future Action	9
4.0	Functional Discipline Evaluative Summaries.	12
4.1	Law Enforcement.	14
4.2	Adjudications.	22
4.3	Corrections.	29
4.4	Youth and Delinquency.	37
4.5	Inter-Disciplinary	44
5.0	Analysis of Program Administrative Functions and Processes	53
5.1	The Planning Process: Significance, Creditability and Emphasis	54
5.2	Program Operations: Internal Functions and the Administrative Interface	56
5.3	Records and Information: Administrative and Technical Requirements	61
5.4	The Administrative Structure: Major Organizational Components.	63
6.0	Critique of Existing Program Targets and Goals.	65
	Attachments:	
A.	State of Washington Official Regions	75
B.	Allocation/Grant Award Summary	76

TABLE OF CONTENTS (Continued)

C. Grant Award Summary by Functional Discipline. . .	77
D. Grant Award Summary and Comparative Statistics by Region.	78
E. Grant Award Summary by High Crime Area.	79
F. Comparative Grant Award Distributions	80

1.0

INTRODUCTION

INTRODUCTION

1.1 CRIMINAL JUSTICE PROGRAM BACKGROUND AND HISTORY

Historical perspective is an important consideration in the accomplishment and presentation of multi-year evaluations of on-going programs. The program for the improvement of law enforcement and the administration of justice has now been operational in the State of Washington for more than three years.

The executive order which established the Governor's Committee on Law and Justice and specifically designated the Planning and Community Affairs Agency as the central planning organization was signed on December 19, 1968. The Law and Justice Planning Office, an organizational element of that agency, became responsible for both the direct administration and the provision of staff support to the Governor's Committee.

An initial planning grant application was submitted in December 1968 and was subsequently awarded during January 1969. By the time the first Comprehensive Plan was implemented in May of 1969, sixty-five percent of the planning funds had been allocated for use in local and regional planning. As a result, the Washington State planning effort has had a strong regional and de-centralized flavor from the beginning.

The initial 1969 State Plan submittal contained many of the basic elements of subsequent plans and was based on five major components:

- Training
- Public education
- Youth and delinquency programs
- Improvement of police communications in rural areas
- Establishment and improvement of local/regional correction and detection facilities and services

The basic difference between this original plan and later versions lay in the area of adjudications which was excluded from the first submittal.

The 1969 Plan was not, in fact, directly implemented in the submitted form. A program revision more consistent with the following 1970 Plan was developed, and it was this second version that actually governed the first year of operation.

The second formal plan submittal, covering the time period of July 1969 through December 1970, was made in May of 1970. The 1970 Plan maintained the direction previously established in 1969, but was expanded to incorporate all of the Federally designed program functions. A full array of Program Areas (thirty in total) were conceived and directed toward:

- Improvement of the total law enforcement system including training and improved personnel practices
- Prevention of crime and delinquency
- Apprehension of offenders
- Processing of offenders
- Corrections and rehabilitation

There was little change in the program plan content for the State of Washington between 1970 and 1972. However, the 1972 Plan was restructured to provide a consistent alignment with the recognized LEAA functional categories of:

- Upgrading law enforcement personnel
- Prevention of crime
- Prevention and control of juvenile delinquency
- Improvement of detection and apprehension
- Improvement of prosecutor and court activities and law reforms
- Increased effectiveness in corrections and rehabilitation
- Reduction of organized crime
- Prevention and control of riots and civil disorders

- Improvement of community relations
- Research and development

In summary, the State Comprehensive Plan was first implemented in 1969, was more completely defined in 1970 and has remained relatively intact with only minor variations through the 1971 and 1972 periods.

1.2 STUDY GOALS AND OBJECTIVES

The objectives of this phase of the evaluation study are designated by the following statements:

- To perform a comprehensive evaluation of the Criminal Justice Program, as administered by the Law and Justice Planning Office, covering the period from Program inception in 1969 through the present.
- To review and analyze the existing target and goal structure that serves as a basis for the State's Comprehensive Plan for Law Enforcement and the Improvement of Justice.

The document series listed below has been prepared by the consultant to describe all aspects and findings pertaining to this State of Washington program evaluation.

- Summary Performance Assessment (Volume I)
- Evaluation Survey of Program Areas (Volume II)
- Evaluation Methodology and Study Approach (Volume III)

1.3 EVALUATION SCOPE

The evaluative coverage demanded by this study spanned the more than three years of Criminal Justice Program operation (1969 through March 1972) and encompassed 94 Program Areas (41 unique) and 350 subordinate projects.

A secondary evaluation was also made of those critical administrative processes directly involved in the formulation and the operation of the State of Washington Criminal Justice Program. In response to the original study parameters outlined by the Law and Justice Planning Office, the consultant also analyzed the existing structure of Crime Targets and System Goals established for the purpose of governing and providing direction to this program.

1.4 DOCUMENT CONTENT

This document (Volume I) has been developed to provide a summary evaluation of the State of Washington Criminal Justice Program. Supporting reports covering the individual Program Area evaluations and the methodology used to accomplish this study have been referenced in the preceding topic.

In the following text of this report, the initial section is devoted to providing a summary evaluation of the total Criminal Justice Program. This valuation of historical performance is immediately followed by recommendations for future program actions.

A further breakdown of the program is then presented through individual evaluations of each functional discipline. Because of the diversity and scope of a number of the Program Areas, these disciplines were isolated to provide greater clarity to the analysis of program results. To facilitate the Program Area summary and identification process, the consultant has taken the liberty of adding the grouping "Inter-disciplinary" to the traditionally recognized disciplines of law enforcement, adjudications, corrections, and youth and delinquency.

Next, an evaluation is made of selected administrative processes and procedures governing this program. Here, the consultant has attempted to consider the external viewpoints of the project resource agencies regarding this program and to examine the working mechanisms of the administrative functions.

The final document section analyzes the existing structure of Crime Targets and System Goals. This review is supplemented with an abbreviated procedural outline which recommends a means of developing and maintaining the program target/goal structure in the most effective configuration.

2.0

PROGRAM EVALUATIVE SUMMARY

PROGRAM EVALUATIVE SUMMARY

Despite the inherent complexity and numerous components of the Criminal Justice Program, it is necessary that a single composite evaluation rating be provided. While the evaluation focus has been centered on program content and accomplishments, the scope of the analysis has been extended to include significant complementary administrative functions and operations. The study design has enabled the evaluators to examine the planning, operational and control phases of this program.

Individual assessments were first made of each unique Program Area. These elements were then summarized and evaluated at the functional discipline level. This process established a progressive series of ratings that could be brought forward for the purpose of assessing the Criminal Justice Program in its totality. A key measurement in this evaluation was the comparison of indicated accomplishments against the documented Criminal Justice System plans.

In general, the annual program plans have been comprehensive and relatively innovative in their conception. However, little advancement, in terms of program content, has been made beyond the 1970 Plan which provided thorough coverage of the Criminal Justice System requirements.

Actual accomplishments, to date, have been somewhat narrower in scope than the parameters established by the plans; but what the program has undertaken, it has done well. The deviation between the plans and the actual project coverage has resulted in the omission of some important elements such as research-oriented activities. This has had the effect of over-balancing the program in the direction of traditional projects.

More specifically, the evaluators judge the program to be innovative and comprehensive with respect to the plan, but less so in terms of actual accomplishments. All things considered, however,

the variance at this point of status is not so great that it detracts significantly from the assessed performance of this program.

In summary, the evaluators have assigned a rating of good to the State of Washington Criminal Justice Program based on its demonstrated overall level of performance to date. The major program content and thrusts are established and positive momentum has been achieved. Considerable improvement in certain operational aspects of the program have also been evidenced in the latter years covered by this study.

However, the above valuation of this program is not without its qualifications. In order to place the evaluation results in clear perspective, a series of summation statements have been prepared: the first listing describes the program's demonstrated positive attributes while the second identifies observed deficiencies.

Program Attributes:

- The administration and operation of this program has been accomplished with a high level of integrity and dedication to the task at hand. Every opportunity has been provided for the acceptance of concepts and expressions from all involved spheres of the Criminal Justice System. The plan development process has encouraged heavy participation from all functional disciplines and demonstrated a reasonably high degree of innovation in disciplinary concepts.
- From the outset, this program has maintained a high velocity of project development and implementation. Good correlation has been maintained between the needs and problems expressed on a State-wide basis and the responsive development of Program Areas and Projects.
- Good balance among the functional disciplines has been achieved in both program planning and project implementation. Further, the need for interdisciplinary communication and functional cooperation has been clearly recognized.
- Significant program operational improvements in some areas have been demonstrated in the more than three year span covered by this evaluation; specifically, in certain planning functions, project application

guidelines, Regional Planning network development and operational procedures/interface with resource individuals/agencies.

- The program has been well-oriented toward the dimensions of high crime, geographic and functional discipline requirements. The major thrusts and areas of coverage under the Criminal Justice Program are comprehensive and sensitive to the needs of the system.
- Based on project survey results, a good level of operational interface has been established between the central planning office and the program applicant resources.

Program Deficiencies:

- The most significant problem is the lack of authentic and useful data that should be generated through the accomplishments of this program. The net effect of this deficiency is crippling. It has retarded the monitoring and evaluation processes significantly, reduced the dissemination of technical program information to a trickle and has made target/goal measurement a virtual impossibility.
- Insufficient emphasis has been placed on research and evaluation projects. In many instances, plan development appears to stem from subjective experience rather than from a solidly grounded research data base. In addition, many Program Areas have yet to demonstrate either success or failure with the result that some basic concepts have been funded through a series of projects prior to a value determination of the approach. In other cases, funds have been expended on short-term manpower which temporarily augments the system but does not hold the promise of long-term benefits to the program.
- Program Areas are not adequately descriptive or clear. Currently, there are indications of a lack of planning within the confines of some Program Areas. This may result from a possible tendency to base projects on felt needs rather than validated needs and problems. Some concern should also be felt over a possible movement towards program obsolescence; this trend can conceivably result from an excess of Program Area repetition (with minimal upgrading) and constricting lists of needs/problems.
- The program administrative processes and systems cannot be termed totally adequate: there are deficiencies in information handling procedures and in committee and planning office operating guidelines. In addition,

significant operational improvements have not materialized in the project acceptance/rejection process or the monitoring (although this task is now being emphasized) and evaluation functions.

• There is still not enough concentrated effort toward the formal development of program targets and goals. This, along with other factors, is diluting the opportunities to obtain high leverage with the comparatively small amount of funding available to this program.

3.0

RECOMMENDATIONS FOR FUTURE ACTION

RECOMMENDATIONS FOR FUTURE ACTION

In the preceding section, a total evaluative rating was assigned to the State of Washington Criminal Justice Program based on the level of performance demonstrated to date. Although a series of observed deficiencies were cited by the evaluators, it is felt that a relatively small number of well directed actions could substantially improve the program's efficiency and capabilities.

The dynamics of the changing program posture must be recognized in the development of recommendations. With each successive action year, the Criminal Justice Program tends to move farther away from the preliminary development stage and more toward a mature operational configuration. In essence, this means that an evaluative rating for a program at any point in time is transient and will eventually be vulnerable to downgrading unless the operational character maintains an effective relationship with the increasing requirements. Therefore, a heavy emphasis must be placed on the development and implementation of the needed operational and control functions in addition to the continued improvement of program content.

The consultant has prepared a list of recommended corrective actions which are directed toward rectifying the previously noted program deficiencies. The recommendations considered most essential to the achievement of program improvement in the near-term are listed here under the general categories of "planning" and "operations."

Planning

Improved methods and procedures need to be developed to successfully accomplish several critical tasks in the annual plan development cycle. Those functions specifically noted for attention include priority establishment, Program Area definition and description, new concept generation and validation, and the fund allocation process. Additional work is also necessary in the area of supportive plan statistics.

- The annual development and updating of the program's Crime Targets and System Goals merits considerably more emphasis. It is recommended that the skeletal procedure described in this document be expanded, fully detailed and implemented to satisfy the target/goal structure requirements.
- An interim technical review of the program content contained in the current plan is advised prior to the inception of the next annual development cycle. The primary purpose of this review would be to examine the existing Program Areas, major project families and (on a selective basis) individual projects. The primary objectives of this survey would be to determine the relevancy, contribution, and economic feasibility of the current programs/projects with respect to the general intent and major thrusts of the Criminal Justice Program. The documented findings provided by this consultant evaluation could serve as the foundation for this proposed analysis.

Operations

- An area requiring immediate action is the acquisition, cataloging and storage of program data and information. This is needed to fulfill both the program administrative reporting and control function and the technology transfer process.
- Equally critical to program operation is the need for developing and implementing supportive information systems. These systems will discipline and intensify the progress reporting requirements and will necessitate, initially, considerable mutual effort on the part of the planning staff and the contracting agencies to fulfill the input requirements.
- The functions of monitoring and evaluation should be defined, formalized, and incorporated into the operational charter of the program administration at the earliest opportunity. This requires the development of the necessary supporting technical methods and procedures and associated administrative guidelines to define both the planned accomplishment schedules and the intended usage of the outputs. With respect to the performance of evaluations, the consultant recommends that agencies not be permitted to conduct assessments of their own projects. If funds are included in the project for this purpose, the accompanying contract should stipulate the required employment of an external evaluator. In all cases, a copy of the findings should be provided to the central planning office.

- Additional operational guidelines and procedures are needed to support the Law and Justice Planning Office (LJPO), the Regional Planners and the Advisory Committees. In addition, a set of specific standards, applicable to the purposes and intent of the Criminal Justice Program, should be documented.

- Manpower augmentation of the coordinator function within the LJPO should be considered to meet the increasing demands of this program.

Although no priorities have been specifically assigned to the above list, it is recommended that the operational segment be given first consideration.

4.0

FUNCTIONAL DISCIPLINE EVALUATIVE SUMMARIES

FUNCTIONAL DISCIPLINE EVALUATIVE SUMMARIES

Evaluative summaries are presented in this section for each of the functional disciplines contained within the Criminal Justice Program. The order of alignment is law enforcement, adjudications, corrections, youth and delinquency, and inter-disciplinary. The individual assessments of these five disciplinary components provide a functional interpretation and, consequently, greater clarity with respect to the total program evaluation.

The evaluative description of each program discipline is segmented into three parts which provide (1) a listing of the involved Program Areas, (2) a comprehensive analysis of the demonstrated functional performance and (3) a supportive display of relevant financial information.

These assessments at the functional discipline level represent the end-product of a complex series of progressive analytical exercises. A greatly abstracted description of the involved processes and actions necessary to reach this point is covered in the following paragraphs.

The evaluation study was inaugurated by designating the Program Areas as the primary focal point of the analysis. In order to measure their performance on an individual basis, it was necessary to conduct extensive investigations at the project level. This was accomplished through the development of consistently structured project abstracts and the isolation of a selected group for field survey. The field survey effectively sampled twenty-three percent of the projects and thirty-six percent of the dollars approved by this program during its total history. This approach established a comprehensive, consistent primary information base for the evaluation.

The net result of these combined actions, the field survey and abstracting process, resulted in the attainment of ninety-seven percent coverage of all projects (350 in all) implemented by the

Criminal Justice Program during the 1969 through March 1972 period. This internally (program) generated data base was further augmented through the research and analysis of related Criminal Justice information produced by external sources.

The Program Areas (95 total; 41 unique) were then evaluated against previously established criteria. Specifically, this included the assessment of each individual Program Area's level of performance and the determination, respectively, of impact and progress achieved toward its related Crime Target(s) and System Goal(s). Finally, as a preparatory step for the development of final judgments on the total Criminal Justice Program, the Program Areas were summarized into the appropriate functional disciplines for evaluation at that interim level.

Several additional clarifications should be made concerning the text and information provided by this section. First, the term "projects" rather than "subgrants" is used exclusively. While these titles are frequently interchanged in common usage, the consultant, for consistency in documentation, refers to these work packages as subgrants (or subgrant applications) prior to their approval and as projects thereafter.

Secondly, the financial presentations that accompany each functional discipline depict the allocated amount of dollars for the individual Program Areas. However, when the Program Areas are subjected to a detailed internal examination, it is frequently found that the array of projects under its control can be identified as having diverse functional orientations other than the major indicated alignment of the program itself. This has the effect of demonstrating a considerable variance in the actual funding distribution when viewed at the project vs. the Program Area level. To illustrate this condition more clearly, the consultant has developed some specific comparative examples which are included in the "Attachments" section of this document.

4.1

FUNCTIONAL EVALUATIVE SUMMARY
LAW ENFORCEMENT

PROGRAM AREAS

LAW ENFORCEMENT

- A-3 Provide Law Enforcement Manpower Pools to Replace Officers Attending Training.
- B-3 Improve Police Patrol Methods.
- B-4 Improve and Evaluate Public Lighting for Crime Reduction.
- B-5 Establish Family and Personal Crisis Intervention Units and Training.
- D-1 Improve Police Radio Communication.
- D-3 Improve Police Records Systems.
- D-4 Improve Crime Laboratory Facilities.
- D-5 Consolidation of Law Enforcement Support Services.
- H-1 Establish and Supplement Specialized Police Equipment Pools.
- 307-B Prevention, Detection and Control of Riots and Other Violent Civil Disorders.

LAW ENFORCEMENT

The law enforcement functional discipline has been directly supported through ten Program Areas in the Criminal Justice Program Plan; nine of these are still active. In addition, other Program Areas providing for basic and in-service training, improved personnel standards and practices, and public education in personal and property protection methods either have, or have had, significant law enforcement considerations in their plans. These peripheral Program Areas will be discussed both here and in the final functional grouping of "Inter-Disciplinary."

Four basic LEAA functional categories are covered by the law enforcement Program Areas: (1) improvement of methods for detection and apprehension, (2) upgrading of law enforcement personnel, (3) prevention of crime, and (4) prevention and control of riots and civil disorders.

More than ninety percent of all law enforcement expenditures have been incurred by the first functional category; improvement of methods for detection and apprehension. Of this amount, nearly eighty percent went toward improved radio communications. The heaviest outlays were for the replacement of obsolete radio equipment and this objective has now been virtually fulfilled. At this time, however, the State Plan still has provision for an additional \$800,000 of radio equipment.

In addition to the radio equipment, resources have been committed to the development and implementation of computerized history files and other offender-related data systems. Actions to date have been primarily directed toward creating a State-wide, systematized data network. The current plan further calls for the development of a State Bureau of Criminal Identification: \$400,000 has been earmarked for this project.

Other significant approaches to detection/apprehension needs have emphasized the improvement of crime laboratories, police

records systems and consolidation of law enforcement support services. Crime laboratories have been improved in Spokane County and the City of Tacoma, and State-wide coverage is provided by the Drug Control Assistance Unit of the Washington State Patrol. One consolidation project has been implemented by a county agency to increase operational efficiency.

It was planned that the second functional category, upgrading of law enforcement personnel, could be accomplished through two actions: (1) basic and in-service training and (2) the improvement of personnel practices.

With respect to training, the 1971 State Criminal Justice Program Plan assigned the highest priority to the training and education of Criminal Justice System personnel. In the more than three years of the program's existence, thirty-five law enforcement oriented training projects have been funded. The great majority of these projects provided an opportunity for one officer from one agency to attend a single course.

This program has done little to improve or provide for basic law enforcement training. For comparative purposes, it should be noted that expenditures for training have been less than seven percent of the amount spent for radio equipment.

The second action designed to upgrade law enforcement personnel was a broadly conceived effort to improve personnel practices which included recruitment, selection, evaluation and disciplining procedures. In the three years that these developmental Program Areas have been included in the State plan, only one project reached the approval stage and it was not subsequently funded or implemented.

The third functional category of the law enforcement component relates specifically to the prevention of crime. Here, four Program Areas have been directed at either crime prevention or the improvement of the capabilities of the police to prevent crime. In total, only three percent of law enforcement expenditures have gone toward the satisfaction of these requirements.

The implementation plan of one Program Area called for the development of experimental and/or innovative programs dealing with the function of patrol. The objectives were to evaluate patrol methods, to develop more effective procedures, and to implement a specific program in at least one major city. The single funded project involved the purchase of a helicopter for an essentially rural/recreation county in the State; one that reported less than 5,000 index crime cases in the 1968-1970 time period. This project is viewed as having only a peripheral relationship to the improvement of patrol methods. Surprisingly, no action has been taken to develop alternative patrol methods in the major population centers.

A second Program Area in this category designated the establishment of family and personal crisis intervention units within police departments. As the State Plan clearly indicates, the police are the only agency operating on a twenty-four hour day, seven-day week with a capability for emergency response to domestic disputes and personal crisis situations. As of this evaluation, one crisis intervention program has been established; a joint city/county effort to train police in effective crisis intervention. Preliminary results of this project indicate that very few officers have been trained. Further, there has been no information generated as to whether the officers trained have been more effective and none of the potential methods and techniques developed have been applied elsewhere in the Criminal Justice System.

Though they possess only indirect law enforcement ties, two additional Program Areas treat the problem of crime prevention. One provides for the evaluation of public lighting and alarm systems as factors influencing criminal actions. The other, a discontinued Program Area, was concerned with educating citizens in individual and property protection methods.

Lastly, law enforcement is concerned with the prevention and control of riots and civil disorders. Five police equipment pools (representing less than one percent of the law enforcement

expenditures to date) have been established and the equipment is stored in key regional locations.

The accomplishments thus far achieved in the law enforcement component can be assessed in a number of different ways. If the degree of accomplishment is measured on the basis of what the plan as a whole intended to achieve, then the level of accomplishment in the law enforcement area must be regarded as low. Of the ten Program Areas directly relating to police, only five have demonstrated initiative or concentrated efforts. Little was accomplished in terms of upgrading law enforcement personnel, either by training or through better selection and personnel practices. Additionally, little in the way of foundational programs have been implemented in the areas of crime prevention, riot control and civil disorders.

A second criteria to assess accomplishment would be the degree to which the police support services have been supplemented, developed or improved. On this basis, the adjudged level of accomplishment must be rated much higher. Most of the projects essentially call for the purchase of equipment and related supporting services. More money was spent for radios and radio equipment than on any other single element of the entire State Plan. Regretably, no evidenced studies were generated by any of the radio oriented projects to show that the improved communication capability has had any measurable impact on crime.

A third way in which the accomplishments of the program could be measured is by crime impact, or decreases in crime rates. This type of measurement would require, however, that crime incidence be established at the beginning of a project; something which has not been done in the past. In addition, a clear and demonstrable linkage must be established between the various categories of crime incidence and the proposed project actions.

In almost every case, Program Areas were implemented and projects funded on the basis of professional judgment and experience rather than on statistical data. Even if the relationship

between the projects and crime incidence cannot be established, a valuable contribution could be made to system knowledge through the maintenance of significant operational statistics. Good data assumes solid baselines and reliable reporting procedures, neither of which have been generated.

Summary

There has been a low demonstrated level of response by the law enforcement community to the experimental or innovative components described in the State Plan. Changes in project structure are necessary if the law enforcement element of the plan is to be prevented from becoming institutionalized and reflecting almost entirely the inclination to be preoccupied with the acquisition of equipment, rather than the reconceptualization of existing personnel and operating methods.

Secondly, there is no indication in either the progress reports or in the field surveys to indicate that objective evaluations of project effectiveness are being planned or conducted. A prime example of the lack of evaluation is shown by the fact that, after three years of LJPO funding for communications equipment, it still has not been statistically demonstrated that better radios directly lead to increased detection and apprehension capabilities.

This is not to say that the equipment which has been purchased will not be useful. There is little question that improved crime laboratories, a State Bureau of Criminal Identification, and related computer-based data storage and retrieval systems will impact crime. The critical question is the degree to which this equipment will effect the established Crime Targets; an empirical question which will remain unanswered unless objective evaluative studies are accomplished for each funded program. Direct and immediate steps towards making the necessary technical assessments should be implemented.

In summary, the evaluators find a deficient profile in the allocation of law enforcement resources available through this

program. Funds have been used almost entirely to buy equipment in lieu of developing programs that can potentially have more substantive impact on crime; for example, the police patrol methods, the standards, recruitment and personnel practices, and the police cadet programs which have been virtually ignored. In addition, the programs which have purchased communications equipment and the related systems have not demonstrated a relationship between the hardware purchased and crime impact.

Officers, using good judgment and relying on sound basic training, not radios, should provide the most promise for impacting crime. Therefore, a much stronger future investment is encouraged in personnel rather than in equipment. This can, at least partially, be approached through increased emphasis on candidate selection, operating standards development, high quality training and advanced technology in methods and procedures.

LAW ENFORCEMENT: FINANCIAL SUMMARY

CUMULATIVE DISCIPLINE FUNDING

Program-Area		Cumulative Allocation ¹ 1969-1972		Cumulative Grant Award ² 1969-March 1972	
No.	Title	Dollars	Per Cent of Total	Dollars	Per Cent of Total
A-3	Law Enforcement Manpower Pools	141,000	3.4	41,000	1.9
B-3	Police Patrol Methods	175,000	4.3	8,169	0.4
B-4	Public Lighting	10,000	0.2	-	-
B-5	Family and Personal Crisis Intervention Units	100,000	2.4	58,980	2.7
D-1	Police Radio Communication	2,564,346	62.4	1,739,992	79.7
D-3	Police Records System	100,000	2.4	79,176	3.6
D-4	Crime Laboratory Facilities	450,000	11.0	200,000	9.2
D-5	Consolidation of Law Enforcement Services	400,000	9.8	30,200	1.4
H-1	Specialized Police Equipment Pools	105,000	2.6	25,000	1.1
307B	Control of Riots and Other Civil Disorders	62,325	1.5	-	-
	Total	4,107,671	100.0	2,182,517	100.0

DOLLAR ALLOCATION BY YEAR

Program Area No.	1969	1970	1971	1972
A-3	-	41,000	-	100,000
B-3	-	50,000	25,000	100,000
B-4	-	-	-	10,000
B-5	-	25,000	50,000	25,000
D-1	60,103	818,243	866,000	820,000
D-3	-	-	-	100,000
D-4	-	100,000	100,000	250,000
D-5	-	-	-	400,000
H-1	-	25,000	30,000	50,000
307B	62,325	-	-	-
Total	122,428	1,059,243	1,071,000	1,855,000

¹Part "C" LEAA Funds Allocated to each Program Area²Part "C" LEAA Funds Expended and/or Committed Under Contract

4.2

FUNCTIONAL EVALUATIVE SUMMARY

ADJUDICATIONS

PROGRAM AREAS

ADJUDICATIONS

- A-5 Development of Legal Intern and Police Cadet Programs.
- E-1 State and Municipal Code and Other Statute and Procedure Revision and Codification.
- E-2 Improved Court Referral Procedures and Coordination of Services for Children and Families.
- E-3 Establishment and Improvement of Public Defender Projects.
- E-4 Provide for More Efficient Judicial Processing of Felony Offenders.
- 25 Improvement of Management to Provide for More Effective Use of Judicial and Prosecutorial Time.
- 21 Implementation of Bail Reform.
- G-1 Organized Crime Prevention and Control, Including Consumer Fraud and Public Corruption Investigation and Prosecution.

ADJUDICATIONS

Eight Program Areas have exhibited direct ties with the adjudications discipline. A diverse variety of court, prosecutor and legal defense programs and services are contained in this array.

The primary developmental emphasis in adjudications has been placed on the improvement of court systems and procedures. A major study, the examination of alternative court services, was initiated through the establishment of the Snohomish County Family Court. Other efforts have been directed toward the revision of municipal codes, criminal codes, and appellate process rules. A limited number of projects have also been developed and implemented in the areas of bail reform and District Court evaluation.

Adjudications has also incorporated provisions for prosecutorial and legal defense programs and additionally has given strong support to public defender programs in King and Spokane Counties. A pool of legal interns has been made available to support these functions.

The prosecutorial programs have been focused directly on the problems of organized crime and consumer fraud. The office of the State Attorney General and the King County Prosecutor have served as the guiding principals in these efforts.

On a cumulative basis, the adjudications Program Areas have received slightly more than ten percent of the dollars granted through the Criminal Justice Program. A relatively balanced fund distribution has been achieved among the various Program Areas. Public defender programs have been the major fund recipients; more than forty percent of the cumulative adjudications grants for the 1970-1972 period has been allocated to this function. Several of the major projects, most notably the Family Court, have been repetitively funded over the years. The adjudications Program Areas tend to be very specific in their planning detail. Requirements

are presented in a clear, concise manner and several of the Program Area plans outline each project designated for accomplishment during the action year.

Many of the adjudications Program Areas are still in the developmental stage. The trial acceleration program, for example, is in the initial funding year. The Family Court study, now in its third year of operation, has yet to develop and present definite conclusions concerning its potential applications. Other programs, such as bail reform and improved court management, were discontinued. The inability of these programs to mature may have been due in part to the general lack of specificity in their Program Area plans which failed to clearly outline the specific projects necessary to accomplish the designated objectives.

Some of the on-going Program Areas have shown a high degree of evolutionary development in their plan lay-outs. In these instances, the scope and orientation of the Program Areas have expanded and contracted in accordance with the changing needs. A prime example of this planning flexibility has been demonstrated in the program for code and procedure revision. Conversely, Program Areas such as the Public Defender have tended to remain consistent in the provision of services.

The Program Areas established thus far have been very responsive to the needs expressed for this disciplinary area. However, adjudications has yet to respond to a limited number of frequently expressed needs/problems; prominent examples are highlighted in the following list:

- Elimination of non-criminal cases, such as traffic offenses, from the court system
- Improved court space and facilities
- Public education on court procedures
- Clarification of jurisdictional responsibilities

Significantly, needs for bail reform and court management studies are still being expressed despite the discontinuance of those Program Areas originally developed as a response to these statements.

Several of the Program Areas offer innovative approaches to the improvement of the Criminal Justice System. The Family Court is an excellent example of potential system advancement. The introduction of the personal recognizance release before arraignment concept (bail reform) was another progressive step. The Program Area concerned with organized crime and consumer fraud, while less innovative, does provide for the expansion of Criminal Justice System capabilities in the adjudications area.

However, all actions within the adjudications sector have not been directed toward system innovation. The solution to the backlog of cases awaiting trial has come in the form of manpower additions to the Prosecuting Attorney's Office. While this action has been effective in reducing backlog, it seems, at best, to be a stop-gap measure. Public defender projects have also emphasized manpower augmentation. Although indigent defense services are necessary, the evaluators question the extent to which Law and Justice Planning Office (LJPO) funds are being used for this purpose.

Some imbalance in the regional application of fund resources has also been noted. Only fourteen percent of the available dollars have been applied to programs oriented toward State-wide coverage, while nearly seventy percent of the adjudications funds have been assigned to Region 4 activities. Also, several repetitively funded projects have received progressively larger allocations over the years. The propriety of increasing awards is not a consideration of this analysis: it can only be noted here that this trend is contrary to an informal LJPO policy which implies that individual project allocations should decline through successive grant awards.

Most adjudications Program Areas are aligned, in the current target/goal structure, with the Crime Target of Reduce Recidivism. While the guidelines governing this study require that all Program Areas be assessed in terms of their present target and goal relationships, it should be stated here that the evaluator is not in agreement with the alignment now existing between adjudications

System Goals and the related Crime Target. However, in making an evaluative assessment against the established framework, the consultant is of the opinion that many adjudications programs (e.g., the revision of appellate process rules, public defender services, and trial acceleration), will not significantly reduce the likelihood of crime repetition. In contrast, the organized crime/consumer fraud effort is judged as having a definite opportunity to demonstrate crime impact.

The relationship between the adjudications Program Areas and their respective System Goals is much more direct and distinct progress has been made towards the achievement of these standards. For example, court systems and procedures have been improved; organized crime and white collar crime effects have been identified; and recruitment programs have been implemented. The Program Areas have effectively focused on improving the procedures and services of the adjudications agencies.

Program Area impact on the Criminal Justice System may be observed in one of three forms: system maintenance, system modification, or significant system change. The concept and financial limitations of the LEAA program dictate that the emphasis should be placed on the latter two forms.

Adjudications programs have, for the most part, emphasized the proper elements and dimensions of the system. However, this has occurred to a lesser extent in terms of actual project implementation than was provided for by the Plan. The public defender services and the trial acceleration program have resulted in little more than expansions of the existing system resources and capabilities. In comparison, development of a model municipal code, (an example of a typical system modification project) and the investigation of alternative court system structures (concerned with significant system change) have been positive incremental additions to the Criminal Justice System. It does appear likely that the more routine measures may also remain as contributors if the established adjudications agencies are willing to eventually assume the added funding burden.

Summary

The comprehensive coverage of the expressed needs represents a major strength of the movement toward improving the adjudications discipline. However, alternative approaches to achieving these objectives may require additional consideration. The reasons behind the tremendous backlog of cases in the courts should be examined and documented for further review. Economically feasible applications, useful outside of the high density population areas, also need to be developed.

Several of the adjudications projects offer potential advancement to the Criminal Justice System: the LJPO should be concerned that little spontaneous application of these tested concepts is visible. The original projects initiated through this program may survive primarily because independent applications of the basic concepts have not materialized elsewhere. It should not be necessary for the LJPO to implement projects similar in concept in every corner of the State; instead, the dissemination of information pertinent to successful programs should be expanded, and this could serve as the basic impetus for local acceptance and action.

In the opinion of the evaluator, all existing Program Areas should be maintained; dependent upon the continued expression of associated needs. Certain Program Areas should expand their focus of attention beyond system maintenance and/or augmentation. The infusion of adjudications functional advancements, in combination with co-incident developments in law enforcement and corrections, would contribute measurably to the attainment of a comprehensive integrated Criminal Justice Program.

ADJUDICATIONS: FINANCIAL SUMMARY

CUMULATIVE DISCIPLINE FUNDING

Program Area		Cumulative Allocation ¹ 1969-1972		Cumulative Grant Award ² 1969-March 1972	
No.	Title	Dollars	Per Cent of Total	Dollars	Per Cent of Total
A-5	Legal Intern and Police Cadet Programs	80,000	4.9	72,064	6.6
E-1	Code and Procedure Revision	125,999	7.6	119,522	11.0
E-2	Court Referral Procedures for Families	294,000	17.8	243,137	22.3
E-3	Public Defender Programs	666,393	40.4	339,171	31.1
E-4	Judicial Processing of Felony Offenders	125,000	7.6	107,300	9.8
25	More Effective Use of Judicial and Prosecutorial Time	25,000	1.5	25,270	2.3
21	Bail Reform Programs	33,607	2.0	30,763	2.8
G-1	Organized Crime, Consumer Fraud & Public Corruption	299,960	18.2	153,785	14.1
Total		1,649,959	100.0	1,091,012	100.0

DOLLAR ALLOCATION BY YEAR

Program Area No.	1969	1970	1971	1972
A-5	-	-	50,000	30,000
E-1	-	69,999	35,000	21,000
E-2	-	94,000	100,000	100,000
E-3	-	216,393	153,000	297,000
E-4	-	-	-	125,000
25	-	25,000	-	-
21	-	33,607	-	-
G-1	-	49,960	100,000	150,000
Total	-	488,959	438,000	723,000

¹Part "C" LEAA Funds Allocated to each Program Area

²Part "C" LEAA Funds Expended and/or Committed under Contract

4.3

FUNCTIONAL EVALUATIVE SUMMARY
CORRECTIONS

PROGRAM AREAS

CORRECTIONS

- B-2 Establish and Improve Drug Abuse and Prevention and Rehabilitation Programs.
- F-1 Establish and Improve Local or Regional Diagnostic Services for Youth and Adults.
- F-2 Establish and Improve Community-Based Adult Crime Prevention and Offender Rehabilitative Services and Facilities.
- F-3 Establish and Improve Institutional and Parole Programs and Services for Offenders.
- F-4 Establish and Coordinate Volunteer Services and Programs Within the Community and Correctional Institutions.

CORRECTIONS

Five Program Areas are contained in the corrections discipline and, although two include the word "prevention" in their title, the major orientation is toward the rehabilitation of offenders.¹ The programs offered provide linear coverage of the corrections process from the initial intake, through the institutional and parole functions, to community-based correctional programs. The majority of corrections needs, expressed through the State Plans and regional planning organizations, are addressed by these Program Areas. In terms of financial allocation and expenditure analysis, this evaluation is limited to the measurement of Part "C" funding.

A major thrust in correctional activities implemented through the Law and Justice Planning Office (LJPO) has centered about diagnostic evaluation and intake procedures for offenders. The major objective has been to provide pre-sentence diagnosis of adult and juvenile offenders to courts and other concerned agencies in order to facilitate improved case dispositions which can be based on a more adequate knowledge of each individual offender. An adult diagnostic center was first established in 1970, followed by a second one in 1971 which was specifically structured for handling juveniles. The combined level of first year funding for these projects approached \$300,000. Subsequent to initial project implementations, the funding level for this Program Area has been reduced twenty-one percent between the 1971 and 1972 action years.

Community-based offender rehabilitation programs, a second major area, was developed to provide an alternative to traditional institutionalization of offenders. It is intended that later phases of these programs will emphasize the development and implementation of consolidated and comprehensive community and regional correctional programs. The most intense period of project development in this area has occurred in 1971-1972, with a

¹ Portions of the drug abuse programs are also treated in the youth and delinquency functional discipline evaluative summary.

total of fourteen grants being awarded through March of 1972. In the most recent two years, project plans have stressed rehabilitation concepts rather than physical facility improvement. Despite the referenced level of activity, the funds allocated for this Program Area have also experienced a reduction between 1971 and 1972; in this instance by fourteen percent.

The corrections segment of the Criminal Justice Program has also made provision for improved institutional and parole programs. Two basic approaches have been established in this component: (1) the reintegration, into society, of offenders previously committed to State institutions and (2) the increased involvement of institutionalized offenders in rehabilitation programs outside the corrections facility. The latter concept has received considerably more emphasis during the 1971-1972 period than in prior years, but the bulk of the approved projects have been developed around institutional and post-parole release programs. In all, a total of twenty-one projects has been generated in these areas.

This discipline has also concentrated on introducing the volunteer concept in institutional and community-based corrections programs. Three projects falling within this category have been implemented for prison and/or jail inmates. The new, separate consideration of volunteer programs, as defined in the 1972 Criminal Justice Program Plan, probably accounts for the reduction and shift of funds from two of the previously described corrections Program Areas.

Corrections also funded seven drug abuse projects during 1971. Three deal with the dissemination of drug abuse information (prevention) while four relate to community-based treatment programs (rehabilitation).

Generally, plan objectives have been clearly stated in the corrections Program Areas. However, there is a notable variance in the level of descriptiveness and technical detail among the individual plans. Specifically, the drug abuse and volunteer services programs provide only very general guidelines for project development and implementation.

Corrections Program Areas have demonstrated a moderate degree of progressive development in their annual planning presentations. This normally has been reflected in the refinement, or expansion, of Program Area objectives to provide better guidance and definition for the preparation of projects. The drug abuse and community-based rehabilitation programs, for example, now formally recognize the need for services and resources coordination. In another positive step, the rehabilitation programs have now shifted from an initial orientation toward facilities to the community-based rehabilitation approach. In the original projects, the major intent of the LJPO was the imposition of requirements for service: the facilities aspect was an ancillary consideration. The institutional and parole programs, from inception, have emphasized innovative approaches to parole; this is exemplified by concepts underlying unemployment compensation for parolees and offender-stimulated rehabilitation programs.

In total, the Program Area objectives have received good coverage through the projects implemented to date. However, it is also evident that some of the more innovative and promising corrections components, such as offender-stimulated rehabilitation programs, have not been implemented. The established Program Areas, in the opinion of the evaluator, lend themselves to more expansive geographic coverage (even within the limits of present funding) than has been demonstrated thus far. As a further observation, the high crime areas should receive an added degree of consideration in the placement of corrections and parole projects.

The likelihood that the corrections projects currently supported by the LJPO can endure beyond the stipulated funding limitations varies from one Program Area to another. Volunteer programs, in particular, may have poor chances of surviving if they fail to demonstrate a high measure of success. This assessment is reinforced by the fact that volunteer services do not appear to have a high priority assignment in the view of established corrections agencies. Other corrections programs are more likely to

ultimately have their more successful components absorbed within the budgets of established agencies since they provide highly visible and beneficial services.

These Program Areas uniformly demonstrate good alignment with their respective System Goals, both in terms of cause and effect relationships and the likelihood of attainment. Despite this, the achievement of these goals may not have a dramatic impact on the associated Crime Target of Reduce Recidivism. This judgment is based on the observation that those offenders most prone to repetitive criminal activity are screened out of the many new forms of rehabilitation offered.

To varying degrees, all corrections Program Areas contain some experimental or innovative components. In some instances, these innovative characteristics are masked by the inclusion of system maintenance projects; for example, the combination of jail remodeling with the more innovative community-based rehabilitation programs. The diagnostic intake procedures projects and volunteer programs are quite experimental in design and, while the drug information projects show little improvement over ideas which have existed for decades, the treatment programs represent an attempt to provide innovative rehabilitative processes.

The corrections Program Areas contain much promise, but their actual level of demonstrated accomplishment has not, as yet, reached that level. The evaluators find it difficult to substantiate the impact of these programs since supportive data generated through project accomplishment is limited. For example, drug abuse treatment programs have served many clients, but their effectiveness in reducing the incidence of drug use is not known. The same statement can be made with respect to projects funded under other Program Areas.

The field surveys conducted by the consultant provide some insight into the services provided by corrections projects. Most of these projects appear to have had some positive effects on the clients being served. Juveniles processed by a diagnostic center and placed in appropriate treatment had lower rates of recidivism

than might otherwise be expected. Offenders participating in work/training/education release programs appeared less likely to return to institutionalization. These results, however, were mainly impressionistic accounts gained from project directors and lacked supportive technical documentation.

There are two obstacles to the development of new concepts in the corrections discipline. First, several projects have been approved under this program for which other sources of funds should be available; for example, construction or remodeling of traditional detention facilities. Projects such as these do not address the ultimate question of whether a project funded through the LJPO is worthy of becoming an established part of the Criminal Justice System.

A second problem results from the lack of reported project data concerning these new approaches to corrections. In order to make the transition from the experimental stage to acceptance as an integral part of the Criminal Justice System, an authenticated demonstration of effectiveness is mandatory.

Summary

The corrections Program Area plans have been well conceived. Most aspects of the corrections process, from initial intake of offenders, through various treatment approaches, to discharge from the Criminal Justice System, receive some attention. Innovative alternatives to traditional processing of offenders are included in the conceptual design of the corrections programs and many of these are potentially more effective than those currently in existence.

At this stage, much of this potential remains to be exploited. The dispersion of resources among both marginally relevant projects and those directed toward system maintenance has dissipated some of the potential. Other projects have yielded incomplete data which does not support a full assessment of their individual capabilities.

The scope and focus of each Program Area should be carefully delineated. The LJPO has responded more positively to this problem in recent Program Area plans, which provide more clear-cut and feasible objectives and implementation schedules. Appropriate and sufficient data must also be acquired to insure the continued existence of worthwhile projects and the channeling of funds away from "dead-end" projects. It is also recommended that at least one demonstration project for each major program family (e.g., work release, volunteer, or half-way house projects) be funded at an early stage to provide an effective statistical and information output for measurement and comparison purposes. This information could be further supported by selected data acquired from similar projects contained in the same classification.

Community-based rehabilitation programs represent an important experiment in the field of corrections. The results of projects in this area, along with institutional and parole programs, have the potential of reshaping correctional philosophies. Spending money on physical facilities, at a time when alternatives to incarceration are promising more effective re-integration and rehabilitation of offenders, should be discouraged. As a final consideration, it is also recommended that experimental components of the corrections Program Areas receive greater emphasis.

CORRECTIONS: FINANCIAL SUMMARY

CUMULATIVE DISCIPLINE FUNDING

Program Area		Cumulative Allocation ¹ 1969-1972		Cumulative Grant Award ² 1969-March 1972	
No.	Title	Dollars	Per Cent of Total	Dollars	Per Cent of Total
B-2	Drug Abuse Prevention and Rehabilitation	340,000	11.4	349,845	13.4
F-1	Regional Diagnostic Services	349,000	11.7	290,364	11.2
F-2	Community Based Services and Facilities	1,433,029	48.1	1,281,812	49.3
F-3	Institutional and Parole Programs	705,000	23.7	538,899	20.7
F-4	Volunteer Services and Pro- grams	150,000	5.1	140,420	5.4
	Total	2,977,029	100.0	2,601,340	100.0

4.4

FUNCTIONAL EVALUATIVE SUMMARY
YOUTH AND DELINQUENCY

DOLLAR ALLOCATION BY YEAR

Program Area No.	1969	1970	1971	1972
B-2	-	-	220,000	120,000
F-1	-	90,000	145,000	114,000
F-2	50,000	82,200	700,829	600,000
F-3	-	120,000	300,000	285,000
F-4	-	-	-	150,000
Total	50,000	292,200	1,365,829	1,269,000

¹Part "C" LEAA Funds Allocated to each Program Area²Part "C" LEAA Funds Expended and/or Committed under Contract

PROGRAM AREAS

YOUTH AND DELINQUENCY

- C-1 Establish and Improve Specialized Community-Based Residential Services for Youth.
- C-2 Establish and Improve Community-Based Delinquency Prevention and Youth Rehabilitation Programs.
- C-3 Establish and Improve Programs to Divert Juvenile Offenders from Institutions and Traditional Judicial Processing.
- 9 Identification and Intensive Treatment of Alienated Youth.

YOUTH AND DELINQUENCY

The youth and delinquency Program Areas of the Criminal Justice Program Plan have, as a group, concentrated on the development of new approaches and methods for the diagnosis and treatment of delinquency problems. The plans have attempted to recognize the various developmental stages of delinquency, including the need for early identification of delinquency prone youths. Youth and delinquency has additionally placed a very heavy emphasis on direct service delivery: this orientation is clearly reflected through the large offering of community-based rehabilitation and counseling programs.

The initial Program Areas were set up in the original 1969 plan to offer alternatives to established treatment processes. This concentration of program effort toward the establishment and improvement of specialized community-based residential services has continuously served as a major planning component. Throughout the evolution of the program, the associated implementation plans have provided for the establishment of group homes and temporary youth care facilities. A segment of this Program Area has also specifically directed that appropriate standards, procedures, and operating guidelines be developed to assure consistent quality in the delivery of these services.

A second Program Area was created to isolate and treat individual behavioral problems of potentially delinquent youth. This approach involved (1) the identification of alienated and delinquency prone youth, followed by (2) the employment of various treatment strategies conceived especially for the purpose of attempting to fully re-integrate these youths into society. While this Program Area ceased to exist as an independent entity after 1969, the major components were absorbed into the later community-based programs.

The scope and diversity of youth and delinquency services was further expanded in 1970 through the introduction of a Program

Area designed to encourage the development and establishment of community-based youth and delinquency rehabilitation programs. This comprehensive counseling and rehabilitation concept has been increasingly recognized and emphasized by the Law and Justice Planning Office (LJPO) and has now become the focal point of the youth and delinquency program.

The most recent addition to the array of youth and delinquency Program Areas is one designated for the establishment and improvement of local/regional evaluation and intake service for offenders. The specific purpose of this program is to develop procedures for the diversion of juvenile offenders from the traditional judicial processing and institutionalization scheme. Educational alternatives for school drop-outs and support for the Juvenile Probation Subsidy Program are also included in the objectives of this program.

Youth and delinquency Program Area plans, in general, have shown only a moderate degree of progressive development and improvement over the life span of the Criminal Justice Program. The residential services program has remained virtually unchanged since its inception and the 1972 Program Area describing youth diversion procedures essentially represents an outgrowth of concepts tested through earlier Program Areas. In contrast, the counseling and rehabilitation components of youth and delinquency programming have substantially expanded their scope of activities.

Overall, a very distinct pattern of Program Area plan concentration is evidenced by the youth and delinquency discipline. The major components, or thrusts, of the youth and delinquency segment of the Criminal Justice Program are broadly identified by the following classifications: counseling and rehabilitation, group homes, drop-in centers, drug abuse, education/training, and delinquency prevention.

Counseling/rehabilitation and group homes have received more than two-thirds of the available youth and delinquency funding allocation during the 1969 through March 1972 period. In a typical year, group homes projects are awarded approximately

twenty-five percent of the total funds available to this discipline.

The repetitive grant award characteristics of youth and delinquency should also be noted. In 1970, twelve percent of the allocation was applied to carry-over projects; by 1971, this figure increased to twenty-four percent. Some estimates place the projected 1972 repeat project fund absorption level at nearly sixty percent.

An interwoven structure of projects can be clearly recognized in a review of youth and delinquency grant awards. The Program Area plans, for the most part, approach the requirements of juvenile delinquency in a realistic manner. Although projects within Program Areas frequently exhibit marked variations in their work statements, they generally are well integrated in terms of overall orientation to the primary goals. The Program Areas tend to be internally consistent in terms of their subordinate projects and generally provide fairly comprehensive coverage of youth and delinquency problems. Significantly, the projects funded under these Program Areas generally appear more conservative than would be anticipated in a functional discipline which should encourage original approaches to problem solution.

Several major concepts for the introduction of change in the juvenile systems and resource capabilities have been identified in the Program Area plans. Authenticated success in some program components (e.g., juvenile corrections) could markedly change the future operational posture in these areas. Unfortunately, those projects funded through the period of this evaluation have often provided only limited tests of experimental concepts. Group homes, for example, appears to represent a fertile area for experimentation and progress. Yet, little beyond the establishment of residences and the provision of standard services has come out of this program component. Further, the wide range of experimental projects visualized by the plan for community-based rehabilitation programs have not materialized.

Youth and delinquency projects are frequently narrow in scope and duplicative of previously established functional efforts. The

administrative function of the Criminal Justice Program should be concerned that implemented youth and delinquency projects appear to have become structured and redundant in their operational practices.

Progress reports and field surveys have yielded some limited data to substantiate Crime Target impact. Several group home projects reported strong indicators of reductions in the recidivism rates of juvenile offenders being treated through their facilities. Also, a thirty percent reduction in drug arrests was reported for a neighborhood area served by a youth counseling and rehabilitation project. Additional, less dramatic reductions in delinquency were reported by other community-based projects.

However, the bulk of data available from these projects simply indicates that a large number of clients are being served. Little is reported on the ultimate effect of this service delivery. If no data exists that will allow an assessment of project success or provide a basis for direct comparison with traditional programs, there is little reason to expect that alternative sources of monetary support will become available to support these projects following the cessation of LJPO funding. Therefore, based on a combined interpretation of current technical and economic factors, the evaluator feels that the ultimate mortality rate among these projects may be relatively high. At the same time, there is also reason to believe that the potential survival rate could be significantly increased through sound demonstrations of project accomplishment.

Summary

The youth and delinquency Program Areas represent potentially significant improvements to this segment of the Criminal Justice System in terms of their planned accomplishments. There are scattered indications of valuable contributions being made by the current operating projects. However, the data produced and reported by these resource agencies is generally inadequate to support accurate assessments of their potential contribution to

the Criminal Justice System. This inability to specifically differentiate between successful and unsuccessful projects could result in wasted resources, either through the continuance of low impact projects or the discontinuance of projects potentially having outstanding service provision capabilities.

It is strongly recommended that at least one demonstration project, perhaps on the order of a controlled experiment, be established for each major project family, such as drop-in centers or group homes. This is particularly essential in the youth and delinquency function, which has the highest rate of repetitive funding of any discipline within the Criminal Justice Program.

Youth and delinquency has traditionally provided a high degree of geographic coverage through most of its programs and has consistently shown exceptional sensitivity toward the expressed needs and problems peculiar to this discipline. The Program Area plans have also assumed a responsive posture towards existing deficiencies and, in some instances, have demonstrated considerable innovativeness in their approach to system improvement.

YOUTH AND DELINQUENCY: FINANCIAL SUMMARY

CUMULATIVE DISCIPLINE FUNDING

Program Area		Cumulative Allocation ¹ 1969-1972		Cumulative Grant Award ² 1969-March 1972	
No.	Title	Dollars	Per Cent of Total	Dollars	Per Cent of Total
C-1	Residential Services for Youth	805,803	26.9	539,574	22.5
C-2	Delinquency Prevention and Youth Rehabilitation	1,489,786	49.7	1,401,827	58.4
C-3	Diversion from Institutions and Traditional Processing	575,000	19.2	418,814	17.5
9	Identification and Treatment of Alienated Youth	128,000	4.2	39,684	1.6
	Total	2,998,589	100.0	2,399,899	100.0

DOLLAR ALLOCATION BY YEAR

Program Area No.	1969	1970	1971	1972
C-1	18,000	122,803	350,000	315,000
C-2	-	279,786	525,000	685,000
C-3	-	-	-	575,000
9	128,000	-	-	-
Total	146,000	402,589	875,000	1,575,000

¹Part "C" LEAA Funds Allocated to each Program Area

²Part "C" LEAA Funds Expended and/or Committed under Contract

4.5

FUNCTIONAL EVALUATIVE SUMMARY

INTER-DISCIPLINARY

PROGRAM AREAS

INTER-DISCIPLINARY

- A-1 Provide Improved Basic, Continuing and Specialized Training and Education for Criminal Justice System Personnel and Volunteers.
- A-2 Development of Criminal Justice Curricula for Colleges and Universities.
- A-4 Improve Criminal Justice Agency Standards, Recruitment and Personnel Practices.
- 3 Improve Availability and Dissemination of Education and Training Materials for Criminal Justice Personnel and Students.
- B-1 Provide Improved Public Education, Information and Understanding of Crime, Crime Prevention, and the Criminal Justice System.
- 15 Establish Criminal Justice Coordinating Councils.
- 12 Provide Citizen Education on Methods of Protection of Persons and Property.
- D-2 Development of Computerized Offender History Files, Criminal Justice Statistical Systems, and Criminal Bureau of Criminal Identification.
- 17 Provide Professional Services, Management Assistance, and Consolidation Studies for Criminal Justice Agencies.
- E-5 Implementation of Alternatives to Criminal Justice System Processing for "Drunk-in-Public" Offenses and Other "Victimless Crimes."
- I-1 Develop and Improve Criminal Justice Agency Community Relations Program.
- J-1 Criminal Justice Research and Program Evaluation in Corrections and Operation of the Juvenile Justice System.
- 5 Development of Methods of Evaluating Operation of the Criminal Justice System and the Impact of Systems.
- 6 Development of Comprehensive Model Community Criminal Justice Experimental Project.

INTER-DISCIPLINARY

A composite category entitled "Inter-Disciplinary" is used to summarize all remaining Program Areas in the Criminal Justice Program that have not been directly covered under the preceding functions. These programs have varying degrees of multi-disciplinary orientation and do not explicitly relate to the unique functional assignments contained in either the law enforcement, adjudication, corrections, or youth and delinquency disciplines. The inter-disciplinary Program Areas, in total, have consumed more than one-fourth (\$3.0 million) of the total Criminal Justice Program funds committed or expended in the 1969 through March 1972 period. However, when the projects actually awarded under these Program Areas were subjected to a detailed examination, it was found that approximately \$2.4 million of the total could be assigned fairly directly to the standard functional disciplines.

To provide greater clarity to this evaluation, the major inter-disciplinary thrusts have been segregated into four basic categories labeled (1) training, (2) consolidation/evaluation, (3) public education, and (4) system improvements. The description and assessment of each category will be covered, for the most part, in the preceding order. From the standpoint of funding magnitude, system improvements rank first among the inter-disciplinary categories, followed by training, public education, and consolidation/evaluation.

The training and education of Criminal Justice System personnel have received considerable attention in the program plans.² Twenty-nine percent of the inter-disciplinary funds have been vested in the three Program Areas (A-1, A-2 and 3) included in this function. To date, the Law and Justice Planning Office (LJPO) has funded a total of sixty-two training projects. The major effort in this area has been the establishment of the

² Amplified discussions of law enforcement training and the legal intern program are presented in the respective discipline summaries.

Providence Heights Criminal Justice Training Center. The field of corrections has also received considerable emphasis in the area of training.

Beyond the normal training projects, the Criminal Justice Program has also supported curricula and course development; particularly, at the college and university levels. Other training related actions have resulted in the establishment of the Criminal Justice Film Library and two police cadet programs.

The Program Areas established to support the training function demonstrate a strong motivation toward improving the knowledge base and work capabilities of Criminal Justice System personnel on the assumption that this will promote increasing levels of job performance. These programs are comprehensive in their coverage and consideration of the training needs for all functional disciplines.

However, the LJPO has not yet achieved the stipulated training objectives on either the planned scale or in the magnitude indicated as necessary through the recurring expression of needs. Several approaches have been taken to respond to training requirements, but the fact remains that the amount of training received by law enforcement officers in the State of Washington is apparently substantially below the desired level. Specialized in-service training, either by established agencies or through the initiative of LJPO, remains an infrequent occurrence. That training which has been accomplished through this program has tended to cluster around a limited number of law enforcement skill areas; e.g., drug abuse identification, polygraph operation, and "sensitivity" training.

In the category of disciplinary integration and assessment (Program Areas J-1, 5, 6, 15 and 17), efforts to consolidate and evaluate segments of the Criminal Justice System have taken a variety of conceptual directions. The planned programs, as a group, provide a broad spectrum of possibilities for implementing evaluative baselines and improving system operations.

In this area, the Seattle-King County Coordinating Council has been established to instigate and accomplish cross-functional relationships. In isolated instances, projects and subsystems in all of the functional disciplines have been evaluated. Some effort has been expended on the examination of law enforcement agency consolidation opportunities and, on occasion, legal and technical specialists have been used to provide various consultive services.

At this time, however, an effective level of implementation has not been demonstrated and very few projects have been funded to date. An evaluation of the total Criminal Justice Program is now being achieved under the contract requiring this particular (Zaring) study, but a comprehensive assessment was originally called for as early as 1970. Further, the Model Criminal Justice Community research project was never funded. The other Program Area in this category (J-1) has been allocated less than eight percent of the inter-disciplinary funds for 1972.

Public education programs (Program Areas B-1, I-1 and I-2) are designed to (1) better educate the citizen in individual and property protection methods, (2) define his responsibility to the Criminal Justice System, and (3) explain the role of law enforcement. These areas have received only moderate attention from both the LJPO and potential applicants. In the opinion of the consultant, the requirements and scope of the public education-oriented programs are well beyond the limited budgetary provision. This may partially account for the administrative negligence in the implementation of the Program Area plans although it is suspected that more formative project definitions are also needed. Thus far, a geographically scattered mixture of youth/police scholastic programs and police/citizen improved relations programs have been funded. These programs have not addressed the larger segments of the population. The mass media promotion specified in Program Area objectives, although now in work, had not been activated at the time of this evaluation, nor has generalized information covering individual and property protection methods been developed and disseminated.

The final area of inter-disciplinary concentration covers the development of computerized information systems, the implementation of alternatives to traditional processing of "victimless crime" offenders, and the standardization of personnel recruitment, remuneration, evaluation and discipline policies for all Criminal Justice agencies. The Program Areas (A-4, D-2 and E-5) account for more than half of the total funding assigned to the inter-disciplinary classification.

In many instances, these programs have been only partially implemented. A single standards improvement project was designated for Spokane (but never implemented) and efforts to achieve equitable personnel practices across Criminal Justice agency lines has been minimal. While the victimless crime program has demonstrated effective treatment methods in alcohol-related problems, other misdemeanor problems have received minimal attention. The various State-wide computer information systems, due to the magnitude and complexity of the task, have been developed at a deliberate pace.

The inter-disciplinary Program Areas are, in some instances, not well aligned with the established structure of target and goals. Generally the expected direct impact on crime is negligible, as systems-oriented projects cannot always be expected to show explicit and measurable relationships. This assessment excludes public education and community relations programs, alcoholic rehabilitation and law enforcement training; areas which do demonstrate good alignment with their goals and also show promise of impacting the related Crime Targets.

The total accomplishment of the inter-disciplinary Program Areas should result in a Criminal Justice System which has a better understanding of its organizational role and services. The fulfillment of these programs should also foster more efficient and economical operations, sustain more educated and skilled personnel, and provide an improved work environment. These changes demanded by the Criminal Justice Program Plan can improve the capabilities of the system in the address of crime

problems and subsequent treatment of offenders; they are not, in and of themselves, directly oriented toward crime impact.

The inter-disciplinary effort has yet to demonstrate a level of accomplishment compatible with either the philosophical intent of the Criminal Justice Program or the designated Program Area objectives. Of the six discontinued Program Areas falling under this classification, three failed to implement any portion of their plan. Those Program Areas still contained in the Criminal Justice Program Plan have generated only a limited number of projects.

The training of personnel in each discipline and the establishment of better inter-disciplinary communication and cooperation has continuously been assigned a high priority by the Criminal Justice Program. The most significant response to this requirement has been the foundation and effective operation of the Criminal Justice Training Center. Beyond this, the approved training projects have generally failed to match the magnitude of needs expressed by the Criminal Justice community. The State Criminal Justice System still has large numbers of personnel lacking the technological standard of training considered necessary.

The LJPO should address more strongly the planned public education programs dealing with crime and citizen awareness of the law enforcement role. The projects approved thus far have essentially been part of school curriculums, and agencies outside the public school system do not appear willing to contribute their resources to this type of educational effort.

These problem areas indicate that difficulties have arisen in the effort to develop forward-looking, multi-faceted solutions to potential Criminal Justice problems. Programs based on theoretical needs,³ such as public education, program evaluation, inter-disciplinary training, etc., have encountered the greatest resistance

³A theoretical need would be one visualized by the Criminal Justice Program administration. The primary list of needs and problems (non-theoretical) are generated by the regional planning bodies.

to implementation. A much higher level of accomplishment is visible in those programs which have been developed primarily to react to clearly identified problem areas.

Summary

The overall effort to establish inter-disciplinary programs has met with limited success. Their primary purpose is to combine the relevant aspects of the individual disciplines into comprehensive, multi-disciplinary thrusts having the capability to improve selected segments of the Criminal Justice System. The potential problems surrounding the implementation of these Program Areas should be analyzed thoroughly. In general, these programs tend to be technically complex and it is recommended that the LJPO take a more aggressive role in their definition and formulation.

The area of training requirements merits an in-depth investigation; there is every indication that the first need is a comprehensive plan specifically developed around the requirements of this function. The development of improved curricula, specialized course work and training techniques should be accelerated beyond the present pace. In addition, the repetitively expressed need for the elimination of inequities in the personnel standards and practices of the Criminal Justice agencies should receive more attention in terms of specific program planning.

It would also seem apparent that unless the LJPO is willing to assume the full burden of the promotional task, or is able to convince other agencies that they share in the responsibility for this task, programs to promote improved citizen/agency awareness and understanding should be removed from the Criminal Justice Program Plan.

The consolidation/evaluation component, despite having little demonstrated relationship to any of the designated Crime Targets or identified crime problems, does have the potential capability of significantly contributing toward the evolution of a more effective and efficient system. Finally, it is recommended that those discontinued and incomplete inter-disciplinary programs be given renewed consideration.

INTER-DISCIPLINARY: FINANCIAL SUMMARY

CUMULATIVE DISCIPLINE FUNDING

Program Area		Cumulative Allocation ¹ 1969-1972		Cumulative Grant Award ² 1969-March 1972	
No.	Title	Dollars	Per Cent of Total	Dollars	Per Cent of Total
A-1	Training and Education	975,000	23.9	928,186	30.7
A-2	Curricula for Colleges and Universities	188,009	4.6	143,467	4.7
A-4	Standards, Recruitment and Personnel Practices	38,000	0.9	10,000	0.3
3	Education and Training Methods	10,000	0.3	10,000	0.3
B-1	Public Education, Information and Understanding	277,182	6.8	77,680	2.6
15	Criminal Justice Coordinating Councils	74,171	1.8	74,171	2.5
12	Protection of Persons and Property	10,000	0.3	-	-
D-2	Computerized History Files, and Statistical Systems	1,350,000	33.1	980,417	32.4
17	Professional Services and Management Assistance	205,000	5.0	188,896	6.2
E-5	Alternatives to "Victimless Crimes" Processing	660,000	16.2	468,282	15.5
I-1	Community Relations Program	110,000	2.7	90,680	3.0
J-1	Research and Program Evaluation	110,000	2.7	56,380	1.8
5	Methods for Evaluating Program	30,000	0.8	-	-
6	Model Community	37,000	0.9	-	-
Total		4,074,362	100.0	3,028,159	100.0

¹Part "C" LEAA Funds Allocated to each Program Area

²Part "C" LEAA Funds Expended and/or Committed under Contract

INTER-DISCIPLINARY: FINANCIAL SUMMARY
(Continued)

DOLLAR ALLOCATIONS BY YEAR

Program Area No.	1969	1970	1971	1972
A-1	30,000	245,000	500,000	200,000
A-2	-	81,009	82,000	25,000
A-4	-	25,000	10,000	3,000
3	-	10,000	-	-
B-1	31,182	65,000	31,000	150,000
15	-	-	74,171	-
12	-	10,000	-	-
D-2	-	-	750,000	600,000
17	-	75,000	130,000	-
E-5	-	100,000	250,000	310,000
I-1	-	50,000	35,000	25,000
J-1	-	-	-	110,000
5	-	30,000	-	-
6	-	37,000	-	-
Total	61,182	728,009	1,862,171	1,423,000

ANALYSIS OF PROGRAM ADMINISTRATIVE FUNCTIONS AND PROCESSES

The content and operational effectiveness of the Criminal Justice Program is directly dependent on the associated management actions and the supporting administrative processes. In this instance, the total management function is made up of three components: the Law and Justice Planning Office, the Regional Planner network, and the Governor's State Committee (and sub-committees) on Law and Justice. While the administrative function has some inherent flexibility in its structure, certain administrative routines must be present which are capable of, and promote, efficient operation. Both strengths and deficiencies in the administrative function will be ultimately magnified and reflected in the structure, content and operation of the Program.

As a complementary output to the program evaluation results presented in Section 2.0, the consultant has reviewed a limited, but key, array of management functions and processes. This administrative analysis is concerned with significant program practices in planning, operation and control. This included the examination of current working relationships between the Law and Justice Planning Office and those contracting agencies covered in the project field survey.

Except in rare instances, the evaluators were not concerned with either the financial operations or general administration since these functions have been covered in previous studies conducted by other firms and/or agencies.

The program administrative analysis provided in support of this evaluation covers the topic areas of the (1) planning process, (2) program operations, (3) information requirements and (4) organization structure. The following text highlights relevant consultant findings and opinions.

5.1 THE PLANNING PROCESS: SIGNIFICANCE, CREDITABILITY AND EMPHASIS

The annual Criminal Justice System Plan forms the basis for describing those programs designated for implementation and accomplishment in a specific "action year." Plan development is, of necessity, a complex process which responds to the diverse program content and the specific requirements set forth in heavily structured guidelines.

The most significant components of the plan are the Program Areas and their importance cannot be over-stressed. It is the planning level most visible to individuals/agencies both within and outside the program administrative structure. The Program Area should represent a formal response to both the authenticated needs and problems of the Criminal Justice System and the targets and goals established to govern the program.

Program Areas describe the desired plan end-products and allocate, in advance, funds for their accomplishment. This procedure is both rational and proper for this type of program. However, this approach is diametrically opposed to normal business/industrial practices where the product is usually developed to a certain stage of maturity prior to the solicitation of funds. This point is emphasized to demonstrate that the definition and construction of Program Areas merits a significant amount of attention by the administrative function. Errors made in developing these components can readily be transmitted into other segments of the program.

A review of the existing Program Areas has definitely indicated that they are not sufficiently descriptive in all cases to encourage direct applicant responses. Although the State plan provides an adequate level of basic description, the planning staff should expand and clarify Program Area requirements through supplementary documentation for applicant use. Historically, the low level of applicant response to some Program Areas may well have resulted from a lack of understanding of the general requirements and desired outputs. In other instances, Program Areas appear to

have been developed without full consideration of whether capable resource groups would be available to respond to, and fulfill, the technical requirements.

Many Program Areas continue through successive years. In those cases where modifications have been made to these Program Area plans, the directional trend has not always been judged to be positive. Further, there is little evidence that the accomplishments of the previous year weigh heavily in the decision to renew the Program Areas for succeeding periods. This condition exists, no doubt, largely because of a deficiency of reported activities and accomplishments from the projects.

The project field survey conducted by the consultant revealed that most applicants had little or no knowledge of the plan targets and goals that their grants were addressing. This, in itself, does not negate the work that is being accomplished at the project level; it does, however, strengthen the argument that the Program Areas must be right in terms of representing the targets/goals and needs/problems of the Criminal Justice System.

This program demands active and extensive participation from the involved functional disciplines and various elements of government: commitment to a plan requires participation. From this standpoint, considering the realistic amount of exposure that can be given to any plan, the State of Washington has done a commendable job from the inception of the program. The Criminal Justice Program annual plans have not been developed under "limited visibility" conditions and this policy should ultimately pay positive dividends. Plan inputs, generally, have portrayed broad exposure in terms of geographic influence and the application of functional expertise.

Consistent attempts have been made, through an established administrative process, to obtain the needs/problems relating to this program on a State-wide basis. This is a very positive asset of the current program operational scheme. The evaluator, however, is concerned with the utilization of this information. Historically, this critical planning function has not received enough

attention but an improvement has been shown in 1971-1972. An analysis of the annual needs/problems lists shows that they have become progressively more constricted over time. In each succeeding year, there has been a demonstrated tendency for these lists to relate more closely to the established Program Areas. The question here is the determination of whether (1) the Program Areas are satisfying system needs or (2) if there is a decrease in problem identification. The evaluator feels that the latter condition is occurring and recommends that action be taken to avoid any tendencies toward program solidification. The identification of valid needs/problems should always lead, rather than follow, the Program Area configuration at any given point in the life of the Criminal Justice Program.

Administrative systems supporting the plan development process require up-grading; particularly in the functions of information preparation, priority establishment and fund allocations. Traditionally, a low level of priority visibility has been provided by the plans. Priorities should be established in a disciplined sequence at various levels: e.g., targets/goals, needs/problems, Program Areas and projects. It is feasible to implement an effective priority-setting process that will require a minimal increase in the administrative work load. The net effect of these actions would be to provide an improved framework for fund allocation exercises.

Overall, the procedures used to support the development of the annual plan should be strengthened. As it now stands, there is far too great an opportunity to build tomorrow's plan from the program that exists today.

5.2 PROGRAM OPERATIONS: INTERNAL FUNCTIONS AND THE ADMINISTRATIVE INTERFACE

A selected group of operational practices were examined during the course of performing the evaluation. The analysis of these administrative procedures and systems is covered in the following text with the major areas of concentration being noted here:

- Inter-relationships between the central planning office and the contracted individuals/agencies.
- Internal operating practices.

The field survey of 49 projects conducted under this study provides a starting point for this analysis. First, key problem areas cited by project directors (or their representatives) are examined under specific headings: secondly, the evaluator's summary analysis and recommendations are provided.

• Project Planning

Project directors, surprisingly, did not cite a large number of problems in the preparation of applications. Most statements centered about their lack of experience in planning and the need for more direction from the Law and Justice Planning Office in the performance of this function. Some respondents felt that the guide-lines were not adequate and that the formats were too time consuming.

• Application Approval Process

Applicants were most concerned over the time delays experienced between the notification of project go-ahead and the receipt of the finalized contract. A majority of the applicants felt that a certain amount of "grantsmanship" was necessary to be successful in the application process.

• Project Implementation and Operation

Less than one-third of the survey group had apparently experienced problems in implementing the project. The two dominant concerns were the slowness of the fund reimbursement cycle and confusion about some contractual requirements. The latter part of this statement would not seem to be valid since, in their responses to other survey questions, directors were strongly positive in stating that they were made fully aware of reporting, evaluation, training and other special contract requirements. The majority of the interviewees also indicated that a cooperative and communicative relationship was enjoyed with the planning office.

Project Progress Reporting

The distribution of answers provided by project directors on the frequency of project reporting was surprising in its diversity: there was an almost equal distribution between monthly, bi-monthly and quarterly reporting.

The results of this survey, when combined with other consultant observations and investigations, had the effect of developing a framework for evaluative conclusions and recommendations in specific administrative areas.

There is enough evidence of real, or potential, problems to indicate that the total process governing the application for projects should be reviewed. A prime source of applicant complaints and concern, all aspects of this procedure should be subjected to an in-depth analysis by the planning office, regional bodies and the various committees.

Despite the fact that process deficiencies do exist, the evaluator finds that substantial technical progress has been made in this function through the 1969- 1972 period. This statement applies particularly to format design and requirements and the observed quality of application preparation. Nevertheless, several key questions must still be addressed:

- Is the present application format too demanding and costly in terms of applicant preparation and are the guidelines clear?
- Does the process, as it now exists, lead to an excessive tendency towards grantsmanship?
- Should the Law and Justice Planning Office take a more aggressive role in the preparation of applications; in actual fact, actively participate in the development of project work statements?

With respect to the preceding statements, the consultant's judgment is that the existing application format is, with some reservations, acceptable. Certainly, the latest guideline document covering the preparation of applications is sufficiently comprehensive and clear. This statement does not mean that a certain amount of rigor, on the part of the applicant, is not required.

The planning office staff should be strongly responsive to the applicant in guideline interpretation and, where possible, request more abbreviated statements of work. Efforts to restyle the application format could result in a more succinct presentation which would offer volume reduction, improved comprehension and better reference baselines for progress reporting.

There is a widespread concern that the cost of application preparation is excessive in comparison to the requested fund amount. While the evaluator shares this feeling (to a lesser degree) it is also essential that applicants recognize that a grant award should merit a significant work contribution on their part. There is no substitute for the planning rigor incurred during application preparation in terms of developing Criminal Justice System resource capabilities. Although it does represent an "out of pocket" cost to the applicant, the discipline involved through planning exercises establishes a framework of action and tends to solidify an approach that will promote faster, more efficient project implementation once the application is approved. It is more critical, in the evaluator's view, that inputs required from applicants be fully utilized by those in a position to review, approve/reject and control projects. Information and material that is not applicable to at least one of the three referenced functions should not be requested.

In answer to the second question, the evaluators feel that some degree of grantsmanship is prevalent in the existing process; simultaneously, it is believed that the administrators have attempted to keep the program as free of this influence as possible. Few programs are completely impervious to this practice. It is not, under any circumstances, an acceptable operational characteristic and must be reduced to the minimum possible level. Several recommendations for the achievement of this status are listed below:

- Infuse greater rigidity into certain dimensions of both the planning process and the grant award system.
- Use competitive bidding procedures where possible and feasible.

- Simplify specific sections of the application formats to highlight real content rather than prose style.
- Provide greater insulation to the decision-making function.

In the final analysis, the reduction of grantsmanship is very dependent on the operational posture of the program management.

With respect to the final question regarding the planning office role in the development of applications, the evaluator recommends that necessary support (not including the actual preparation of the application) should be provided. It is not considered acceptable, in contrast to the feeling in some quarters, that Law and Justice should actually prepare the applications. Improvement and maturity of resource capabilities within the Criminal Justice System cannot be achieved without this type of foundational experience, however arduous.

A separate problem internal to the Law and Justice administrative operation concerns the Program Area/project alignment practices. An extremely difficult set of conditions have been imposed on this program through the existing policies of (1) distributing projects across multiple Program Areas and (2) listing projects in the year from which they are funded. An outgrowth of this condition is that the actual content of this program is confusing due to the inclusion of non-related projects in some Program Areas; conversely, other Program Areas often appear deficient because projects established specifically to support them have been fragmented into other sectors of the alignment.

The evaluator is well aware of the reasoning and experience that has caused these practices to come into being. Nevertheless, the many difficulties resulting from this alignment are difficult to surmount in program evaluations, audits, and even some routine operational exercises.

Zaring feels strongly that both conditions should be rectified at the earliest opportunity. The following recommendations are put forward as potential solutions.

•In the case of fragmented projects, a major change in policy will be necessary. The basic ground-rule must stipulate that each project be uniquely assigned to a Program Area. It should also be recognized, and accepted, that the amount stipulated for a Program Area at the beginning of each fund year represents an estimated budget. As in any program, these values will be confirmed or negated through experience in that same year. Therefore, a limited degree of flexibility should be incorporated into management procedures established to control total program funding. Fund reallocation exercises should be scheduled and conducted at specified periods during the course of the year. This will require a greater degree of management participation and control than is now being applied to this function.

•Secondly, the problem of split-year funding can be approached through a minor change in current practices. It is recommended that the projects be listed under the Program Area (and year) in which it is approved; irrespective of what time period the funds have actually been acquired from. To maintain the necessary audit trail, the appropriate fund year source can be noted after the project title.

5.3 RECORDS AND INFORMATION: ADMINISTRATIVE AND TECHNICAL REQUIREMENTS

The maintenance of operating records and the compilation of designated categories of information represents a critical administrative responsibility. A general analysis of this function has been conducted by the consultant during the course of this evaluation. Both the field survey and the project abstracting process provided additional insight into this area.

While virtually all of the applications could be readily accessed from the files, the related progress reports were only fractionally represented. Frequently, final project reports were not contained in the files and it was also found, in those instances where project funds had been reduced, that revised application formats were not included to show the necessary modifications and contractions made to the original work statement. There appears to be both a scarcity of communicative memoranda between the planning office and applicants, and records concerning sub-committee actions. This latter information is needed to give the reviewer an opportunity to historically survey the decision-making process.

Although the introduction and implementation of certain information and administrative systems would aid in disciplining this function, the evaluator can see no valid reason for accepting anything less than a professional standard of records maintenance under any conditions.

Significant improvement must be achieved in progress reporting. Although the guidelines covering this aspect of program operation are fairly clear, the fact remains that the great majority of the reports do not transmit the type of information needed by the planning office to perform either good monitoring or evaluation activities. Frequently, progress reports tend to dwell on administrative problems, to discuss meetings held or attended by the applicant and to describe activities which are not directly related to actual project performance.

Far more important to the planning office monitors is the demonstration of actual progress against the stipulated project objectives and schedules. More direct reference must be provided to tasks originally outlined in the application and statistical data should also receive greater emphasis.

A more formalized style of reporting is strongly encouraged; but not greater volume. Guidelines amplification or restatement alone will not solve this problem. A significant amount of interface between the planning office coordinators and the applicants will be required to raise progress reporting, and consequently the monitoring function, to an effective level of performance.

Of equal importance is the implementation and maintenance of a data bank capable of accumulating program technical information. The fact that this information is not currently available in easily referenced form highlights a severe deficiency in the performance of the data and information function. The Criminal Justice Program should both internally generate and externally acquire a vast amount of information pertaining to the technical content of this program on a consistent basis. It is essential that this type of information/data be catalogued and maintained in central archives. In this manner, it will be available for

applicant research and will serve to disseminate material as part of the technology transfer process.

5.4 THE ADMINISTRATIVE STRUCTURE: MAJOR ORGANIZATIONAL COMPONENTS

In the preceding segments of this section, the evaluative comments have been limited to the administrative processes and systems.

The evaluator would be remiss, however, in not stressing the importance of the administrative structure to this program. This, more than any other single factor, is the prime determinant of ultimate program content, balance and directional movement. The Criminal Justice Program is visualized as having three major administrative components: the Law and Justice Planning Office, the Governor's Committee on Law and Justice (and the supporting Technical Advisory Committees), and the Regional Planning system. The statements and recommendations on this subject will be abbreviated since a detailed organization analysis is beyond the scope of this study.

With respect to the committee process, the evaluator concludes that this administrative component should exist in some configuration. The program has now progressed to a point, however, where the committee structure should be subjected to an in-depth review by the planning office. The dimensions of this analysis should include the determination of role, functional orientation and size. Strong consideration should be given to implementing and expanding, on an expeditious basis, the set of operational guidelines and procedures now being tested in one of the Technical Advisory Committees.

In the opinion of the evaluator, the Regional Planning network is an essential administrative component of this program. The Criminal Justice Program is, by definition, oriented to all areas of the State. Ultimately, Regional Planning should be able to satisfy the needs for both comprehensive information inputs and authentic descriptions of State-wide requirements. It is recommended that a stronger, more direct organizational linkage be progressively established with the regions and the central planning agency.

From the operational aspects of the Criminal Justice Program, the coordinator position on the central-planning agency staff represents a vital function. These particular staff members carry the burden of the responsibility for framing the Program Areas, supporting their respective committees, staying abreast of the technology within their field, and relating closely to the project applicants. The scope and responsibilities of this function are significant and often under-rated by those not familiar with the program.

Treated as a composite group over time, the coordinators have turned in an acceptable level of performance. In some instances, all things considered, it has been exceptional. It is felt, however, that this function's level of effectiveness can be measurably improved if certain adjustments can be effected in the operational orientation. The following text sets forth some primary considerations.

The coordinators are currently required to distribute their available time too broadly, which tends to reduce their effectiveness. There is no reason to anticipate significant changes in this requirement in the foreseeable future. It is expected that the coordinator, if anything, will be expected to increase his level of support and response to the committees, the communities, various governmental agencies, and the applicants. Coordinators should also devote more attention to the monitoring function, evaluative reviews and the development of major thrusts within the Criminal Justice Program.

Because of the above real and potential demands, the coordinator function is, in the opinion of the evaluator, currently understaffed. It should be strengthened through the addition of supporting analysts. Equally important, the responsibilities of this position should be thoroughly reviewed and screened to provide maximum time availability for the performance of those key activities highlighted in the preceding paragraph.

CRITIQUE OF EXISTING PROGRAM TARGETS AND GOALS

CONTINUED

1 OF 2

CRITIQUE OF EXISTING PROGRAM TARGETS AND GOALS

The current, approved structure of the State of Washington Criminal Justice Program targets and goals has been utilized in two ways in this evaluation. First, in response to the study guidelines, the consultant has extensively employed the existing framework in the actual program evaluation. Secondly, an analytical critique has been conducted on these same Crime Targets and System Goals. The results of this latter exercise form the basis for the commentary presented in this section.

To facilitate both of the study conditions stated above, it was necessary to place the documented targets and goals in a formal alignment; State Plans, to date, have not displayed them in an integrated framework. The consultant performed this task using the targets and goals extracted from prior Criminal Justice Program Plans.⁴

The functional discipline specialists, in the course of performing the evaluation, were called upon to make the following categorical assessments:

- The degree to which the existing Crime Targets and System Goals conform to the intents and purposes of the Omnibus Crime Control and Safe Streets Act of 1968.
- The likelihood that the attainment of, or movement toward, the System Goals would have a resultant and desired impact on their related Crime Targets.

The Crime Targets and System Goals, when viewed in total, display the comprehensive orientation and major thrusts of the Criminal Justice Program. The structural alignment is a direct

⁴In 1971, Zaring was contracted by the Law and Justice Planning Office to perform a specified amount of technical structuring for the 1972 Criminal Justice Program Plan. This included participating in the development of five-year forecast work packages. The content for these packages, termed "Component Programs," was totally developed by Law and Justice planning staff personnel: the targets and goals associated with each Component Program were derived from extensive reviews of prior-year plans.

derivation of Law Enforcement Assistance Administration (LEAA) guidelines and essentially reflects the management by objective concept. The total framework of the State of Washington Targets and Goals is shown in full detail in the supporting technical document to this study entitled Evaluation Methodology and Study Approach. An abstracted version described by Figure 1: Criminal Justice Program 1972 Crime Targets and System Goals is used as the basic reference for the following analysis.

In this task, the evaluators concentrated on two major dimensions of analysis: (1) the assessment of the Crime Targets for relevancy and program representation and (2) the examination of System Goals for both relatability to the Crime Targets and potential individual contribution. As a supportive exercise (although it is not detailed in this document) the System Capability (sub) Goals were also reviewed to ascertain their potential ability to serve as effective ladders leading toward the ultimate attainment of the major (systems) goals. Compatibility tests were also made between the expressed needs and problems and the target/goal structure.

The criteria used for this analysis can be found in the previously referenced technical document.

The remainder of this section is devoted to a critique of the current targets and goals. The text first addresses the targets and then follows up with a technical examination of the goals.

With respect to the Crime Targets, the evaluative findings are broadly covered by the following series of statements.

- All three existing targets, Prevention and Reduction of Crime, Detection and Apprehension of Criminals and Reduction of Recidivism are appropriate in that they accurately describe the intents and purposes of the 1968 crime control legislation.

- Both of the latter targets mentioned above, in reality, appear to be subordinate to (and would automatically be included within) Prevention and Reduction of Crime. Because of the scope of these established targets, there is considerable overlap among them.

Crime Target
Improve/Increase Criminal Detection/Apprehension

System Goals

- Basic/In-service Training
- Career Development
- Inter-Disciplinary Education/Training
- Recruitment Standards/Programs
- Personnel Administration Processes/Procedures
- Communication Systems
- "Real Time" Data Access
- Scientific/Technical Support

Crime Target

Prevent/Reduce Crime

System Goals

- Citizen Education: Criminal Justice System
- Citizen Involvement: Criminal Justice System
- Public Awareness of Law Enforcement Role
- Public Rapport/Cooperation: Criminal Justice System
- Individual Protection
- Public/Private Property Protection
- Riot/Civil Disorder Prevention/Control
- Family/Personal Violent Crime Control
- Juvenile Justice System Diversion Methods
- Community-Based Counseling/Rehabilitation
- Identify Effects/Prosecute Offenders: Organized Crime
- Identify Effects/Prosecute Offenders: White Collar Crime
- Identify Effects/Prosecute Offenders: Public Corruption

Crime Target

Reduce Recidivism

System Goals

- Improved Court Systems/Procedures
- Eliminate Victimless Crime From System
- Adequate Initial Intake Evaluation
- Adult Diversion/Work Release
- Rehabilitation/Correction Facilities
- Diversion From Institutional Placement
- Rehabilitation of Released Offenders

Crime Target

No Established Target

System Goals

- Reduce Entrants/Improve Processing
- Program Progress Assessment
- Program Impact Assessment

Figure 1: Criminal Justice Program
1972 Crime Targets and Systems Goals

There is, in the opinion of the evaluators, little real opportunity existent for impact measurements against these targets because of their virtually unlimited coverage and lack of unique identification.

As they now stand, the Crime Targets do not provide a firm directional motivation for the program. Because of their lack of conciseness, they do not easily accommodate the construction of supporting System Goal networks. While the present targets can be classified as valid, they also have a limited usefulness from the technical aspects of both program planning and operation. They certainly are not sufficiently clear-cut to support target quantification (e.g., increase Detection and Apprehension by ten percent) which would assist both the development of impact measurement standards and the planning base.

The existing targets also provide little to work with in conceptualizing methods and programs for dealing with specific crime problems. The ability to measure impact against these Crime Targets tends to be a function of their individual compositions. If, for example, the target of Improving and Increasing Criminal Detection and Apprehension is separated into (1) Detection and (2) Apprehension, impact on the Detection portion would be difficult to measure. Conversely, Apprehension could be much more readily measured through numbers of arrests or clearance rates.

Prevention and Reduction of Crime could be similarly segregated. Impact measurements on Crime Prevention would be difficult to obtain while Crime Reduction could be at least grossly quantified through reported index crime rates. Reduction of Recidivism, the third target, might also be statistically measured in a similar manner.

The importance of developing and implementing authentic and useful Crime Targets cannot be over-emphasized: their primary purpose is to indicate what should be accomplished by the Criminal Justice Program. The System Goals, then, describe the means by which these targets can be accomplished. Because of this causal relationship, it is apparent that clarity and distinctness is a necessary requisite for each Crime Target. If a concerted

attempt is made initially to be more specific in outlining the desired program orientation, the necessary achievements can be framed much more accurately and efficiently in terms of System Goals. The truism that resources are always limited and that only so much can be done well in a given period of time is still valid.

It is not obvious to the evaluators that this limitation (of resources) has been seriously considered: it also appears that the function of target establishment has received far too little attention by those administrative bodies concerned with this program.

It is equally apparent, however, that considerably more effort has been applied toward the development of the goals. System Goals have the purpose of representing ideal configurations in each of the various functional disciplines that should be attained through progressive accomplishments within selected areas of the Criminal Justice System. One example (reference Figure 1 under the Crime Target of Improve/Increase Criminal Detection/Apprehension) would be Personnel Administration Processes/Procedures; another would be Basic/In-service Training. On the surface, both goals appear to be meaningful. A more penetrating examination, however, raises several questions:

- Is the Personnel Administration Processes/Procedures goal equal in importance to the other goals relating to the same target?
- Can reviewers of the plan understand what is meant by these brief goal statements (is more amplification in the form of supporting text necessary)?
- Can Program Areas be logically derived from and developed to satisfy these goals?

Realistically, goal statements cannot be expected to be absolutely explicit and definitive since their purpose is to highlight specific areas of the Criminal Justice System designated for improvement through program accomplishments. They represent summary, composite value judgments made by groups of individuals involved in the development and operation of the Criminal Justice

Program. Since they are future conceptions of what particular segments of the Criminal Justice System should ultimately evolve into, they are subject to change from one year to the next.

Great specificity cannot always be obtained in describing a System Goal, but supporting documentation needs to be developed that will clarify and expand upon its meaning to the maximum extent possible. For example, the System Goal, Recruitment Standards/Programs, should be amplified in additional documentation that explains what kind of standards the State ultimately wishes to see in force and identifies which functional disciplines would be affected by them. These descriptions would serve a very useful purpose in that basic definitions for each goal would be available for reference and could readily be modified, as required, to reflect changing perceptions resulting from time and experience.

The evaluators consider the goals, in summary, to be relatively comprehensive and germane to system improvement; however, some specific comments are listed below and are referenced to the associated targets.

•Crime Target: Improve/Increase Criminal Detection/Apprehension.

(Add) A goal for Citizen Crime Reporting. Its purpose would be to solicit maximum crime reporting from the citizenry and to overcome the present restraints to this type of communication.

(Add) Restructuring of Law Enforcement Agencies. Specifically, these agencies should thoroughly investigate the possibilities of future functional division between peace keeping and apprehension responsibilities.

•Crime Target: Prevent/Reduce Crime

(Notation) Riot/Civil Disorder Prevention/Control is a reactive and control oriented goal. It would not appear to either prevent or reduce crime since it is an after-the-fact action. The opinion of the evaluator is that the goal is necessary, but that it is improperly associated because of the limitations of the currently defined targets.

•Crime Target: Reduce Recidivism

(Notation) Adult Diversion/Work Release is not judged to have the same degree of potential contribution to the Crime Target as do the surrounding goals. It would seem that the likely benefactors would be those individuals who are not the probable repeat offenders.

•General:

(Notation) The goal, Eliminate Victimless Crime From System, relates generally across all of the listed Crime Targets. It does not have a distinctive single placement in the structure.

During the course of evaluating the target/goal structure, consideration was given as to whether System Goals should be displayed in functional discipline alignment (e.g., corrections, law enforcement, etc.). It was concluded that they should not since the program would lose the inter-disciplinary movement that it is trying to achieve. In addition, the structure would undoubtedly become victim to extensive technical redundancies.

In contrast with the Crime Targets, the goals (as currently described) are generally receptive to direct measurement. The requirement for goal measurement is to assess the positive movement toward it through Program Area accomplishments. Specifically, this necessitates the acquisition and summary of information (both quantitative and qualitative) from the project level up. The fact that this activity has not been previously accomplished does not alter the need for doing so. To technically accommodate this process, all Program Areas and projects must be identified against their related System Goals.

Good correlation was found to exist between the expressed needs/problems and the target/goal structure. At the same time, there is concern on the part of the evaluators that a philosophical gap exists between the intent of the target/goal structure and the actual projects being approved and implemented. If continuity of purpose is not established through all levels of the program, the targets and goals will have little value.

There should be no misunderstanding of the importance of the target/goal structure; all major program functions and directional movements should be derived from, and be in accordance with, this framework. Past Criminal Justice Program Plans have not shown a consistent pattern in the presentation of individual targets and goals. The total structure has never been displayed and it is strongly recommended that this practice be instituted in future plans.

The evaluators also analyzed the Crime Targets/System Goals concept from the following aspects:

- Feasible applications of the targets and goals in the planning, operational and control phases of the program.
- Procedural requirements for the effective development and maintenance of the target/goal structure.

In response to the first statement, the consultant subjected the target and goal levels to individual examinations. In terms of application to this program, both levels are equally important in the planning process. Over an extended period of time, however, more volatility and change should be expected to occur at the goal level because of the vulnerability to both changing perceptions and the development of different approaches to the improvement of systems deficiencies.

From an operational standpoint, the evaluator's position on target/goal measurement is that the opportunity to determine progress towards System Goals greatly exceeds that of demonstrating impact against Crime Targets. Further, this condition is not expected to change markedly in the immediate future. The supportive reasoning for this conclusion is described in greater detail in the technical report supporting this evaluation. Possible approaches to target measurement would be to segregate and detail the Crime Targets to a much lower level. An alternative would be to accept a greater tolerance in subjective judgments of impact measurement. The evaluator recommends that targets not be diffused to the point of impracticality; instead, their primary

utilization should be for plan development with a secondary purpose of directly accepting quantifiable measurement.

The consultant fully supports the Crime Target/System Goal concept. Simultaneously, caution is advised in accepting the assumption that because Crime Target measurements are desired, they can be automatically provided. In the case of System Goals, however, measurements can and should be made. If it is assumed that the requirements for information input from applicants can be rigidly enforced, goal measurement is entirely feasible.

A level of the target/goal structure that has not received sufficient attention thus far in the State of Washington program is that of the System Capability Goals. These are the interim or sub-goals that provide an achievement ladder for the gradual approach toward, and ultimate attainment of, each System Goal. The development of the sub-goal networks merits a significant amount of effort. They represent relatively near-term milestones and can be more fully described and better understood than the major goals. The sub-goal detail level is not shown in Figure 1 but they are fully displayed in the technical document. The variance in the quality of the sub-goal structure from one System Goal to another is very marked and, in many instances, inadequate.

The procedure used to develop and maintain the target/goal structure is critical from the standpoint of assuring quality and consistency in that component of the plan. The following procedural actions are recommended as a formative base for the establishment of an annual routine capable of satisfying the planning needs.

- Crime Targets should be developed in conjunction with an assessment of the primary governing legislation, relevant supporting information and general reviews of crime conditions. The supporting information should always include the most current list of expressed needs/problems and the prior year target/goal structure.

Limited participation should be invoked for this initial step with targets being developed that are responsive

to (1) designated crime problems, (2) the Criminal Justice System environment, (3) the technical need for measurability, and (4) the necessary descriptive requirements for plan development.

• Following the establishment of Crime Targets, the supporting System Goals can be developed. The prior year target/goal structure can be used as a basic reference and goals can be added, modified or deleted as required. At this stage, the Program Areas that have been generated in past years to satisfy these goals should be reviewed in-depth. In addition, all evaluation and monitoring results would be analyzed to determine the basic contribution that has historically been made toward individual goal attainment.

The expressed needs/problems should be correlated with the goals in the same manner that they were with the targets. Individual goals would be assessed for relative significance and described to the maximum extent possible. The goals, in conjunction with the needs/problems, form the basis for construction of the Program Areas.

Considerably greater participation should be elicited from the program administrative functions during this phase. Before proceeding further, adequate exposure should be given to the target/goal structure developed through this stage.

• As a final step, following the approval of the target/goal structure, System Capability Goals can be developed as an extension to each System Goal. The supportive materials required here should include past multi-year plans, existing Program Areas and (again) the expressed needs/problems.

Administrative participation should be further expanded with the emphasis on functional expertise as required by the individual goals.

ATTACHMENTS

STATE OF WASHINGTON
OFFICIAL REGIONS

<u>Regions</u>	<u>Counties</u>
1	Clallam and Jefferson
2	Grays Harbor and Pacific
3	Island, San Juan, Skagit and Whatcom
4	King, Kitsap, Pierce and Snohomish
5	Lewis, Mason and Thurston
6	Clark, Cowlitz, Klickitat, Skamania and Wahkiakum
7	Chelan, Douglas and Okanogan
8	Kittitas and Yakima
9	Adams, Grant and Lincoln
10	Benton and Franklin
11	Ferry, Pend Oreille and Stevens
12	Spokane
13	Asotin, Columbia, Garfield, Walla Walla and Whitman

Attachment "A"

ALLOCATION/GRANT AWARD SUMMARY

Year	Allocation ¹ 1969-1972	Grant Award ² 1969-March 1972	Grant Award As A Per Cent of Allocation
1969	\$ 379,610	\$ 379,610	100.0
1970	2,971,000	2,851,827	96.0
1971	5,612,000	5,191,612	92.5
1972	6,845,000	2,879,878	42.1
Total	\$15,807,610	\$11,302,927	71.5

Attachment "B"

¹Annual Part "C" LEAA Funds Allocated to the State of Washington

²Part "C" LEAA Funds Expended and/or Committed Under Contract through March 31, 1972

GRANT AWARD SUMMARY BY FUNCTIONAL DISCIPLINE
1969 through March 31, 1972

Functional Discipline	Projects		Grant Award ¹	
	Number	Per Cent of Total	Dollars	Per Cent of Total
Law Enforcement	132	37.7	\$ 3,067,294	27.1
Adjudications	46	13.2	1,347,840	11.9
Corrections	65	18.6	3,140,575	27.8
Youth & Delinquency	95	27.1	3,138,284	27.8
Inter-disciplinary	12	3.4	608,934	5.4
Total	350	100.0	\$11,302,927	100.0

Attachment "C"

¹Part "C" LEAA Funds Expended and/or Committed under Contract through March 31, 1972

GRANT AWARD SUMMARY AND COMPARATIVE STATISTICS BY REGION
1969 through March 31, 1972

ZARING Corporation

Region	Population ¹		Grant Award ²	
	Number	Per Cent of Total	Dollars	Per Cent of Total
1	45,431	1.3	\$ 8,353	-
2	75,349	2.2	73,594	0.9
3	165,198	4.8	92,548	1.2
4	1,934,628	56.8	5,240,576	66.7
5	143,279	4.2	183,673	2.3
6	218,645	6.4	162,459	2.1
7	84,009	2.5	61,004	0.8
8	170,010	5.0	302,518	3.9
9	63,467	1.9	82,688	1.1
10	93,356	2.7	622,685	7.9
11	27,085	0.8	62,480	0.8
12	287,487	8.4	824,170	10.5
13	101,225	3.0	143,990	1.8
Region Total	3,409,169	100.0	\$ 7,860,738	100.0
Non-regional	-		3,442,189	
State Total	3,409,169		\$11,302,927	

Attachment "D"

78

¹Per 1970 Census of Population, U.S. Department of Commerce/Bureau of the Census

²Part "C" LEAA Funds Expended and/or Committed under Contract through March 31, 1972

GRANT AWARD SUMMARY BY HIGH CRIME AREA
1969 through March 31, 1972

ZARING Corporation

High Crime Area	Population ¹		Grant Award ²	
	Number	Per Cent of State Total	Dollars	Per Cent of State Total ³
Seattle	530,831	15.6	\$1,901,800	16.8
Spokane	170,516	5.0	824,005 ⁴	7.3
Tacoma	154,581	4.5	538,081 ⁵	4.8
King County ⁶	625,802	18.4	1,627,026	14.4
Total	1,481,730	43.5	\$4,890,912	43.3

Attachment "E"

79

¹Per 1970 Census of Population, U.S. Department of Commerce/Bureau of the Census

²Part "C" LEAA Funds Expended and/or Committed under Contract through March 31, 1972

³Total Grant Award through March 31, 1972 - \$11,302,927

⁴Includes Projects Impacting both the City and the County of Spokane

⁵Includes Projects Impacting both the City of Tacoma and Pierce County

⁶Excludes City of Seattle

COMPARATIVE GRANT AWARD¹ DISTRIBUTIONS
 1969 through March 31, 1972

Functional Discipline	Totals by Program Area		Totals by Project	
	Dollars	Per Cent	Dollars	Per Cent
Law Enforcement	\$ 2,182,517	19.3	\$ 3,067,294	27.1
Adjudications	1,091,012	9.7	1,347,840	11.9
Corrections	2,601,340	23.0	3,140,575	27.8
Youth & Delinquency	2,399,899	21.2	3,138,284	27.8
Inter-disciplinary	3,028,159	26.8	608,934	5.4
Total	\$11,302,927	100.0	\$11,302,927	100.0

¹Part "C" LEAA Funds Expended and/or Committed under Contract through March 31, 1972

Attachment "F"

END