

Exemplary Project Screening and Validation Reports

Project Candidate:

PORLAND CASE MANAGEMENT
CORRECTIONS SERVICES

Multnomah County, Oregon

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EXEMPLARY PROJECT VALIDATION REPORT

NCJR

SEP 28 1976

ACQUISITIONS

Project Candidate:

PORLAND CASE MANAGEMENT
CORRECTIONS SERVICES
Multnomah County, Oregon

Submitted to:

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U.S. Department of Justice
Law Enforcement Assistance Administration
National Institute of Law Enforcement
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Washington, D.C. 20531

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This report was prepared for the National Institute in support of the program's application for Exemplary Project status. LEAA's Exemplary Projects Program is a systematic method of identifying outstanding criminal justice programs throughout the country, verifying their achievements and publicizing them widely. The goal: to encourage widespread use of advanced criminal justice practices.

Though the project described here did not receive an exemplary designation, it was considered a worthwhile effort that should be brought to the attention of criminal justice planners and program administrators in other communities. Since the report describes the project at the time of the validation study, it may not reflect current program policies, procedures or results.

The distribution of selected validation reports is part of the National Institute's effort to share information on specific program developments and to highlight important issues in program operation and evaluation.

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1.0 Introduction

The subject of this validation report is the Case Management Corrections Services Project (CMCS), a community-based correctional program established in 1973 to provide intensive probation supervision and counseling to juveniles between the ages of 10 and 17 who have committed target offenses (burglary, robbery, assault, homicide, rape and menacing with a weapon) and live in high crime areas of Portland, Oregon.

This report is based on a review of project documents referenced in the Bibliography and an on-site visit conducted in mid-April, 1976, by an Abt Associates staff member and Ms. Mary Ann Beck of the National Institute. During the visit, interviews were held with the Project Director and three District Office Supervisors, three Case Managers in one district office, the project's researcher, and the Juvenile Court Administrator (a former Director of CMCS).

At the outset, the reader should note that the project is currently approaching the exhaustion of its LEAA Impact funds. As a result, it has suspended its intake process and plans a substantial reduction in the staff available to deliver project services. Beginning with four neighborhood facilities, CMCS is now operating in three and plans to maintain only two facilities following the termination of LEAA Impact support. Moreover, the composition of both project staff and their clientele is expected to change under the revised organization. Thus, although the project was the subject of a formal evaluation in 1975, its future operations will no longer resemble those investigated by the project researcher and reported in Section 2.

1.1 Project Design

The CMCS approach to probation service relies on the location of counselors in the community where the client lives, a reduction in traditional probation caseload size (approximately 20 cases per counselor vs. an average of 45), frequent contact with clients and their families, and the availability of funds to purchase professional treatment services as needed.

The goals are twofold:

1. To reduce the frequency with which offenders serviced by the Case Management project commit target offenses, and
2. To improve the delivery of intensive probation supervision to adolescents under formal and informal probation from the juvenile court.

The development of CMCS was a direct response to the availability of Impact funds in Multnomah County. In 1972, the Director of Portland's Impact Program and the Director of the Juvenile Court convened a group representing both criminal justice and child guidance agencies for the purpose of developing an "ideal probation program." The concept that emerged--a neighborhood-based probation service geared to supervise and support target offenders in their own communities--was based on an existing LEAA-funded program which faced the termination of its grant support. This predecessor to CMCS was an Intensive Neighborhood Probation Service (INPS) which supported 13 staff in two field offices within Multnomah County. Most participants were not adjudicated offenders, but rather "informal" probation cases derived through school and neighborhood referrals. As such, INPS was based more on the concept of diversion than its successor, CMCS.

Building on the INPS model, the planning group selected a slightly older group of juvenile target offenders as the project's clientele and devised a service strategy that involved small caseloads and sufficient funds to purchase the treatment services that were likely to be required to supplement project counseling efforts. Unlike the INPS model, CMCS participants would be derived through court referrals and would receive project services as an alternative to conventional probation.

With the termination of the INPS grant in November, 1972, the County began to support INPS staff in anticipation of receiving approval for the CMCS project. County funds were used until the beginning of 1973, when CMCS expanded its staff and formally began operations.

1.2 Project Organization

For purposes of administration, CMCS was placed within the existing organization of Multnomah County's Department of Judicial Administration, the supervising agency for the Juvenile Court. CMCS has, however, maintained independence from the Juvenile Court administration. In fact, project officials noted during the on-site interviews and in a project progress report that this independence often resembled open competition:

"The project needed the freedom to experiment, use progressive techniques and philosophies, and the more 'bureaucratic hassle' that could be avoided was definitely to the Project's advantage. Since the Juvenile Court was the control group and Case Management service was being compared to the Court's service, a very pronounced competition developed between the project and the Court. At a time when Court Counselors had a caseload of 55 to 60 and were being threatened with layoffs due to county budget cuts, Case Managers had a caseload of 20 and were taking kids bowling and camping. The competition and at times conflict

between the project and the Court could have negatively influenced the program if it had been under one administration."

To place these comments in perspective, it should be noted that there have been 3 directors of the Juvenile Court since the inception of the project. Although the first director was supportive of CMCS, the second held a strictly legalistic view toward the functions of probation--a view that was incompatible with the flexible service orientation of CMCS. As a result, a cooperative administration was virtually impossible.

Thus, for purposes of organization, there were essentially two parallel services reporting to the Department. Although project officials indicated that such a posture was necessary at the time to stimulate innovation, all would agree that it has created transition problems now that the project must be phased into a shrinking County budget.

Figure 1 illustrates the original organization of CMCS. Under this organization, the project's service area encompassed 50 districts representing areas with a high intensity of juvenile target offenses. In January, 1973, field offices were secured to serve the Southeast and Albina portions of the project's target area. In March, a North Portland office was secured, and in July a Northeast office began operations. Two of the offices are in areas where the population is 70 percent black; the third office is located in an area dominated by low-income whites, and the fourth office is situated in a white middle-income neighborhood.

Each of these facilities was administered by a Service Center Supervisor responsible for supervising all casework and becoming involved in community outreach and program development efforts. These individuals played key roles in developing and encouraging the project's participatory management objectives. As the project notes in a final grant report:

"The Supervisor had a very important role in making a 'participatory management style' actually work. They were involved in problem solving and played a vital role in developing the Project and in facilitating communication between 'line staff' and the Project Director. The freedom encouraged by this supervisory role allowed the North unit Supervisors to be involved in initiating and developing two projects with the Portland Public Schools to work with truants and emotionally disturbed children (Projects Ranger and Cyclone). These projects were a resource for Case Management clients and are examples of innovative program development. The Southeast Supervisor was involved in planning and participation in the County's attempt to decentralize social services. The other two Supervisors have served on committees and boards which have provided a service to the community and developed contacts for Case Management."

The project also employed 18 Case Managers in positions similar to those of traditional Juvenile Probation Caseworkers. CMCS Case Managers could, however, be distinguished from their traditional counterparts in three respects:

- (1) While an entry-level court caseworker began under a Counselor II salary schedule, Case Managers began at the Counselor III level;
- (2) CMCS caseloads were substantially smaller than those of the Juvenile Court;
- (3) Case Managers were expected to maintain flexible working schedules, including night and weekend work, and were encouraged to become involved in special program development.

Although this job specifically required a bachelor's degree in any behavioral science plus two years of experience, the educational requirement was waived to enable the project to hire four non-traditional minority counselors to supervise clients within the jurisdictions of the Northeast district, a minority-dominated area. Both the Project Director and the current Director of the Juvenile Court were extremely pleased with the results of this hiring policy and believe it will be difficult for the court to justify excluding future counselor candidates on the basis of their lack of academic qualifications. Unfortunately, although both are committed to the future revision of civil service standards, since the Northeast District counselors were not hired under a civil service classification, they will be terminated when the project is reduced and absorbed by the Juvenile Court.

In addition to the core project staff, the project employed a full-time school coordinator who assisted Case Managers in monitoring school progress and locating alternative educational programs; a Volunteer Coordinator who allocated roughly 50 percent time to project activities; a Training Coordinator who provided the initial training for Case Managers and a Court Referee who presided over all preliminary hearings and some formal hearings for both project and court clients. The latter three positions represented ongoing court positions whose functions were allocated as required to CMCS as part of the County's "soft match."

Although a substantial number of volunteers have been employed over the life of the project, they have not been considered a feature integral to the CMCS design. Functioning as case aides, tutors or general community sponsors, most have been affiliated with the project's Southeast office. In the other two currently active districts (North and Northeast), volunteer participation has been minimal due to the reputation of these target areas as high crime districts.

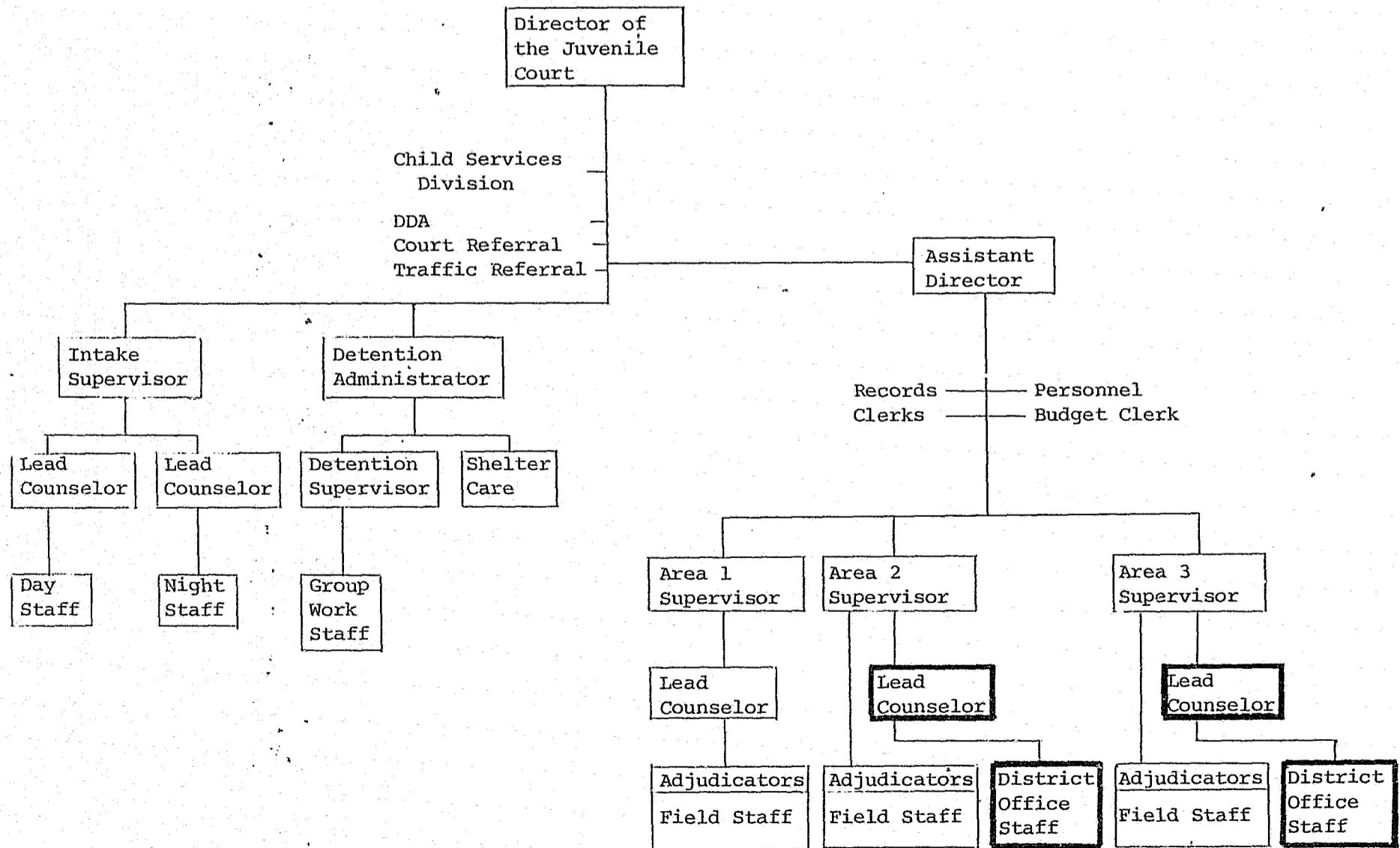
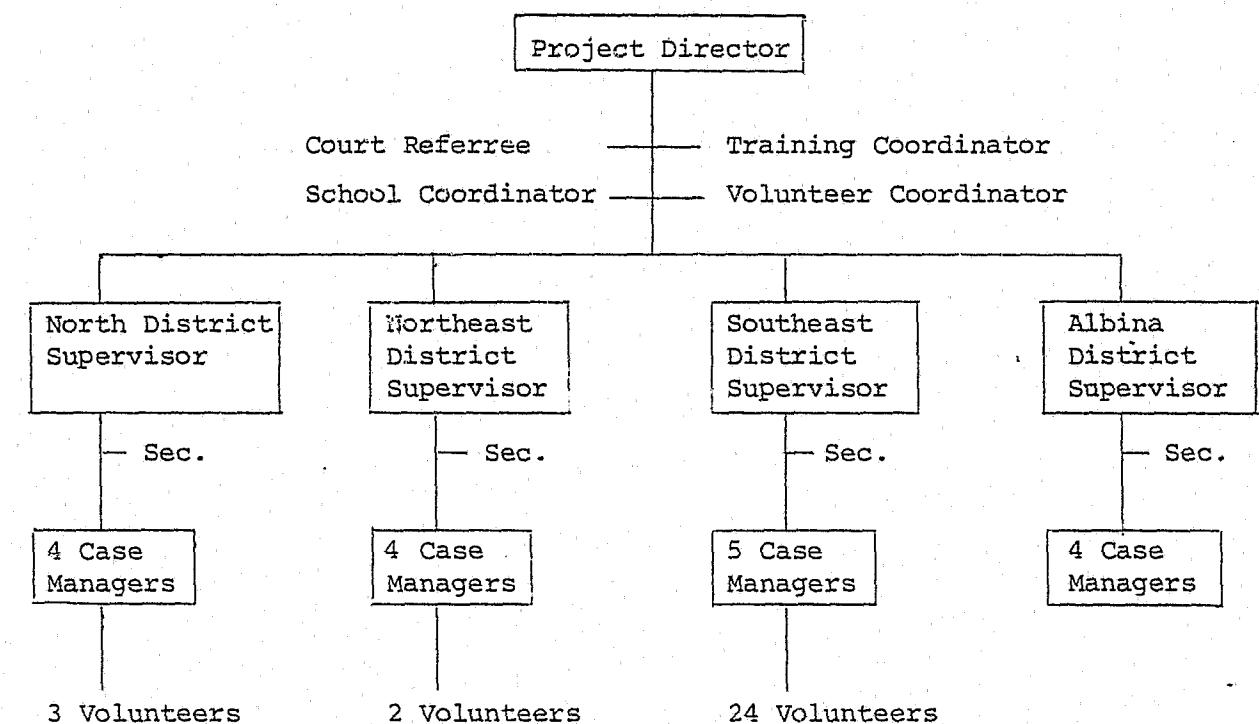


Figure 1a: Multnomah County Juvenile Court Organization

([] = CMCS.)

Figure 1: Organization of the Case Management Corrections Service



Note: The Albina office has terminated operations; the Southeast office is scheduled to terminate at the conclusion of the current grant period; and the North and Northeast offices will reduce operations, retaining six staff for both offices (four functioning as case managers and two as lead counselors).

During the first year of operations, Neighborhood Advisory Councils were established to link the project to various community services. Again, this does not appear to be a critical program element. Two offices linked their operations to three existing neighborhood councils and two developed independent advisory groups. The latter, however, were apparently never fully used by the project.

Not shown on the organization chart is a private clinical psychologist employed by the project from July 1973 through December 1975. Acting as staffing team leader, the psychologist assisted Case Managers in assessing client needs and planning appropriate treatment strategies. This position was eliminated as both the psychologist and project management believed that Case Managers had become sufficiently experienced to develop appropriate treatment plans without outside assistance.

At the time of the on-site visit, only three of the project's four facilities were operating. The Albina office had suspended operations on March 1, and none of the remaining three officers were accepting new clients. When the current LEAA grant terminates (in May or June of this year), the Southeast office will also be closed.

Figure 1a illustrates the anticipated organization of CMCS following the expiration of LEAA funds. As indicated, the North and Northeast facilities will serve as District offices within the traditional organization of juvenile court services. Only six CMCS staff will be retained, four serving as Case Managers and two as lead counselors. Since this organization is only a tentative plan for the absorption of CMCS, it is not yet clear how district office caseloads will differ from those of regular field staff or whether additional staff may be absorbed by the system in traditional positions.

The reduction of Case Management services is solely a funding problem and does not imply any continued disaffection on the part of the Juvenile Court. In fact, in March, 1976, the Director of CMCS was appointed Director of the Juvenile Court, eliminating the rivalry stimulated by his predecessor and enhancing the prospects of institutionalizing the concepts practiced by CMCS.

1.3 Eligibility and Participant Characteristics

Four basic criteria have been used to determine eligibility for referral to CMCS:

- Must be referred to Multnomah County Juvenile Court for alleged target offenses (again, these are burglary, robbery,

assault, homicide, rape, and menacing with a weapon);

- Acquaintance or interpersonal relationship must not be a precipitative factor in the commission of the offense;
- Must reside in designated target high crime areas of Portland;
- Must be between the ages of 10 and 17 years.

Participants may have been adjudicated or "informally determined eligible" for community supervision. In the latter case, an admission of guilt is required, but participation is entirely voluntary and clients may not be referred back to the Juvenile Court in the event of non-cooperation.

To date, the project has admitted 1,208 clients, 270 of whom are currently under active supervision. Slightly less than half (44 percent) of all cases handled in 1975 were informal referrals. Although the project has not maintained extensive information on client characteristics, project staff report that burglary has been the most common referral offense over the life of the project and the majority of CMCS clients have been white males with limited educational achievements.

In a sample of 463 clients described in the project's latest evaluation report (July, 1975), 95 percent were male, 32 percent were minority clients, and the average age of participants was 15.5 years, with a range from 11-18. These clients averaged a total of two offenses (including the referral offense) during the year preceding project entry. Often, the referral offense was the first target crime committed by CMCS participants, as the prior offense was frequently a status offense or other non-target crime.

Future project plans call for an expansion of project eligibility to accommodate more high risk, recidivist offenders. This follows a recommendation of the project researcher that CMCS no longer confine its attention to only target offenders. "Instead, eligibility . . . would be defined by recidivism, either during or after an initial field supervision experience in the regular court program."

1.4 Service Delivery

CMCS participants, who spend an average of nine months under project supervision, are not required to adhere to any specific treatment regime. There is no fixed schedule of individual counseling sessions, and the project has refrained from establishing formal group counseling sessions under the intelligent assumption that more may be accomplished with its age group through

participation in group recreational or athletic pursuits.

This is not to imply that the service delivery program is totally unstructured. Rather, within the structure of an initial "staffing" process used to determine needs and establish objectives, the actual delivery of services is flexible, individualized, and left largely to the discretion of the Case Managers. Within this framework, Case Managers have responded both enthusiastically and responsibly, using a variety of formal and informal counseling techniques and developing an impressive array of services to meet client needs.

The formal "staffing" component began in July, 1973. Using a Goal Attainment Sealing Procedure (later changed to IPO--Initial Plans and Objectives) the Case Manager, his supervisor, and the project's clinical psychologist would meet to discuss client needs, complete the scales and prescribe an appropriate treatment plan. It was then the Case Manager's responsibility to devise services appropriate to meet the terms of that plan:

"Case Managers were encouraged to provide intensive service, emphasizing family services within the home, intensive school and collateral contacts, and the development of positive experiences through planned recreation, such as bowling, skiing, etc. If the Case Manager could not provide the service and the service could not be secured in the community via regular referral methods, contracts and fee-for-service arrangements were developed to provide project funds to meet the exceptional needs of clients."

Both the regular referral arrangements and fee-for-service procedures were used to provide an extensive range of supportive services. The project reports that service agreements were negotiated with the Albina Youth Opportunity School, a local Center for Youth and Family Services, an Institute for Mental Health, an Open Learning Center and the County's Division of Medical Services. The latter agreement provided nursing and medical services, child psychiatry, clinical psychology and dental care to project clients. All project staff interviewed believed that these and similar service agreements were crucial to the project. How, they asked, can one expect to change a kid's behavior when his teeth are so far gone that he needs hundreds of dollars of dental care? In fact, an actual case cited by project staff involved an extensive program of dental care that would have been inaccessible to the client without project intervention.

In later summer, 1974, the project was linked to a Special Out-of-Home Care (SOHC) component that proved critical to the project's ability to assist youth with non-existent or untenable family situations. This component, also developed through Impact funding, was designed to supplement traditional group homes, foster care, or institutional placements by making available to the project specialized resources such as "professional foster parents"

or foster care providers trained to deal with difficult youth. According to project staff, SOHC placements fared measurably better than those placed in traditional out-of-home settings. In retrospect, project staff believe this may have been the most important aspect of Case Management's service delivery capabilities.

2.0 Selection Criteria

Beginning with a discussion of the measurability criterion, this section discusses the degree to which the case management project meets each of the criteria for exemplary project status.

2.1 Measurability

As a rehabilitative project, the Case Management Corrections Services Project attempts to provide services which will reduce the recidivism of its clients. There are thus two kinds of project characteristics which may be regarded as measurements of project goal achievement: process variables describing the quality, quantity and efficiency of service delivery; and outcome variables describing the effects of those services on client recidivism. (A third class of variables, describing ancillary--and possibly unintended--effects on schooling, homelife, psychological and emotional stability, and the like, might reasonably be included. Such measures, while not strictly required to assess goal achievement, may signal the presence of unstated goals which are or are not being achieved by the project.)

From its inception, the project has made a rigorous and conscientious effort to evaluate its operations--focusing primarily on an experimental study of the offense behavior of participants. Regrettably, although six evaluation documents have been produced, evaluation funds were curtailed before the project's researcher could expand on the findings reported in these documents and discussed below. Under its new organization within the juvenile court, CMCS services will again run in parallel with traditional probation, offering an excellent opportunity to continue the experimental research with the project's new clientele and service conditions. With its severe budget limitations, however, no formal evaluation is planned--an unfortunate circumstance given the receptivity of the Juvenile Court to controlled experimentation.

The remainder of this section discusses the original evaluation design. Additional comments resulting from a review of CMCS evaluation documents by Region X staff, are included in the Appendix.

2.1.1 Evaluation Design

Since the most likely alternative to CMCS is treatment by the traditional juvenile probation system, the logical comparison selected by the project's evaluator is between clients treated in the two systems. Ideally, one

would randomly assign cases from the total pool of clients affected by the decision (10 to 17 year old residents of the high impact area charged with target crimes) to either of the two treatments and compare the groups' scores with the selected measures. This is indeed the comparison the researcher attempted to make in the project's Final Outcome Assessment, published in July, 1975.* In the execution of the design, however, there were some early departures from strict randomization. During the months of May and June, 1973, all cases went into the experimental group. For the next 10 months every sixth case was designated a member of the control group and returned to traditional processing, i.e., the juvenile court hearing. However, a substantial, but unreported, number of cases were lost at this point through dismissal or institutional commitment.

Figure 2 illustrates the selection process for both groups. The numbers of cases included in each category are based on recent estimates by the project evaluator, and therefore are only approximate. Because of the untimely cessation of evaluation funds, no more detailed estimates are available. The bias included by excluding 30 cases from the control group is, however, potentially lethal to the analysis. Since most of the differential loss was apparently caused by dismissal, there would be a resultant tendency to place disproportionately many high risk cases in the control group. The CMCS group, on the other hand, suffered no similar loss.

During the final ten months of the evaluation, April 1, 1974, through January 31, 1975, this bias was not present, since the selection point was moved to follow, rather than precede, the hearing as illustrated in Figure 3. During this interval the fraction allocated to the control group was also increased from one in six to one in four. Since the analysis makes no distinction between groups selected under these two procedures (three, if one counts the cases entering in May and June, 1973) the initial bias is reduced but not removed by this change. An unbiased correction for the earlier period would have been to include dismissed cases in both experimental and control study groups. This would presumably reduce the control group's recidivism rate.

In 1974 a comparison of the project client group with the 30 control subjects selected under the first method plus an additional 16 selected without bias under the second procedure found few demographic differences. The CMCS group had 39 percent minority representation, compared with 22 percent of the control group, and included slightly more very young (under 14) and very old (over 17) clients than were in the control group. No significant differences were found in percent of women, clients in school, or severity of prior record.

* Diana Gray, Case Management Corrections Services Project, Evaluation Report No. 6: Final Outcome Assessment, July, 1975.

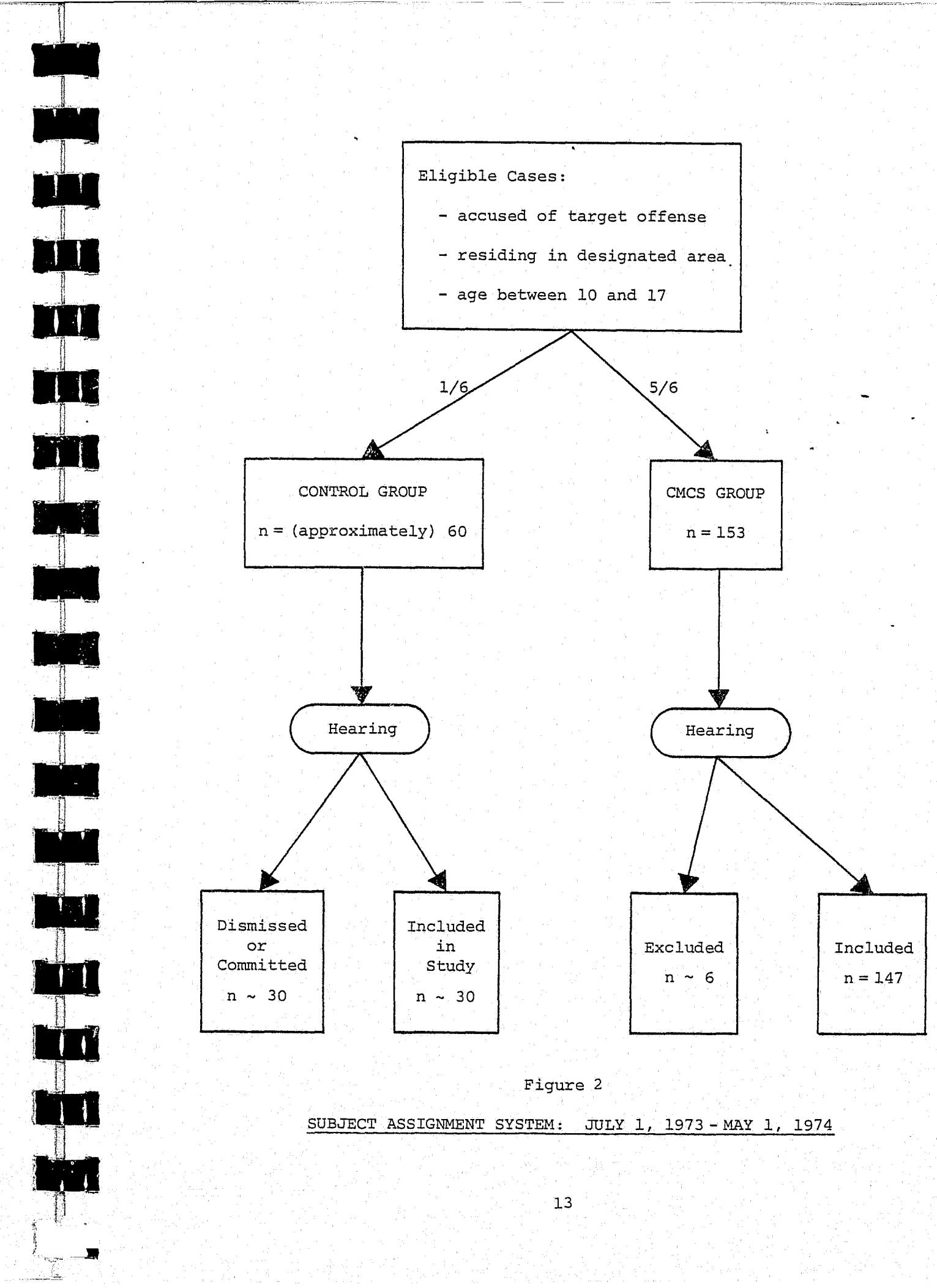


Figure 2

SUBJECT ASSIGNMENT SYSTEM: JULY 1, 1973 - MAY 1, 1974

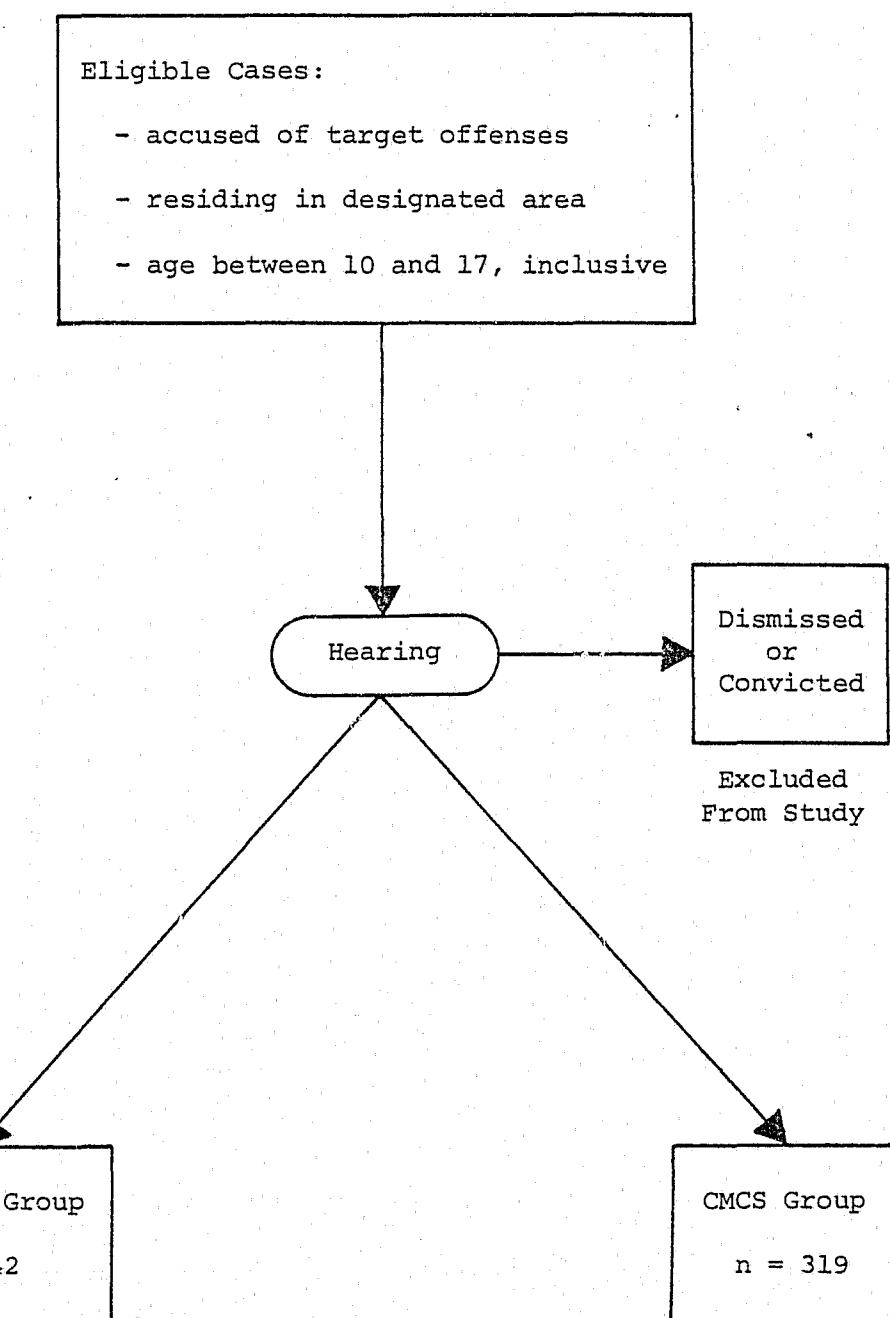


Figure 3

SUBJECT ASSIGNMENT SYSTEM, MAY 1, 1974 TO FEBRUARY 1, 1975

2.1.2 Variable Definition

Process characteristics are measured for the evaluation by the following variables:

- duration of service (months under supervision);
- number of distinct counselor assignments during service period;
- number of different kinds of services offered;
- a scale reflecting frequency of service contacts; and
- counselor reports on "quality of services to clients."

An additional process variable was formed by combining the various subscales into a single "all-services index." While a more refined categorization of services might yield useful information on which service components have greatest effect, the project's variables seem quite adequate for determining whether project clients receive more intensive services.

The principal outcome variable used is arrest rate, defined as:

$$12 \times (\text{number of arrests}) / (\text{number of months in observation period}).$$

Arrests are classified as Target (stranger-to-stranger crimes of burglary, robbery, assault, homicide, rape, or menacing with a weapon), status, and others.

If the probability of arrest is independent of time, this measure is unbiased, but suffers disadvantages in statistical analysis:

- it explodes when the observation period is very short, because the denominator of the fraction approaches zero.
- (partly as a consequence of the first point) the distribution of the statistic departs considerably from normality, violating the assumption of conventional parametric tests.
- zero arrests in one month looks exactly like zero arrests in twelve months, while intuitively one would consider the latter a stronger indication of rehabilitation.

The last point becomes significant if the lengths of the observation periods differ significantly for the experimental and comparison groups. As discussed in Section 2.1.1, the fraction of cases assigned to the control group

was as follows:

- 0 for the first two months;
- 1/6 for the next ten months; and
- 1/4 for the last ten months.

Symptoms of problems 1 and 2 may be found in the large standard deviations of the arrest data. More stable arrest measures can be constructed from (a) the number of arrests in a fixed period, or (b) total arrests divided by total person-months of exposure.

2.1.3 Data Collection

Alleged offenses were recorded from juvenile court case files for a period beginning 49 weeks before assignment to a counselor and ending January 31, 1975. The first year of the recording period was designated the baseline period, and was used essentially as a covariate in some of the analyses, as well as to check the similarity of the CMCS and control groups.

Charges brought while under supervision are analyzed separately. The mean observation period for such offenses is 7.79 months for experimental subjects and 5.20 months for those traditionally treated. Of the 466 CMCS clients and 72 control subjects, 388 (83%) and 65 (90%), respectively, are used for the study of in-service offenses. The evaluation doesn't say what happened to the remaining 83 cases.*

Post-service data seem to cover an even shorter time. For 144 CMCS cases "with some closure" the average length of closure period is 4.99 months; the comparable period for 47 traditional cases is 6.38 months. In both groups the post-service exposure periods presumably range from fifteen months to a few weeks. As this was intended to be a preliminary report on project results, the researcher was clearly aware of the need for longer term follow-up data. Unfortunately, following the publication of Report No. 6, no additional evaluation funds were made available to continue the research.

2.2 Goal Achievement

The following analysis discusses the project's achievements in the two primary areas of concern related in the Exemplary Project Submission document.

* They seem not to be clients still under supervision, since there are separate tabulations for 191 "clients with some closure."

1. "To reduce the number of repeat offenses of clients during and after project services such that clients served by the project have statistically significant fewer offenses than control clients served by the regular juvenile court program."

The data for computing the achievement of this goal were provided in Evaluation Report No. 6. Since the definition of the arrest measure used in that evaluation has a number of disadvantages (noted in Section 2.1), the results reported below are based on a re-analysis of those data, defining arrest rate as total arrests divided by total person-months of exposure.

During the period of active supervision included in the Sixth Evaluation Report, the 388 CMCS clients suffered 310 arrests (see Figure 4). During their period of supervision, subjects in the control group were arrested 43 times. Using the tabulated average duration of supervision, we can calculate the total number of client-months of exposure to arrest during this period for the two groups. This is the number designated t in Figure 4. Finally, the total number of arrests per client month is computed as 0.1026 for CMCS and 0.1272 for the control group.

Applying a simple t-test of the difference in means, for arrests during supervision, $t = 1.75$, $p = 0.05$ (one-tailed test). It should be remembered, however, that the 65 members of the control group are only two-thirds of the real control group. As soon as any correction is made for the missing 30 subjects, the significance level drops below 0.05.

A similar analysis may be conducted for arrests after supervision, which are also shown in Figure 4. Caution in interpretation is in order here because of a possible tendency, noted in the evaluation report, to retain difficult cases under project supervision while releasing low-risk cases early. The 144 CMCS subjects may therefore not be an entirely accurate representation of the total CMCS group. Their monthly rearrest rate during the post-supervision period is 0.0223 arrests per client-month. The 47 cases available for the control group (also perhaps not representative of the total group) were rearrested at a rate of 0.0766 times per client-month. A test of significance similar to the one above identifies this difference as statistically significant at a very high confidence level.

The bias introduced by selective termination standards can affect both within-service and post-service rates of rearrest, but should not influence the combined totals for both periods. As Figure 4 shows, there were 0.0872 arrests per client-month for CMCS and 0.1034 arrests per client-month for the control group ($t = 1.35$, not significant).

In summary, there is some evidence to support the assertion that CMCS positively affected the rearrest rates of its juvenile clients. However,

Figure 4

TOTAL ARRESTS FOR CMCS AND PARTIAL CONTROL GROUP

	<u>CMCS Clients</u>	<u>Partial Control Group</u>
During Supervision	n = 388 a = 310 t = 3022.52 r = 0.1026	n = 65 a = 43 t = 338.00 r = 0.1272
After Supervision	n = 144 a = 16 t = 717.80 r = 0.0223	n = 47 a = 23 t = 300.30 r = 0.0766
Total	n = 388 a = 326 t = 3740.32 r = 0.0872	n = 65 a = 66 t = 638.30 r = 0.1034

Key:

n = number of client records available

a = total number of arrests for all charges combined

t = person-months of exposure

r = mean number of arrests per person-month

Figure 5

COMPARISON OF PROGRAM SERVICES BY STUDY GROUP

Indicator of Service	Study Group	Number of Clients	Mean Service Score	Standard Deviation	t-score*	Degrees of Freedom	Level of Significance
Extent of Services	CMCS Control	39 27	6.59 4.26	2.49 1.87	4.12	64	< 0.001
Intensity of Service	CMCS Control	39 27	11.23 6.15	4.28 3.10	5.27	64	< 0.001
Quality of Service	CMCS Control	39 27	8.54 3.70	6.16 3.46	3.69	64	< 0.001
All Services Index	CMCS Control	39 27	26.36 14.11	10.56 7.28	5.22	64	< 0.001

*based on a pooled estimate of variance

given the initial control group selection bias, the possibility that the post-service experimental cases represent those least likely to recidivate, and the fact that both in-service and post-service rates combined fail to show a significant effect, it is difficult to hold any confidence in these findings.

2. *"To improve delivery of intensive probation supervision to adolescents under formal and informal probation to the juvenile court."*

This goal may be reinterpreted as a process goal designed to measure the conformity of CMCS services to some preconceived definition of a desirable level of services. Four measures of service characteristics are compared in Figure 5. In each scale the presumption is that higher scores represent improvement, and in each scale the CMCS clients do show significantly higher scores. The four scales are the following:

- extent of services: number of distinct classes of service delivered to clients;
- intensity of services: a composite ordinal scale incorporating frequency of supervision and family and client contacts and activities;
- quality of service: counselor ratings of degree to which service objectives were met, adequacy of special services, and success of special services; and
- all service index: the sum of the above three.

To the extent that these scales measure quality of service, the quality is improved for CMCS participants. Certainly the intensity of services is increased and counselor perceptions of service adequacy are higher for CMCS than for regular cases.

2.3 Efficiency

Over a 40-month period (from January, 1973 through May, 1976), CMCS has carried a budget of \$2,454,872, or roughly \$736,000 per year. Of this budget, 80 percent (\$1,961,349) has been funded by LEAA Discretionary Funds and 20 percent (\$493,523) through local cash and in-kind matching funds. Two grants have been awarded: the first from January, 1973, to June, 1974 (extended through November, 1974) for \$1,414,128; and the second from December, 1974, through May, 1976, for \$1,040,744. These funds have been allocated roughly as follows:

	<u>1st Grant</u>	<u>2nd Grant</u>
Personnel	543,886	717,221
Consultant & Contract Services	396,860	207,370
Equipment	11,565	15,340
Travel and Miscellaneous	31,464	39,306
Indirect Costs	351,953	61,507
Other	78,400	0
Total	\$1,414,128	\$1,040,744

Beyond staff salaries, the largest line item budget has supported the project's purchase of various medical, social and recreational services. These include the services of the project's school coordinator and consulting psychologist, contracts with two alternative schools, diagnostic services from area child guidance clinics, extensive medical, dental, and out-of-home placement services, and contracts with a local bowling alley and clothing store.

From its inception in 1973, through April, 1976, the project has admitted 1208 clients. Since no new clients are to be admitted under Impact funding, the average cost per participant over the life of the project amounts to \$2,032.

To assess the relative cost-effectiveness of CMCS treatment vs. traditional juvenile probation services, the project researcher included cost comparisons in Evaluation Report No. 6. Calculating only the direct costs to the juvenile justice system, per capita costs of \$1,003 over a two-year period were reported for project clients, while juveniles processed in the traditional manner were reported to cost \$707. When these costs were adjusted to include the estimated costs of burglaries committed by the two groups (based on average property loss in Portland in 1975), due to the lower reported offense rates for CMCS clients, the project proved to be less costly than the juvenile court by \$37. Figure 6 reproduced from Table 33 of the Evaluation Report illustrates these comparisons.

Figure 6: Cost Comparison

	CMCS	Court
<u>First Year: Active Supervision</u>		
Field Service Costs Per Client	883	289
Court Costs Per Client	54	81
TOTAL DIRECT COSTS	937	370
Burglary (property loss cost)	47	67
Subtotal	1018	522
<u>Second Year: After Termination</u>		
Field Service Costs Per Client	62	231
Court Costs Per Client	4	106
TOTAL DIRECT COSTS	66	337
Burglary (property loss cost)	12	274
Subtotal	78	611
TOTAL	1096	1133

Two comments on this analysis are appropriate. First, the estimated costs of a traditional disposition are based on the average costs of the total service population of the juvenile court--not simply those juveniles comparable to CMCS clients. In fact, since at least half of the original control group members were lost due to the dismissal of complaints, the costs of the alternative to CMCS may be somewhat lower than that reported. Second, including the value of property lost as a cost item is difficult to justify. In an economic sense, stolen property is a cost to the victim only. To the general economy, it may be viewed as a transfer, a neutral economic event. There are, of course, many real costs of crime that might be included in this analysis. However, since the findings regarding the project's impact on recidivism are uncertain at best, only hard dollar costs can be examined with any certainty. Reporting on those costs, the researcher notes that, "As far as the system is concerned, CMCS is the more expensive program." (Report No. 6, p. 23.)

2.4 Replicability

With the recognition that traditional juvenile probation services are often understaffed, overloaded, and unable to supervise effectively or to provide intensive service to those clients most likely to recidivate, many probation agencies have sought to supplement or reorganize their traditional service

delivery mandates. The Compendium of Selected Criminal Justice Projects describes six special probation projects categorized as "Community Probation Centers." In addition to CMCS, these include the following:

- The Athens Sub-Community Center, which provides community-based evening programs to probationers in one of Georgia's high crime areas;
- The District and Outreach Centers of the Pennsylvania Board of Probation and Parole, which fill a need for easily available local supervision and treatment services within walking distance of clients' homes;
- Community Centers for Juvenile Courts, a project of Salt Lake City's Board of Juvenile Court Judges, designed to improve probation by decentralizing youth services and establishing six community probation centers;
- The Babylon Decentralized Probation Project of the Suffolk County, New York, Department of Probation, designed as a branch probation office which provides community-oriented supervision and service coordination;
- An expanded Field Service Division within the Nashville Department of Corrections which expanded its field counselor staff and set up field offices to provide maximum access to the client and community.

Although most of these projects share one or more features of CMCS (neighborhood-base, focus on selected target crimes), apparently none have incorporated an evaluation design which might justify an assessment of project impact on client recidivism. It is clear, however, that there are no conceptual barriers to the replication of the CMCS design elsewhere.

The key features of CMCS which would be essential to successful replication include limited caseloads, neighborhood offices, and the availability of out-of-home placement services. The major obstacle to the replication of these key features is cost. CMCS has expended approximately \$736,000 per year. The four most comparable programs listed in the Compendium range in annual costs from \$109,000 to \$842,000, with an average budget of \$562,000. Although CMCS costs are higher than this average, clearly any decentralized probation service is a fairly costly approach to the provision of community supervision.

In fact, CMCS was not charged with developing efficient alternatives to traditional probation service. Encouraged under its impact mandate to explore methods of enhancing the effectiveness of probation supervision, and provided with ample funds for experimentation, the issue of efficiency only surfaced when the County was faced with the prospect of absorbing the program budget.

In other communities, a similar but less costly service might be instituted by lowering staff salaries to make them consistent with entry-level probation positions, eliminating certain coordinating positions (the project itself has debated the merits of a full-time school coordinator) and placing more reliance on locating publicly available community treatment services.

2.5 Accessibility

Project staff were most open and cordial during the site visit, providing the on-site team with all necessary documents and data, and frankly discussing the project's uncertain future.

LEAA grant funds are scheduled to terminate in May, 1976. A commitment of \$33,000 from the Oregon Law Enforcement Council has been received. With the addition of \$43,000 in hard and soft County matching funds, the project will be able to continue at the reduced level of effort described in Section 1. There will, however, be a substantially reduced staff, slightly higher caseloads, and limited funds for purchasing supportive services. Thus for all practical purposes the project does not meet the accessibility criterion.

3.0 Summary of Strengths and Weaknesses

3.1 Major Project Strengths

- A strong commitment to continuous independent evaluation activity including controlled experimentation to determine project impact on client recidivism.
- The development of decentralized neighborhood service offices and the employment of indigenous minority staff to work with clients.
- A high degree of local support for project efforts from Juvenile Court and school authorities.
- The flexibility of the project's treatment regime, which allows counselors to respond to clients on an individual basis, purchasing services as required (the project's out-of-home placement services are considered particularly important).
- The changes in the structure, personnel, and attitude of the juvenile court organization as a result of the development and partial institutionalization of CMCS.
- The new organization of the project is well-suited to continuing experimental evaluation.

3.2 Major Project Weaknesses

- Potential biases exist in the results of the preliminary evaluation due to the selection process used to allocate subjects to experimental and control status during the early months of project operations, and the possibility that those subjects included in the follow-up were considered least likely to recidivate.
- The premature termination of evaluation funds has left unresolved many questions regarding the impact of CMCS services.
- Program costs are high, averaging roughly \$2,032 per participant.
- The project has been unable to secure continuation funds sufficient to maintain its current operations. As a result, it will operate at roughly 10 percent of its original level of effort.

APPENDICES

- A. Exemplary Project Submission Form
- B. Letters of Recommendation
- C. Evaluation Report No. 6 (Oregon Law Enforcement Council)
- D. Comments on the Evaluation by Region X.

APPENDIX A**Exemplary Project Submission Form**

EXEMPLARY PROJECT RECOMMENDATION

I. Project Description

1. Name of the Program Case Management Corrections Services

2. Type of Program (ROR, burglary prevention, etc.)
Neighborhood-based intensive supervision juvenile probation project.

3. Name of Area or Community Served
Portland, Oregon

(a) Approximate total population of area or community served

372,200

(b) Target subset of this population served by the project (if appropriate)

No. Served	Period	Population
1000	Jan. 1973-	
	May, 1976	1200 (includes control group)

4. Administering Agency (give full title and address)

Multnomah County
Department of Justice Services
1021 S.W. Fourth
Portland, OR

(a) Project Director (name and phone number; address only if different from 4 above.)

Harold Ogburn (206) 287-2603
Case Management Correction Services
3807 NE Union
Portland, OR

(b) Individual responsible for day to day program operations (name and phone number)

Same as above

5. Funding Agency(s) and Grant Number (agency name and address, staff contact and phone number)

75 ED 10-0101
Oregon Law Enforcement Council
2001 Front Street NE, Salem, Oregon 97310
LEAA High Impact Program monies

6. Project Duration (give date project began rather than date LEAA funding, if any, began)

January 1, 1973 through May 31, 1976

7. Project Operating Costs (Do not include costs of formal evaluation if one has been performed. See Item 8)

Breakdown of total operating costs, specify time period:

Federal: \$1,961,970

State: None

Local: 492,902

Private: None

Total: \$2,454,872

Of the above total, indicate how much is:

(a) Start-up, one time expenditures:

\$13,398 (equipment and remodeling)

(b) Annual operating costs:

\$749,829

(A complete budget breakdown should be included with the attachments to this form)

8. Evaluation Costs (Indicate cost of formal evaluation if one has been performed)
Evaluation provided by State Planning Agency, Oregon Law Enforcement Council

Total Cost estimated	Time Period	Principal Cost Categories
\$200,000	May, 1973 though Jan, 1975	Data collection about no direct cost to
		\$182,000

9. Continuation. Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local funding?

OLEC Block grant \$66,000 to plan and implement institutionalization of project components in the juvenile court.

Continuation monies being sought through Juvenile Justice Delinquency Prevention Act 1974 and through Multnomah County.

II. Attachments

Attachment A - Program Review Memorandum

1. PROJECT SUMMARY

Case Management is an intensive neighborhood-based, model service delivery system characterized by flexible programming and model caseload ratio designed to reduce the recidivism of juveniles charged with target crimes in Portland. The program consists of four neighborhood offices located in three designated high crime areas of Portland (north, northeast with two offices, and southeast). There are four Case Management supervisors, one for each office, and a total of 17 case managers in the field, with two at court intake (CRAM). Through July, 1975, the Case Management Corrections Services Project had assumed service for about 1,000 clients. The project attempts to provide intensive services to these clients by keeping caseloads at a minimum size (approximately 20 cases per counselor), contracting for professional treatment services for clients as needed, and by frequently contacting clients, parents and relevant agencies such as schools, employers, and recreational programs in the community. These contacts are intended to occur in the client's own milieu rather than requiring the client and family to come to a central office to receive counseling services.

Basically, this type of case supervision (formal and informal probation) is believed to contrast with traditional juvenile court probation supervision due to the location of the counselors in the community, the reduced caseload size, the additional funds available to purchase professional services, and the intensity of contact of counselors with clients.

2. CRITERIA ACHIEVEMENT

(a) Goal achievement

Goal 1. To reduce the number of repeat offenses of clients during and after project services such that clients served by the project have statistically significant fewer offenses than

control clients served by the regular juvenile court program.

Measures: Number of referrals to the Multnomah County Juvenile Court during and after project supervision and officially recorded contacts with the Portland Police Bureau during and after supervision.

Outcomes: Juvenile Court data indicate that:

(1) In-service offense comparisons between the two study groups indicate that the CMCS clients have significantly fewer total offenses than control clients. Both groups have about a one third in-service recidivism rate. Case Management clients average 1.03 offenses; court clients average 1.66. The difference is statistically significant at the .05 level.

(2) Post-service comparisons indicated that CMCS has a significantly lower recidivism rate than controls (4% for CMCS vs. 21% for the court).

As a result, CMCS clients have significantly fewer post-service offenses in all offense categories than do controls. During post-service, CMCS clients average 0.10 offenses while the court clients average 1.60 offenses per client.

Portland Police Bureau data indicate that:

(1) a sample of 66 cases reveal the significant difference between Case Management and the Juvenile Court in-service status offense comparisons remain after 36 months of project service; however, the total offense reduction between the two services is not significant.

(2) post service comparisons show the significant differences between Case Management and Juvenile Court remain in status and total offenses; however, target and other offenses show no significant difference.

Goal 2: To improve delivery of intensive probation supervision to adolescents under formal and informal probation to the juvenile court.

Measures: Intensity of services as measured by the frequency of contact with client and/or his family in a variety of counseling activities; extensity as measured by the number of different types of services provided to client and family; continuity as measured by the length and number of different supervision periods and the number of counselor assignments; and quality, as measured by a rating of the degree to which service objectives were met (made by the counselors themselves).

Outcomes: The data below demonstrate that Case Management clients receive significantly higher scores on the measures of quality, intensity and extensity of services during supervision than did the control clients. (For greater detail, see attached Evaluation Report No. 6.)

TABLE 7 - COMPARISON OF PROGRAM SERVICES BY STUDY GROUP

Indicator of Service	Study Group	Number of Clients	Mean Service Score	Standard Deviation	t-score*	Degrees of Freedom	Level of Significance
Extent of Services	CMCS Control	39	6.59	2.49			
		27	4.26	1.87	4.12	64	.001
Intensity of Service	CMCS Control	39	11.23	4.28			
		27	6.15	3.10	5.27	64	.001
Quality of Service	CMCS Control	39	8.54	6.16			
		27	3.70	3.46	3.69	64	.001
All Service Index	CMCS Control	39	26.36	10.56			
		27	14.11	7.28	5.22	64	.001

*based on a pooled estimate of variance

3.

Case Management clients receive significantly longer initial supervision periods (7.7 months vs. 4.8 months on the average) and had significantly fewer repeat periods of supervision and changes of counselors than did the court clients.

Degree of Success: Case Management is the only client-based project that has shown significant reduction of client offenses during and after service compared to a control group of clients utilizing an experimental design.

(b) Replicability:

(1) Common Problem: The aspect of juvenile delinquency most frequently of concern are those adolescents who continually reoffend. The natural consequence of multiple offenses is the removal of the child from the community and placement in a group home or state institution. These consequences do not address the problem of the youth living in the community, but rather focus on the youth successfully adjusting to the institutional setting in which he is placed. The result may be that the adolescent offender learns to live successfully within that limited environment, but still is unable to cope with his responsibilities to the community to which he returns. There is a need to teach the youth to deal with his environment within the law. This may be more successfully achieved by working with the young offender in his home community through an intensive and extensive supervision which will reduce client recidivism and also ease the burden on state institutions. The Case Management Project is an implementation of such a program successfully addressing these common concerns.

(2) Documentation:

Available for review are the project quarterly progress reports to LEAA Region X; final grant reports; six evaluation reports produced on the project by the State Planning Agency, the Oregon Law Enforcement Council; Mitre Corporation Report on Impact client-based programs by Dr. Joseph

Sasfy (forthcoming); and a transferability report currently in preparation by the Case Management Project itself.

(3) Special Features:

These include the following:

1. The underlying intervention strategy relies on a comprehensive service delivery system to juvenile offenders grounded in a close interpersonal tie with the case manager.
2. It uses professional minority staff to work with clients from the high minority population community.
3. It utilizes a special fund to purchase or contract for special client needs as identified.
4. It uses a case staffing process where client needs and problem areas are specified early on in case supervision and service objectives are identified.
5. The offices are located in the client's community; staff work flexible hours to be more available to clients; and the entire service approach is neighborhood-based.
6. The specialized-out-of-home care component of this project, (an Impact discretionary grant to the Oregon State Children's Services Division) provided specialized foster and group care to those Case Management clients who needed to live in other than their own home in order to make a satisfactory community adjustment.
7. The project employs a participatory management encouraging and allowing staff input into the program operations.
8. The evaluation component of this project employed a field experiment utilizing an unbiased systematic case assignment to the project or to the control study groups.

(4) Restrictions:

The project is aimed primarily at urban youth in a large urban community which can provide a variety of resources. Transferability would probably be most successful in an urban location.

(c) Measurability

- (1) Period of operation: January, 1973 to present; scheduled to continue under present funding through May, 1976.
- (2)

	Evaluation Activity	Evaluator	Duration	Available Documents
Prior	Initial process objectives Evaluation	Clinton Goff, Ph.D. Duane Brown	May, 1973 to Oct., 1973	CMCS Evaluation Report No. 1
	Initial process objectives evaluation	Clinton Goff, Ph. D. Duane Brown	May, 1973 to Oct., 1973	CMCS Evaluation Report No. 2
	Initial outcome objectives evaluation	Diana Gray	May, 1973 to Aug., 1974	CMCS Evaluation Report No. 3
	Comparisons between the four neighborhood offices on outcome objectives	Diana Gray	May, 1973 to Aug., 1974	CMCS Evaluation Report No. 4
	Report on use of the IPO scales by the CMCS Project	Duane Brown Clinton Goff, Ph. D.	May, 1973 to Jan., 1975	CMCS Evaluation Report No. 5
	Final outcome objectives evaluation	Diana Gray	May, 1973 to Jan., 1975	CMCS Evaluation Report No. 6
Current	Model of the Impact of service delivery on client offense behavior	Diana Gray	May, 1973 to July, 1975	CMCS Evaluation Report No. 7 (forthcoming)
Planned	Intensive model development and testing; tie to social control delinquency theory	Diana Gray	July, 1976 to July, 1979	NIMH proposal in development

(3) Not applicable, formal evaluation completed

(d) Efficiency:

- (1) The project evaluation performed a cost-outcome analysis and found that over a two year period taking into account both the costs to the juvenile court system and to society, that the Case Management client costs \$37 less than the control client (for details see Evaluation Report No. 6).
- (2) Other alternatives considered: The only other alternative considered was the regular juvenile court program which was the basis for the cost comparisons. See the cost outcome analysis, Evaluation Report No. 6 for details.

(e) Accessibility:

- (1) The project personnel and evaluation staff welcome and encourage on-site visitation of the project. It has already been subjected to a secondary evaluation by the Mitre Corporation. Data is readily available on computer disk and cards with all necessary documentation for any secondary data analysis desired.
- (2) Final budgetary confirmation for funding beyond May, 1976, has not been secured at this time. However, because of the project's outstanding achievements, we feel confident of continued local funding, although it may be necessary to reduce project scope and size.

3. OUTSTANDING FEATURES

The most outstanding feature of this project is the tremendous impact it has on the reduction of offenses of clients served by the project after service to clients has been terminated. Preliminary follow-up offense data, show that this reduction holds for even up to 36 months.

A second major accomplishment of this project has been its quantification of services to clients in its evaluation component. It gives measurable, tangible criteria for determining the differences between the two probation supervision

programs being compared. These data provide a real opportunity to measure what happens to a client and to what degree during supervision and how much this determines his subsequent offense behavior.

A third feature of the project has been the employment of minority staff to work with minority clients. The two offices serving the high minority population neighborhoods had the best records for reduction of in-service target offenses (burglary, robbery, rape, assault and homicide).

4. WEAKNESSES:

The major weakness of this project was not apparent until the final outcome evaluation was completed. The recidivism rate during supervision for the two study groups was about the same. However, Case Management clients who were recidivists committed significantly fewer offenses than did the control recidivists. It would appear then, that for about two-thirds of the youth drawn from the population, any intervention would prevent their reoffending. The Case Management project with its intensive and extensive program was perhaps unnecessary for them. It is planned, then, that in the future, Case Management will draw its clients from the repeat offender population only. The over-all offense rate of clients in the project will be expected to climb as the project will be dealing with more serious offenders. However, it is expected that the Case Management clients will continue to do significantly better than the court clients drawn from the same repeat offender population during and after project supervision.

5. SUPPORT:

Local support and sentiment for the program is strong, as witnessed by the attached materials.



UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

REGION X
Room 3292, Federal Building
915 - 2nd Ave.
Seattle, Washington 98174

TELEPHONE
206/442-1170
FTS 399-1170

February 5, 1976

Mr. Harold Ogburn
Project Director
Case Management Corrections Services
3807 N.E. Union Avenue
Portland, Oregon 97212

Dear Mr. Ogburn:

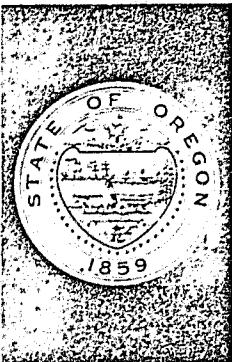
Thank you for your letter of October 30, 1975, requesting endorsement of the Case Management Corrections Services Project as an Exemplary project. In response, this office conducted an intensive review of Case Management Corrections Services evaluation reports, and had discussions with the Oregon Law Enforcement Council evaluation staff.

We are pleased to endorse this project as a candidate for the Exemplary Program. As you are well aware, this project is undergoing an intensive evaluation which has clearly demonstrated that CMCS clients receive special services more often and intensively than their normal court probation counterparts and that the outcome results strongly suggest that CMCS serviced clients commit fewer new offenses than their regularly serviced counterparts. However, these outcome results of the evaluation are constrained by dealing with a sample of clients for making baseline-post comparisons, and are in need of further clarification. We have offered some comments to the evaluator, Oregon Law Enforcement Council, which may permit them to resolve this problem so that if a more intensive outside review is made by the Exemplary Program's evaluation contractor, it will be able to draw conclusions which will, in fact, support the OLEC evaluation conclusions.

We recommend that you forward this letter representing our endorsement, and other project material as required, to the National Institute of Law Enforcement and Criminal Justice immediately so that this project will be considered for the Exemplary Program.

Sincerely,

Bernard G. Winckoski
Bernard G. Winckoski
Regional Administrator



LAW ENFORCEMENT COUNCIL
STATE PLANNING AGENCY

2001 FRONT STREET N.E. • SALEM, OREGON • 97310 • Phone (503) 378-4347

ROBERT W. STRAUB
GOVERNOR

Loren Kramer
Chairman

Mr. Harold Ogburn, Director
Case Management Corrections Services
3807 N.E. Union Avenue
Portland, OR 97204

Dear Mr. Ogburn:

The State Planning Agency heartily endorses the Case Management Corrections Services project as an exemplary project.

This client based intensive probation services program for adolescent target offenders has been subjected to an intensive evaluation by our staff. This evaluation has shown that Case Management provided more services on a more intensive basis to its clients compared to control clients assigned to the regular court program. In addition, Case Management clients who reoffend during supervision commit fewer offenses than court clients who reoffend during service. Finally, after discharge from the program Case Management clients committed significantly fewer offenses than control clients as measured both by court and police data.

Given these indications of successful crime reduction of offenders, we feel that the Case Management Project is worthy of national attention and should serve as a model project to other communities.

Sincerely,

Bob
Robert D. Houser
Administrator

RDH-DG:jb

February 10, 1976

Harold Ogburn, Director
Case Management Project
Portland, Oregon

Dear Harold:

I write in support of Case Management as an exemplary project. The program has demonstrated that a highly motivated crew of youth workers, backed by adequate resources and staffed richly enough to allow meaningful work with individual kids, can reduce the number of crimes in our community and the number of kids who become repeat offenders.

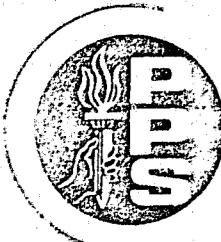
Whatever dollars Multnomah County can find for juvenile services will be used to incorporate Case Management concepts into existing programs. Clearly those concepts bear lessons which can be transferred to any program in the nation. The Case Management program itself may die for lack of funding -- and that is an outrageous tragedy -- but the lessons learned from it will serve as guide posts for future growth.

Congratulations and good luck!

Sincerely,

Jacob Tanzer
JACOB TANZER, Director
Department of Justice Services

JT:db



PORLAND PUBLIC SCHOOLS

PORSMOUTH MIDDLE SCHOOL
5103 North Willis Boulevard
Portland, Oregon 97203
285-7739

October 30, 1975

Mr. Harold Ogburn, Director
Case Management Services
3807 N.E. Union Avenue
Portland, OR 97212

Dear Mr. Ogburn,

I read in the Oregonian of October 28, 1975, that Mr. Jacob Tanzier was discussing the fact that law enforcement act funds will be running out in May of 1976. As the principal of Portsmouth Middle School I find this to be an alarming situation. In my opinion, these funds have enabled the Case Management Program to exist. The existence of this program has not only cut down on the recidivism of delinquent juveniles but has enabled the case managers assigned to this program to do some indepth counseling of students in the school situation. In addition to this, they have helped school personnel write programs to accomodate these students.

I am sure their statistics will show the success rate of this project. The counseling program has helped to improve the educational atmosphere of the school because of the counselor's accessibility. The case managers were also active in the development of Project Ranger, which has received Title IV funds as a program of intensive counseling for "turned off" students.

If there is anything I can do to help secure funds for this project, I would be happy to assist. Our Portland Admininstrative Association would be happy to support this program in any way possible. As detention facilities and other resources to rehabilitate juveniles are withdrawn, I see the Case Management Project as one of the steps forward in this area. I feel that Portland principals are waiting for some direction on how to help this program.

Sincerely,

Donald N. Starr

Donald N. Starr
Principal



JEAN L. LEWIS
JUDGE

CIRCUIT COURT OF OREGON

FOURTH JUDICIAL DISTRICT
MULTNOMAH COUNTY COURTHOUSE
PORTLAND, OREGON 97204

DEPARTMENT NO. 12
ROOM 356
1021 S.W. FOURTH AVENUE
TELEPHONE: 248-3250

February 10, 1976

Mr. Harold Ogburn, Project Director
Case Management Corrections Services
3807 N.E. Union Avenue
Portland, Oregon 97212

Dear Mr. Ogburn:

I am writing on behalf of the Circuit Court Judges of the Department of Domestic Relations, and with pleasure endorse the Case Management Corrections Services Project as an exemplary project.

This program has provided a unique probationary service to target offenders in Multnomah County and the evaluation has shown it to be successful.

We feel that the experience we have gained through Case Management over the past three years makes it clear that intensive, comprehensive probation programs are in fact successful, and we plan to include these concepts in the Juvenile Court program. We would like to see others learn about Case Management through the exemplary award.

Sincerely,

Jean L. Lewis

Jean L. Lewis, Chief Judge
Circuit Court of Oregon
Fourth Judicial District
Department 12

JL:bd

CASE MANAGEMENT CORRECTIONS SERVICES PROJECT

Evaluation Report No. 6

Final Outcome Assessment

Based on In-Service and Post-Service Offense

Comparisons Between Study Groups

Prepared By

State Planning Agency

Impact Evaluation Unit

of the

Oregon Law Enforcement Council

Robert D. Houser
Administrator

July, 1975

PREPARED UNDER GRANT NUMBER 75-NI-10-0002 FROM THE NATIONAL INSTITUTE
OF LAW ENFORCEMENT AND CRIMINAL JUSTICE, LAW ENFORCEMENT ASSISTANCE
ADMINISTRATION, DEPARTMENT OF JUSTICE. "POINTS OF VIEW OR OPINIONS
STATED IN THIS DOCUMENT ARE THOSE OF THE AUTHOR AND DO NOT NECESSARILY
REPRESENT THE OFFICIAL POSITION OR POLICIES OF THE DEPARTMENT OF JUSTICE."

APPENDIX C

Evaluation Report No. 6

Prepared by
Oregon Law Enforcement Council

Impact Evaluation Unit staff with responsibility for the production of this report was:

Diana Gray, Researcher

The Multnomah County Department of Human Services Office of Program Analysis, Research, and Design (PARD) produced the data for this report under contract with the Oregon Law Enforcement Council. We are appreciative of the efforts of the following PARD staff members:

Duane Brown, Systems Analyst
Nancy Belcher, Researcher
Jean Hill, Researcher
Marcia McSwan, Researcher
Judy Root, Researcher
Carol White, Researcher

We are also appreciative of the cooperation and participation of the Case Management Project personnel and the Multnomah County Juvenile Court Administrative staff and personnel.

Special thanks to Professor Kenneth Polk, Department of Sociology, University of Oregon, for his comments and criticisms during the course of this study.

Appreciation is also expressed to William H. Hickok, M.S., of the SPA for his technical computer programming assistance in data analysis.

Information regarding this study or copies of this and related reports can be obtained by writing or calling any of the following individuals:

Diana Gray, Researcher (503) 378-4087
Oregon Law Enforcement Council
2001 Front Street NE
Salem, Oregon 97310

Dr. Clinton Goff, Impact Evaluation Unit Coordinator (503) 378-4359
Oregon Law Enforcement Council
2001 Front Street NE
Salem, Oregon 97310

Robert D. Houser, Administrator (503) 378-4347
Oregon Law Enforcement Council
2001 Front Street NE
Salem, Oregon 97310

Harold Ogburn, Director (503) 287-2603
Case Management Corrections Services
3807 NE Union
Portland, Oregon

Carl Mason, Former CMCS Director
Adult Corrections Services (503) 248-3469
108 SW Sixth, Room 209
Portland, Oregon 97207

Summary of Major Findings

1. Comparisons of the two study groups on client characteristics (age, sex, ethnicity, no. of baseline offenses, seriousness of baseline offenses, and disposition of baseline offenses) indicate the two groups are equivalent for offense comparison purposes.
2. Comparisons of the two study groups for in-program differences indicate that the Case Management Project provides significantly longer, more continuous supervision, more extensive, intensive and quality services to its clients than does the regular court program.
3. In-service offense comparisons between the two study groups indicate that the CMCS clients have significantly fewer status offenses and total offenses than control clients. Both groups have about a one-third in-service recidivism rate.
4. Post-service comparisons indicated that CMCS has a significantly lower recidivism rate than controls (4% vs. 21%). As a result CMCS clients have significantly fewer post-service offenses in all offense categories than controls.
5. Both groups have significantly reduced target offenses from baseline to in-service. CMCS maintains this significant target offense reduction during post-service.
6. CMCS shows greater effectiveness in in-service with offense reduction for females than the control group.
7. CMCS shows greater effectiveness in post-service with offense reduction for minorities.
8. Comparisons among the four CMCS neighborhood offices indicated the two offices in Northeast Portland have the lowest total in-service offenses for clients during supervision.
9. Cost-effectiveness comparisons of the CMCS and regular court field services program indicate that over a two-year period, a CMCS client will cost the system \$296 more than a regular court client, taking into account field service and court adjudication costs.
10. When a broader cost-effective comparison is made, taking into account the societal costs of crime based on burglary costs and the previously mentioned system costs, it is found that a court client costs society \$37 more than a Case Management client over a two-year period.

THE CASE MANAGEMENT CORRECTIONS SERVICES

Evaluation Report No. 6
Final Outcome Assessment
Based on In-Service and Post-Service Offense
Comparisons Between Study Groups

THE PROGRAM

The Case Management Corrections Services Project is a community based correctional program which attempts to provide intensive probation supervision and counseling to juveniles between the ages of 10 and 17 who have committed target¹ offenses, who live in high crime areas of Portland, and who have been adjudicated or informally determined eligible for community supervision by the Multnomah County Juvenile Court. The project began implementation in January, 1973, and was officially awarded discretionary funds by LEAA May 4, 1973. The program consists of four neighborhood offices located in three designated high crime areas of Portland (north, northeast with two offices, and southeast). There are four Case Management supervisors, one for each office, and a total of 17 case managers in the field, with two at court intake (CRAM). Through July, 1975, the Case Management Corrections Services Project had assumed service for about 1,000 clients. The project attempts to provide intensive services to these clients by keeping caseloads at a minimum size (approximately 20 cases per counselor), contracting for professional treatment services for clients as needed, and by frequently contacting clients, parents, and relevant agencies such as schools, employers, and recreational programs in the community. These contacts are intended to occur in the client's own milieu rather than requiring the client and family to come to a central office to receive counseling services. Basically, this type of case supervision approach is believed to contrast with traditional juvenile court probation supervision (formal and informal) due to the location of the counselors in the community, the reduced caseload size, the additional funds available to purchase professional services, and the intensity of contact of counselors with clients.

During the operation of this project, which is part of the Multnomah County Juvenile Court, several changes have occurred within the court proper, altering to some extent its traditional service approach. A plan to decentralize the entire Multnomah County Human Services Department, including juvenile court probation services, began implementation about April, 1974. Some court counselors serving clients in southeast Portland were deployed to neighborhood offices. The Case Management southeast office was also involved in decentralization. Some case managers were transferred to two additional southeast offices such that case managers and court counselors served out of the same physical location. This decentralization has since

¹Target crime is identified as burglary, robbery, assault, homicide, rape and menacing with a weapon as shown by the police arrest when such crimes do not involve relatives, friends, or persons well known to the victim.

stopped and all juvenile court counselors have returned to the central court.

In July, 1974, the Department of Human Services received sizable budget cuts requiring that some court staff be terminated. The net result was an increase in the average caseload size for the remaining court counselors, creating an even greater disparity between the juvenile court program and the Case Management program with respect to client/counselor ratio.

As of June 2, 1975, a survey of the caseload assignments to the fifteen juvenile court field counselors found that caseloads averaged 45 clients per counselor ranging from 21 clients to 92 clients. There were three caseloads with client assignments of under 30. During the same time period, the seventeen Case Management counselors averaged 21 clients per caseload with the range from a low of 14 to a high of 25.

Finally, the organizational placement of the juvenile court was changed from the Department of Human Services to Justice Services. The Juvenile Court and Case Management, by action of the Board of County Commissioners, were transferred October 10, 1974.

OUTCOME OBJECTIVES

Initial Outcome Objective

The primary objective of the project is to reduce the frequency with which offenders serviced by the Case Management project commit target offenses. An implicit but secondary objective was to improve the delivery of intensive probation supervision to adolescents under formal and informal probation from the juvenile court. The evaluation design required that an acceptable criteria be established in order to determine whether or not such a reduction of offenses occurred. The original proposal stated an objective, "to reduce the number of repeat target offenses among clients served by two percent at the end of the first action year, by five percent at the end of the second action year, and by nine percent at the end of the third action year, compared to a control group of clients randomly selected from the same service areas as the project client group".

There are a number of problems with this type of objective in assessing program effectiveness. Most studies indicate that from age ten on, delinquency rises steeply to age sixteen. After age sixteen, delinquency has been seen to decline irrespective of intervention (Wolfgang, et.al., 1972, p. 233). To the extent that the bulk of clients served by the project are under sixteen years of age, a decline in delinquency can be interpreted as something other than what would normally be expected. How much percentage change must occur to be statistically significant is not clear without prior knowledge of the number of clients to be served. It could be that, given the number of clients being served, a two percent decline in delinquency the first year is the result of chance fluctuation.

Likewise, even statistically significant offense reductions cannot be attributed solely to the program and are subject to a variety of alternative explanations (Campbell & Stanley, 1966). To the extent that the percentages in the above objective were chosen arbitrarily, are subject to chance, and could be explained by other factors,² the objective is meaningless in terms of assessing the effectiveness of this project. In addition, the objective is confusing in that the object of comparison is not clear. Are we comparing the baseline to service period offenses of clients such that it is a percentage reduction of a baseline to service period score, or are we comparing the relative percent reduction between the two study groups? For example, would a two percent reduction of Case Management's average baseline offense score for in-service offenses be sufficient to meet the objective or would it be necessary for the in-service reduction to be two percent more than the control group's in-service offense reduction? Because of the confusion engendered by this objective, any attempt to assess it, as stated, was abandoned.

Revised Objective

As an alternative means of assessing program effectiveness, an experimental design was developed, accepted, and was fully implemented about six months after the project itself was implemented. A case review and assignment process (CRAM) was established at the juvenile court to identify offenders living in the target areas who are referred to the juvenile court for target offenses. These clients were then to be systematically assigned to either Case Management or to regular court services with every sixth case going to the regular program beginning from a random start. This assignment procedure began in July, 1973.³ It was intended that the result would be two comparable groups of youths so that the relative effectiveness of the Case Management program could be measured against that of the regular

Wilkins argues the need for appropriate comparisons stating, "H. Eysenck, 1952, made an extensive study of the literature reporting the outcome of psychotherapeutic treatments for mental patients. He concluded, as had P.G. Denker in 1937, that roughly two out of every three cases treated showed an improvement or cure. This may seem remarkably good. But he also showed that of those who were untreated, two out of every three recovered spontaneously. . . . Evaluation of action should, if possible, be compared with outcome of inaction. Is it not possible that more careful inactivity might be better than intensive intervention in some kinds of cases?" (Wilkins, 1969, pp. 122-23.)

³Problems arose in the assignment procedure when it was discovered that assignment to study groups was occurring prior to court hearings. The result was a disproportionate loss of control clients because of dismissals and commitments. In April, 1974, the assignment procedure was revised to every fourth case to control with assignments to study groups occurring after the dispositional court hearing. For details, see Evaluation Report No. 3, pgs. 4-5.

juvenile court program. A new objective was established stating that: the long-term objective is to reduce the number of repeat target offenses measured one year after the termination of the project among clients serviced by the program compared to a control group of clients served by the regular juvenile court probation services such that the difference in the outcome for the two groups is greater than what could be expected by mere chance variation.

Intent of the Report

This final report will attempt to assess the above stated objective. Obviously, it is too early to report the one-year follow-up data, as the project is still in operation, but control cases and experimental cases will be compared to determine if any short-term, immediate effect, during supervision, can be detected. In addition, examination of the behavior of a sample of clients after termination of service will provide preliminary indications of long-term effect. Data production and the comparability of the control and project clients will be discussed.

In this final report, a series of questions will be examined to address both the explicit objectives of offense reduction and the implicit objective of improved services to clients. These can be listed as follows:

1. Is there a difference between the two study groups in client characteristics (sex, age, ethnicity, baseline offenses)?
2. Is there a difference between study groups in the duration of service clients receive?
3. Is there a difference between the two study groups in the continuity of services to clients?
4. Is there a difference between the two study groups in the intensity of service clients receive as measured by frequency of contact?
5. Is there a difference between the two study groups in the extent of different types of services clients receive?
6. Is there a difference between the two study groups in the quality of services delivered to clients as rated by their counselors?
7. Is there a difference between study groups in the disposition of referrals to court for baseline, "in-service," and post-service offenses?
8. Is there a difference between the two study groups in the number of and seriousness of in-service offenses?
9. Is there a difference between the two study groups in the number of and seriousness of post-service offenses?

10. Is there a difference between the two study groups for in-service and post-service offenses for females?
11. Is there a difference between the two study groups for in-service and post-service offenses for minorities?
12. Are there any differences between the four Case Management neighborhood offices for baseline, in-service, and post-service offenses of clients?

STUDY DESIGN AND DATA COLLECTION

The Study Groups

Cases are systematically assigned to control (every 4th case) or to the project study group after they are determined eligible⁴ for community supervision. Theoretically, clients in each study group share a similar chance of commitment, probation, or dismissal in the courtroom for their entry target offense.

For this report on offense data, all control cases identified from July 1, 1973 to January 31, 1975 are used. This is a total of 72 control clients. They are compared against 466 Case Management clients assigned from May 1, 1973 (when the project was officially awarded) through January 31, 1975.

The section of this report dealing with data relating comparisons of services delivered to clients was obtained by interviewing case managers and court field counselors regarding services they provided a sample of their clients. (See Appendix C for a copy of the interview schedule.) The sample of Case Management clients was selected by drawing a random sample stratified by case manager of thirty-three percent of the first 147 clients assigned to the Case Management project. (A total of 39 interviews were completed on CMCS clients.) An attempt was made to interview all counselors of the first 47 control clients assigned, but only twenty-seven interviews were completed because some court staff had been terminated from employment or transferred by the court due to budget cuts and were no longer available to interview.

Data Collection Procedures and Problems

Offenses reported in this study are defined as alleged law violations known to the juvenile court, irrespective of adjudication or substantiation.⁵

⁴Other eligibility criteria include referral to the Multnomah County Juvenile Court for alleged target offenses, residence in designated targeted high crime areas of Portland, and age between ten to 17 inclusive.

⁵Literature exploring self-reported delinquency indicated that those offenses coming to the attention of authorities constitute only about one-tenth of the actual delinquent acts. The further into the system, the greater the attenuation of cases. Therefore, referrals are taken as a modest underestimate of the actual offending behavior of juveniles under scrutiny. (Erickson and Empey, 1963; Schwartz, 1945; Murphy, et.al, 1946.)

The source for these data is clients' case files kept by the juvenile court. Offenses are coded if they appeared as charged on Law Enforcement Custody Reports or Court Petitions. For entry target offenses only, in the absence of data from the two above mentioned sources, offenses are coded from Law Enforcement Crime Reports or other sources such as Court Intake Reports. To obtain reliable data, other file information (face sheets, case narratives, school reports, etc.) are excluded as data sources. The result is an underestimation of status offenses. Since the thrust of this project is to reduce target offenses, it is felt that the loss in status offenses was worth the gain in coder reliability. Reliability based on percent coder agreement averages 90 percent since the last evaluation report.

Offenses are designated as baseline (defined as offenses occurring during the 12 months preceding the three weeks after the client is assigned to a counselor) which include offenses designated as transitional, (offenses which occur after the entry offense, but before the end of baseline, and are included in baseline), and entry, (offenses which get the client into a study group). Offenses are also designated as having occurred while the case was open in-service, (under supervision after the end of baseline), or closed post-service, (after service has been terminated after the end of baseline). A client may have more than one period of service and one period of closure during the Case Management Project, or juvenile court control group assignment.

All clients used in this report have their offenses updated to January 31, 1975 from case files. Any codeable offense which was in the files as of January 31, 1975 has been assigned to the client.

FINDINGS ON STUDY GROUP COMPARABILITY

Age, Sex, and Ethnicity

To assure that the systematic assignment procedure resulted in two groups of clients similar in composition and distribution on key characteristics, the two groups were compared on sex, ethnic composition, and age distribution. No significant differences between the two groups were found on these characteristics. Each group is about 90 percent male and about 70 percent white. The average age of clients in each group is about fifteen and one-half years. The age range for both groups is eleven to 19 years.

Males and females, minority clients (the minority group is primarily Black) and whites show no significant differences in age distribution, in either study group. Females are significantly more likely to be of minority ethnicity (53% of CMCS females are of minority ethnicity out of a total of 30; 67% of the control females are of minority ethnicity out of a total of 6).

Baseline Offense Behavior

When clients in the two groups are compared for number of different types

of offenses they have committed one year prior to entry into a study group (baseline), the average number of offenses per client for the two groups are practically identical. There are no significant differences between the two groups as measured by a t-test for differences in group means. Clients in both groups average a total of two offenses during the baseline year. One of these two offenses is a target offense.

(Table 1 Here)

Sex - When males and females are compared on baseline behavior, no differences are found between males and females for both study groups combined and for each study group separately in total offenses or in the number of offenses in each offense category (target, status, other). There are no differences in baseline offenses between the two study groups when clients of the same sex are compared.

Ethnicity - When minority and white clients in each study group are compared on baseline offenses, two differences show up for CMCS clients only. (There is no difference between ethnic groups for controls.) Minority clients have significantly more target offenses in baseline than do white clients. On the other hand, white clients have significantly more status offenses in baseline than do minority clients.

TABLE 2 - COMPARISON OF THE AVERAGE NUMBER OF BASELINE OFFENSES BETWEEN MINORITY AND WHITE CLIENTS FOR THE CASE MANAGEMENT STUDY GROUP

Offense Type	Ethnic Group	Number of Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
Baseline Target Offenses	Minority White	150 316	1.51 1.27	1.31 .78	2.47	464	<.01
Baseline Status Offenses	Minority White	150 316	.15 .48	.49 .97	-3.95	464	<.001

Pooled variance estimate

There are no differences in baseline offenses between the two groups when only minority clients are compared and when only white clients are compared.

Age - For the control sample, age is unrelated to the frequency of baseline offenses. However, for the CMCS clients, age is related to baseline offenses in the categories of status and other offenses. The relationship is rather U shaped with the older and younger clients having the highest baseline scores and the fourteen and fifteen year olds having the scores closer to the group mean.

Baseline Offense Seriousness

Comparison of the average baseline seriousness score⁶ for all baseline offenses for each group indicate no significant difference between the two groups when subjected to a t-test, nor is any difference found when the total number of baseline offenses is held constant.⁷

There is no difference by sex, ethnicity, or age in baseline offense seriousness average scores when the number of baseline offenses is held constant.

Dispositions of Referrals to Court for Entry and Transitional Baseline Offenses

There is no difference between study groups for the disposition of the entry referrals or for the disposition of referrals that occur during the transition period (after the entry offense but before service begins). About 50 percent of all entry offenses have a court hearing and about 40 percent of all transitional offenses have a court hearing. If no hearing is held, the case is handled informally with the youth agreeing to informal probation or continued supervision. Hearings are generally not held where the client admits his involvement in the offense.

When the disposition is broken down by the specific type of offense on the referrals, one difference did show up between CMCS and Controls. Case Management clients were more likely to receive a disposition of formal probation on entry referrals which include "other" type offenses than were control clients, (Table 3)

⁶See Appendix B for an explanation of how seriousness scores were computed.

⁷"Holding constant" means simply that comparisons on seriousness were made between groups of clients with the same number of offenses. For example, for CMCS and control clients with a total of say three baseline offenses, the question was asked, "were CMCS clients committing more serious offenses"? The findings show that they were not.

TABLE 3 - FORMAL PROBATION DISPOSITIONS BY STUDY GROUP
ON ENTRY REFERRALS INCLUDING OFFENSES
CLASSIFIED AS "OTHER"

Formal Probation Recommended by Court	CMCS	Control	Total
No	52%	91%	45
Yes	43%	9%	33
Total	67	11	78

Corrected $\chi^2 = 4.31$, 1 degree of freedom, level of significance $<.05$

Phi = .27

Since formal probation results in program supervision as does informal probation (no court hearing held), it was not felt that this difference seriously biased the comparability of the two study groups.

Conclusions

Comparisons of the two study groups, CMCS and regular juvenile court control clients, on sex, age, ethnicity, frequency and seriousness of baseline offenses, and disposition of entry and transitional offenses in baseline reveal a satisfactory similarity in the two groups such that any differences in in-service and post-service offense behavior can be attributed to program differences rather than the differential client characteristics of the two study groups. In effect the comparison indicates that the systematic case assignment procedure successfully produced two samples comparable to each other and probably representative of the population from which they were drawn.

COMPARISON OF IN-SERVICE PROGRAM DIFFERENCES BETWEEN THE TWO STUDY GROUPS

Duration of Service for the Two Study Groups

As reported in Evaluation Report No. 3, Case Management clients continue to have significantly longer periods of active supervision initially than

do the court clients. Court clients are significantly more likely to come

(Table 4 Here)

back for several subsequent periods of supervision (17% for court clients vs. 3% for CMCS clients) with these periods significantly longer than that of CMCS clients. (See Table 5 below.)

TABLE 5 - COMPARISON OF PERCENT OF CLIENTS
IN EACH STUDY GROUP WHO HAVE HAD
SERVICE TERMINATED

Study Group	Closed Once	Closed Twice	Closed Thrice
CMCS (466)	46%	1%	0
Controls (72)	74%	10%	3%

$\chi^2 = 18.03$
.001

$\chi^2 = 20.23$
.001

ns

It appears that the court clients have less continuity over time in their probation supervision experience in that they have a shorter initial supervision period and more repeat supervision periods. Table 4 gives the average length of supervision per client in months for the two study groups for various supervision statuses. As an additional indicator of the lack of continuity in the supervision of control clients, it was found that they have significantly more counselor assignments than CMCS clients (see Table 6).

TABLE 6 - AVERAGE NUMBER OF COUNSELOR
ASSIGNMENTS DURING SUPERVISION
BETWEEN STUDY GROUPS

Study Group	Number of Clients	Mean No. of Assignments	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
Average Number of Counselors Assigned Per Client	CMCS	388	1.10	.32		
	Control	65	1.40	.81	-5.28	451 <.001

*Based on a pooled estimate of variance

Extensity of Service: A Comparison of Study Groups

Based on the sample of 66 clients on which detailed service information was gathered via counselor interviews, comparisons were made as to the extent of services clients in each study group received. A variable called "extensity" was computed by summing the types of different services a client received during active supervision.

These services included the following:

- client contacts in the home
- client contacts in the office
- client/counselor recreational activities
- client contacts regarding academic or vocational issues
- other types of client contacts
- family counseling with individual family members
- group family counseling
- home visits with the family
- recreational activities for the family
- family referrals to other agencies
- out-of-home placement of client in regular Children Services Division facilities (noninstitutional)
- out-of-home placement of client in Specialized Out-of-Home Care facilities*
- out-of-home placement with Youth Progress Association*
- out-of-home place with other family relatives
- out-of-home placement of client to an independent living situation
- out-of-home placement of client to Portland Manpower Training Program
- psychological/psychiatric evaluation
- medical treatment
- dental treatment
- financial assistance
- involvement of client or family with volunteer
- clothing provided
- transportation provided client or family
- legal services rendered or arranged
- recreational activities other than direct counselor sponsored
- tutoring
- welfare assistance or arrangements
- job hunting assistance for client or family
- school attendance of client during service
- employment of client during service

If any service was provided for any number of times, it was scored one. The potential range for the "extensity" score for any given client is 0 to 30. An average score for extent of services to clients for each study group was computed and compared via a t-test for difference of means.

*These are other Impact-funded juvenile projects

Table 7 indicates that CMCS clients, with an average score of 6.59, received significantly more extensive services than do juvenile court clients with a score of 4.26.

TABLE 7 - COMPARISON OF PROGRAM SERVICES BY STUDY GROUP

Indicator of Service	Study Group	Number of Clients	Mean Service Score	Standard Deviation	t-score*	Degrees of Freedom	Level of Significance
Extent of Services	CMCS Control	39 27	6.59 4.26	2.49 1.87	4.12	64	<.001
Intensity of Service	CMCS Control	39 27	11.23 6.15	4.28 3.10	5.27	64	<.001
Quality of Service	CMCS Control	39 27	8.54 3.70	6.16 3.46	3.69	64	<.001
All Services Index	CMCS Control	39 27	26.36 14.11	10.56 7.28	5.22	64	<.001

*based on a pooled estimate of variance

Intensity of Service by Study Group

Intensity of services to clients and their families was measured by a three-point ordinal scale⁸ indicating frequency of contact for the following activities.

- General client supervision - frequency of contacts
- General family supervision - frequency of contacts
- Specific client activity one - frequency of that activity
- Specific client activity two - frequency of that activity
- Specific client activity three - frequency of that activity
- Specific family activity one - frequency of that activity
- Specific family activity two - frequency of that activity

⁸Frequency was rated as 1 = seldom (once a month or less), 2 = average (twice a month) and 3 = often (more than twice a month).

Again from Table 7, it can be shown that CMCS clients had significantly more intensive services than did the juvenile court clients. The average intensity score per CMCS client was about 11 while a court client averaged about 6.

Quality of Services to Clients by Study Group

Quality of services to clients was measured by the degree of which service objectives (up to three) were met for any given client, the adequacy (as rated by the counselor) of a special service given a client (up to three services) and the success of that special service, again for up to three services. These were rated on a scale of one to three, far exceeds (3), average (2), and below average (1). When the sum of the ratings of these indicators were compared via a "quality of services to client" score, CMCS clients receive significantly higher quality scores (8.5) than do the juvenile court clients (3.7) as indicated by Table 7.

All-Services Index

Finally, intensity, extensity, and quality were combined into a single additive index called "all-services" and the two study groups were compared.⁹ The comparison of this index also found in Table 7 indicates that CMCS clients receive significantly more services than do control clients. In fact, the CMCS group average "all-services" score of 26 is about twice that of the control group average score of 14.

Conclusion on In-Service Program Comparisons

These data demonstrate that there is indeed a significant difference in the quality, extent and intensity of services administered to clients in the two programs. The programs are indeed qualitatively and quantitatively different with the Case Management Corrections Services project providing the greater and more continuous exposure to social services for their clients during probation supervision.

Disposition of Re-referrals to Court During Active Supervision: A Comparison of Study Groups

Court dispositions for in-service re-referrals to court on clients in each study group were compared to see if a differential judicial processing occurred between study groups. Forty percent of all CMCS referrals were handled through a formal court hearing and 37 percent of the control referrals were handled in that manner. Only one statistically significant difference was found. This was for in-service referrals which included a status offense. On these referrals, court clients were more likely than CMCS clients to receive a disposition of commitment to the juvenile institution. (Table 9)

⁹The three indicators were correlated with each other and were found to be positively and significantly correlated with each other for both study groups. See Table 8 for the correlation matrix. Because of the strong positive correlation between variables, the index "all-services" seemed justified.

CONTINUED

1 OF 2

TABLE 9 - COMMITMENT DISPOSITIONS BY STUDY GROUP
ON IN-SERVICE REFERRALS INCLUDING OFFENSES
CLASSIFIED AS "STATUS"

Commitment	CMCS	Controls	Total
No	95%	87%	454
Yes	5%	13%	29
Total	420	63	483

Corrected $\chi^2 = 4.47$ with 1 degree of freedom

level of significance .05

Phi = .11

In spite of this dispositional difference in commitment for status offenses, there was no difference in the proportion of clients committed to MacLaren-Hillcrest from each study group. Both groups had exactly 5.6 percent of their clients committed. There were also no significant differences in the proportion of clients in each study group that were permanently closed due to commitment, remand to adult court, or because they had reached eighteen years of age. Six clients had been assigned to both the control and experimental group due to a judicial order, or should have been control cases on the assignment roster but were assigned to Case Management because they had a sibling in that study group or were so assigned by a judge. These clients were excluded from the comparisons of baseline, in-service and post-service offenses between study groups. Their number is so small that their exclusion does not bias the comparison of the two study groups.

Conclusions

Regarding in-service dispositional comparisons, clients seemed to have received similar court processing on their re-referrals to court for in-service offenses with the exception of the disposition on in-service status offenses. This difference between the two programs may be attributable in part to the existence of a companion Impact-funded program available only to CMCS clients' Specialized Out-of-Home Care. This project was designed to provide special foster home and group care resources for CMCS clients. It is likely that CMCS clients were not committed to juvenile institutions for status offenses at the same rate as the control clients because SOHC existed as an alternative community resource for these clients, enabling them to continue under community supervision.

IN-SERVICE OFFENSE COMPARISONS: AN ASSESSMENT OF SHORT-TERM IMPACT

Relationship Between Duration of Service and Number of Offenses

An attempt was made to test the idea that the longer a client is supervised, the more likely he is to have a greater number of offenses because he has had more time in which to offend. Zero order Personian correlations were run between length of active supervision and in-service offenses for each study group separately. Total in-service offenses correlates .39¹⁰ with total months of supervision for CMCS and .20¹¹ for controls.

Total offenses during closure for CMCS clients correlates .11¹² with total months closed. For control clients that correlation is .15¹³. Taking into account all offenses since entry into a study group and correlating it with total time in the project irrespective of supervision status, the correlation is .32 for CMCS clients and .24 for control clients. Because all these correlations are positive and all but one are statistically significant, it was deemed appropriate to adjust all offense scores on each client to a 12-month basis to simplify comparisons between study groups and between the clients' baseline and service period offenses scores.¹⁴

In-Service Recidivism Comparisons

When the two study groups are compared for differences in the percent of clients who re-offend during active supervision, no statistically significant difference was found between the two groups. Using the raw, unadjusted offense scores, it was found that 37 percent of the CMCS group committed new offenses and 33 percent of the control group committed new offenses. When offense scores are adjusted to a 12-month base, 32 percent of CMCS clients are found to be recidivists and 33 percent of the control clients are recidivists.

Offense Frequencies for Recidivists: A Comparison Between Study Groups

In-service recidivists for the two study groups were compared on number of in-service offenses adjusted to a 12-month base. Table 10 shows that the two groups of recidivists differ significantly on status, other and total number of in-service offenses, with the lower scores those of the CMCS recidivists. The two programs appear equally effective in producing nonrecidivists, but CMCS is more successful in reducing the number of offenses its recidivists commit.

¹⁰Statistically significant at the .001 level (sample size 66)

¹¹Statistically significant at the .05 level (sample size 66)

¹²Significant at the .01 level (sample size 66)

¹³Not statistically significant

¹⁴See Appendix A for an explanation of how offense scores were adjusted to a 12-month base

In-Service Offense Seriousness

Both study groups were compared on the overall average total in-service seriousness offense scores and on offense seriousness scores controlling for number of offenses. No differences were found in offense seriousness between the two study groups.

In-Service Offense Frequencies Comparisons for All Clients

Comparison of official referrals¹⁵ to the juvenile court during a client's period of active supervision averaged over all clients, show that the Case Management clients have significantly fewer status offense referrals and significantly fewer total referrals than do the regular court clients in the comparison group. Target offenses during service for the two groups are practically identical as well as referrals for offenses grouped under the category of "Other" offenses.

(Table 11 Here)

Conclusion

Both programs are able to suppress the recidivism of two-thirds of their assigned clients during supervision. Therefore, intervention and probation supervision appears to have an offense reducing effect on the majority of clients in this target population. CMCS clients, on the other hand, commit fewer new offenses when they do re-offend than do the court clients, except in the category of target offenses where both groups show an equally low repeat incidence.

POST-SERVICE OFFENSE COMPARISONS BETWEEN STUDY GROUPS

Post-Service Recidivism Comparisons

For the raw, unadjusted post-service offenses, CMCS shows a significantly lower percent of client recidivists than does the control group. This also holds when the scores are adjusted to a 12-month base. The unadjusted scores show that 4 percent of CMCS clients re-offend in post-service while 21 percent of the court clients re-offend. When these scores are adjusted, only 3 percent of CMCS clients are found to re-offend while 21 percent of the court clients do so.

(Tables 12 and 13 Here)

Offense Frequencies for Recidivists: A Comparison Between Study Groups

When post-service recidivists are compared on the number of post-service offenses, there is no difference between the two study groups. Most of

(Table 14 Here)

the CMCS clients do not re-offend in post-service, but when they do, the frequency of offenses committed does not differ significantly from that of the control study group.

¹⁵Adjusted for each client to a 12-month basis. An explanation of how scores were adjusted, and the raw, unadjusted scores can be found in Appendix A.

Post-Service Offense Seriousness

When the two study groups are compared on the seriousness scores on their post-service offenses, holding the number of post-service offenses constant, no statistically significant differences are found.

Post-Service Offense Frequency Comparisons for all Closed Clients

Post-service offense comparisons were made between the two study groups averaging all offenses over all clients who have had some period of closure. As Table 4 indicates, Case Management clients have been closed an average of five months, while control clients average a little longer - six months. Excluded from the comparisons were the six clients contaminated because they were assigned to both study groups, and all clients whose post-service offense records would not appear in the juvenile court records because they have reached age 18, have been remanded to adult court or have been committed to a juvenile institution. Essentially, the clients compared are those still in the community and of an age where their new offenses would again turn up in juvenile court files.

(Table 15 Here)

Table 15 indicates that a drastic difference in post-service offense behavior has occurred for Case Management clients compared to control clients. Out of 100 clients from the Case Management project, there will be ten new offenses in the post-service year¹⁶ while for 100 court clients, there will be 160 new offenses. The results are indeed remarkable and statistically significant.

Conclusion on Post-Service Study Group Comparisons

The CMCS project appears more effective than the regular court program with this target population of clients in eliminating post-service recidivism according to these preliminary data. The two groups do not differ on the number of offenses committed by their post-service recidivist, however. These data can be taken as an indicator of the long-range impact of the CMCS program on client recidivism. As such, it appears that any court intervention has an impact on suppression of the offense behavior of two-thirds of the clients, but once service is terminated, it appears that most CMCS clients do not re-offend. This could be attributed to the fact that the CMCS program offers a client longer periods of service, greater continuity of service, and greater intensity, extent, and quality of service. Another explanation could be greater selectivity on the part of case managers in discharging clients from supervision. It could be that CMCS has closed only its best or least serious offenders and has maintained the most serious offenders under supervision. The court, on the other hand, may close cases as a procedural manner only, and be less discriminating in which clients have service terminated.

¹⁶These data are adjusted to a 12-month base. See Appendix A.

The follow-up period under consideration is rather short and the results are based on only a portion of the program's clients. Whether or not these results would hold over time (say up to two years or more) with a larger proportion of CMCS and control clients included in the comparison is an empirical question worthy of further investigation in light of these rather dramatic preliminary findings.¹⁷

Comparison of the Clients Committed to MacLaren-Hillcrest

As previously indicated, the same proportion of clients (5.6%) from each study group were eventually committed to the juvenile institutions in Oregon. These clients were excluded from the in-service and post-service comparisons between the two study groups. It seemed wise to see if this exclusion might have had a biasing effect on the data. Looking at the 30 committed clients only, it was found that the committed control clients did significantly worse in the categories of status, other, and total in-service offenses and in "other" post-service offenses. At best, then, ex-

(Table 16 Here)

cluding these more serious institutionalized control clients from the main comparisons for outcome yields a more conservative estimate of the impact of the two programs. When these clients are included, differences for in-service offenses between the two groups becomes more pronounced in favor of the CMCS program in that CMCS has significantly fewer in-service offenses than controls classified as "other" in addition to significantly fewer status and total offenses. (Inclusion of committed cases makes no difference for post-service offense comparisons. They remain significant in all categories.)

Baseline to Service Offense Reduction Comparisons for the Two Study Groups

CMCS - The baseline scores for CMCS clients were compared to their in-service offense scores and a t-score was computed to find if there had been any significant reduction in offense behavior of CMCS clients during supervision. Table 17 shows that target and total offenses were reduced significantly from baseline to in-service for CMCS clients.

Control - A similar comparison was performed for control clients and Table 18 indicates that control clients also significantly reduced their target offense from baseline. However, they significantly increased client status offenses from baseline, such that there was no effect in the reduction of client's total offenses during service.

Baseline to Post-Service Offense Reduction Comparison for the Two Study Groups

CMCS - The comparisons of post-service offense behavior of CMCS clients

¹⁷The LEAA National Institute indicates that it will not fund any further evaluation follow-up of this project after December 31, 1975. The project itself does not terminate until May, 1976.

compared to their baseline scores indicated significant reduction of offenses in all categories.

(Table 19 Here)

Control - When baseline to post-service offense behavior comparisons are made for the control group, no statistically significant reductions are found in any offense category.*

(Table 20 Here)

Comparison Between the Two Study Groups of the Impact on the Offense Behavior of Females

The number of females in the target population is small since a female did not become eligible for a study group unless she was referred to court for having committed a target offense. Burglary, robbery, and assault are not common official female offenses. In this study, there are a total of 36 females, with only six of these in the control study group. Because of the small number of females under consideration, the comparisons on females should be made with caution.

No differences were found between the two study groups' baseline offense scores and post-service offense scores. It should be noted, however, that of the eleven females in the CMCS study group whose cases had been closed, none were post-service recidivists, while 20 percent of the court females re-offended. (See Tables 21 & 22.)

Fifty percent of control females are in-service recidivists, thirteen percent of CMCS females are in-service recidivists. For in-service off-

(Table 22 Here)

fenses, statistically significant differences were found for the two groups in the category of status offenses, with court females having about five times as many in-service referrals as CMCS females. This rate for court females drops again in the post-service period, but never as low as it was in baseline. CMCS females also have statistically significant fewer total in-service offenses.

(Table 21 Here)

Conclusions

The eleven females whose cases were closed by CMCS and who did not re-offend were not just the cases of one CMCS counselor. These eleven were distributed over eight male CMCS counselors from all of the four neighborhood offices. These data would seem to indicate dramatic effectiveness of the project with female clients, but the number of subjects is too small for any firm conclusions. Should the project continue, an increase in female clients by changing of eligibility criteria could be one direction taken by the project to see if, indeed, the increased services of the CMCS project shows a greater impact in reducing female's offenses.

*A two-way analysis of variance with repeated measures was run for each offense category. Significant interaction was found in target, status, and total categories. Thus, the t-test is more meaningful. For the "other" category, CMCS and control change at about the same offense rate although controls have significantly higher scores. (See tables 34 to 37.)

Comparison Between Study Groups of the Offense Behavior of Minority Clients

As stated earlier in this report, CMCS minority clients had significantly more target offenses in baseline than CMCS white clients and white clients had significantly more status offenses than minority clients. The two ethnic groups did not differ significantly in total baseline offenses (Table 2).

This same difference maintains for CMCS for in-service offenses, with minorities having significantly more target offenses than whites during supervision and whites having significantly more status offenses during supervision. Again, there is no difference in total in-service offenses between the two ethnic groups. (Table 24) Thirty percent of CMCS minority clients re-offend during supervision, while 26 percent of the control minority clients re-offend. (Table 22)

For the control group, white and minority clients do not differ significantly in any category or number of offenses for baseline, in-service and post-service offenses.

When the two study groups are compared for their minority clients only, there are no differences between the two study groups for baseline or in-service offenses. However, CMCS minority clients do significantly better than control minority clients in post-service "other" and total offenses (Table 25). Only 2 percent of CMCS minority clients re-offend in post-service, while 27 percent of control minority clients re-offend (Table 23).

Conclusion on Minority Group Comparisons

In the short-run, the CMCS program does not appear to be any more effective with minority clients than does the regular court program. However, when post-service offense behavior is taken as an indicator of long-term impact, minority clients served by the CMCS project perform better with fewer recidivists and fewer total post-service offenses per client.

COMPARISONS OF CLIENT OUTCOME BEHAVIOR BETWEEN THE FOUR CMCS NEIGHBORHOOD OFFICES

Composition of the Offices

The four neighborhood offices were dissimilar in their proportions of minority and female clients as Tables 26 and 27 indicate. The Albina office on Northeast Vancouver in northeast Portland had the greatest proportion of female clients, with the North office next in proportion of females. The Northeast office on N.E. Union had almost two-thirds minority clients. That office also had staff drawn 100 percent from minority groups. The Albina office also in northeast Portland, had the second largest proportion of minority clients. These differences among the offices in client composition are statistically significant.

The offices also differ significantly¹⁸ on average months of service and closure per client, with Albina serving clients the longest (Table 28).

Baseline Offenses of Clients' Between Offices

Table 29 indicates that there were no statistically significant differences between neighborhood offices in client baseline offense scores except in the category of status offenses. Here the predominantly white offices had higher offense scores. This is consistent with the fact that CMCS white clients have higher status offense scores in baseline than do the CMCS minority clients.

In-Service Offense Comparisons Between Offices

Table 30 indicates no significant difference between neighborhood offices in client recidivism.

In-service offense differences are found between the offices for the number of in-service client offenses (Table 29). In the category of target offenses, the Northeast office does the best, while the North office had the highest number of target offenses per client. These data are a little surprising because minority clients have the highest in-service target offense scores and Northeast has the greatest minority population. It would be reasonable to predict that Northeast would have the highest target offenses per client, but it had the lowest of the four offices. It would seem indicative of the fact that the minority counselors at Northeast were especially effective with their minority clients in reducing repeat target offenses.

The Southeast and North offices have significantly higher status offense scores than the two Northeast offices, probably because of their mostly white clientele who tend to have significantly more status offenses than minority clients. The offices do not differ significantly in the category of "other" offenses.

For total offenses, the two northeast Portland offices have the lowest per client offense scores while the North office has the highest. These inter-office differences are statistically significant.

It was noted that the offices were not equivalent with respect to baseline status offenses so an analysis of covariance was run, removing the effects of the baseline offenses on in-service status offenses and then comparing the four offices. When this was done, the differences between offices on in-service status offenses became non-significant.

¹⁸As indicated by a simple analysis of variance

Post-Service Offense Behavior of Clients Comparing CMCS Neighborhood Offices

Table 31 reports the average post-service offense score for clients in the four neighborhood offices. In the post-service category, there are no statistically significant differences between neighborhood offices. The Northeast office maintains its excellent score with no new offenses in target and status categories. North office, though high for in-service status offenses, also shows no recidivism in this offense category.

Conclusion

Neighborhood offices differ in the composition of their client population in sex and ethnicity. They tend to serve clients for different length time periods. The offices differ in client status baseline offenses and in-service target offenses with the Northeast office showing the lowest in-service target offense rate per client. All offices appear equally effective in the long-run in that there are no statistically significant differences between offices for post-service recidivism and the number of post-service offenses.

COST EFFECTIVENESS ANALYSIS

Case Management Correction Services could be considered at first blush to be a fairly costly program given the small caseload size per counselor and the generous professional services budget. However, the intent of the program is to reduce the offense behavior of the clients they serve and to lessen the probability that these clients would need continuing contact and processing from the juvenile justice system after their experience in the Case Management program.

To assess the relative cost-effectiveness of the two approaches in dealing with juvenile target offenders two measures of costs to the system were considered appropriate indicators of "cost" and "effectiveness". The average cost per client per year to provide field services (probation supervision) was selected as one "cost" measure. A second cost is the average court costs per client based on the average cost of a hearing times the "effectiveness" measure based on the number of hearings a client in each respective project will incur in a year.

Examining the costs to society in addition to considering system costs, the cost of the average burglary times the average number of burglaries per client per year for each study group was considered. Details of the computation of costs can be found in Appendix D.

System Cost Comparisons

Table 32 summarizes the findings of the costs to the system for the first year while a client is under active supervision and for the second year after the case has been closed.

As indicated by the table, the initial year of service is more costly for CMCS clients due to the greater costs of field services (probation supervision and contractual services, etc.). However, because the in-service offense rate of CMCS clients is lower than that of the court clients, CMCS court costs are also lower.

During the second year, after termination of service, CMCS is much less costly than the juvenile court because of the low recidivism of CMCS clients in the post-service year. Because they commit much fewer offenses, CMCS clients are less likely to return to court for further hearings and they are less likely to have their cases re-opened for a subsequent period of field supervision. Examining the two programs over the two years, one of active supervision and one of post-service, CMCS clients cost on the average \$296 more than juvenile court clients.

Societal Cost Comparison

The cost of crime to society is in part the cost of processing a client through the juvenile justice system (in this case the juvenile court), but it is also more direct. Victims of crime bear the direct costs of property loss, property damage, medical expenses and personal upset. As an indicator of one of these costs, data was found which produced an estimate of the average cost of burglaries in Portland for 1975. (See Appendix D for details.) By figuring the average cost of a burglary, a direct cost of crime to society was estimated and added to the system costs presented in Table 33. When this cost is taken into account in the comparison of the two projects over a two-year period, CMCS proves to be the more cost effective program by \$37 per client.

Conclusions

As far as the system is concerned, CMCS is the more expensive program. To provide intensive, extensive, and quality services to a small caseload of clients for fairly long periods of supervision is costly to the system. However, the return, as these data seem to indicate, is a reduction in the offense behavior of clients. By reducing the offense behavior of this target population of individual's money is saved in (1) direct crime cost to victims, (2) system costs in court hearings, and (3) system costs in repeat probation supervision of clients at a later date. Long run savings to the system and society cannot be directly measured, but it can be assumed that if delinquency is lessened or terminated early in adolescence, the potential is increased for producing more productive citizens who are less likely to enter the adult criminal justice system.

CONCLUSIONS AND RECOMMENDATIONS

This study demonstrates that two comparable study groups of clients drawn from the same offender population were:

- (1) Exposed to two significantly different programs as measured by the intensity, extensity, quality and continuity of services the client received, and
- (2) That the CMCS program with the superior service component was able to significantly reduce the total offense behavior of their clients during supervision and after supervision compared to the regular court control clients. (See figures 1 and 2 for a graphic representation of this reduction.)

In view of the above, based on these preliminary data gathered during the first two years of the project, the Case Management project has met both its explicit objective of offense reduction and its implicit objective, improvement of probation supervision to clients.

The project has demonstrated particular success with females, who are only a small proportion of their client population and with minorities, who comprise about 30 percent of their population.

Although the CMCS in-service recidivism rate of 33 percent is the same as the control group, the project has demonstrated significantly fewer offenses per recidivist compared to control cases.

Finally, although this program is generously funded, the effectiveness of the offense reduction lessened the long run expense of clients returning to the system, thus helping to close the initial gap in field service costs. When the expense to the larger society in terms of burglary costs is taken into account, CMCS becomes the less expensive program of the two.

In sum, this program appears to be one worthy of continued funding, local support, and incorporation into the juvenile court system.

On the basis of the findings of this study, the following recommendations are hereby made:

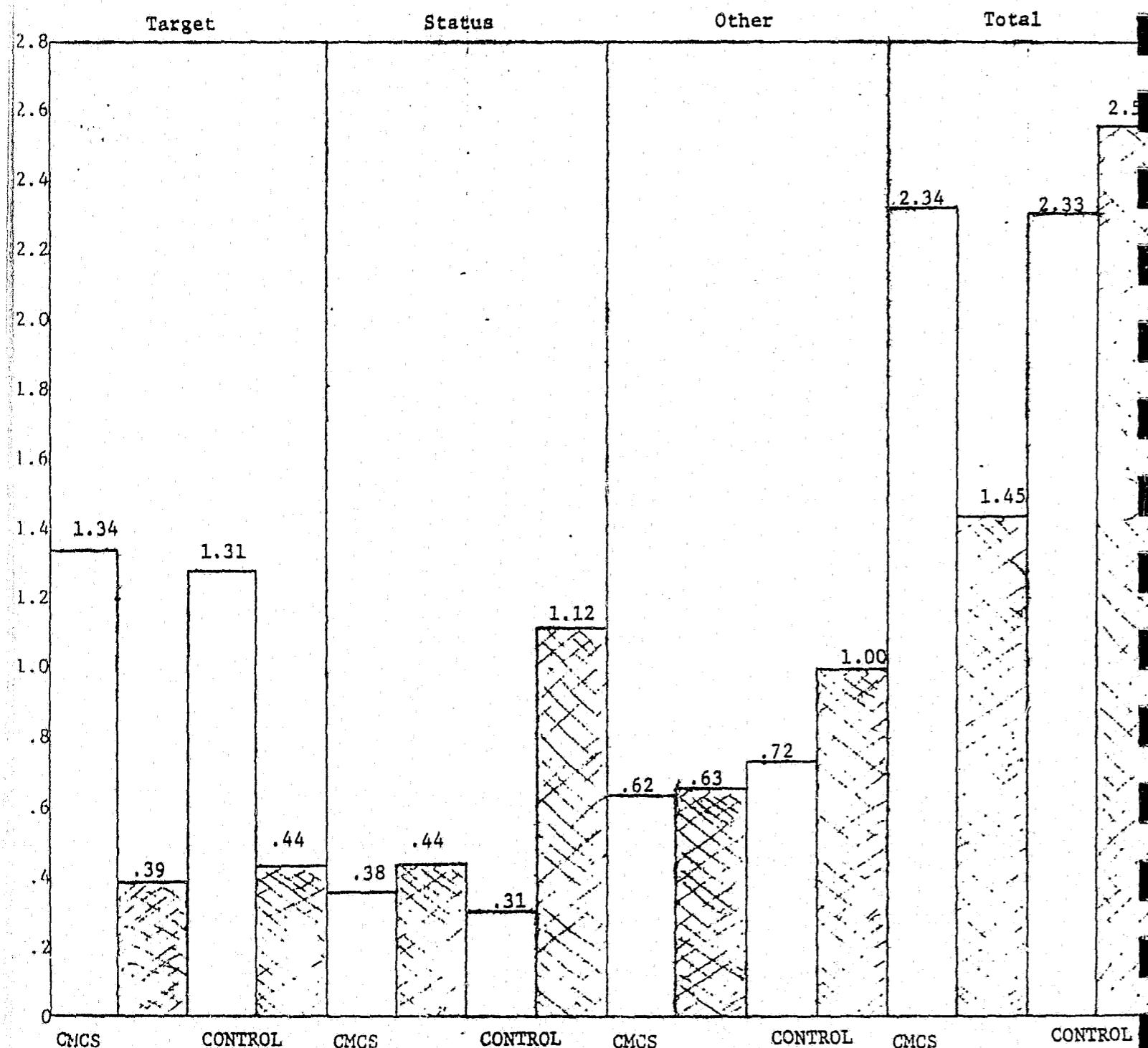
- (1) It is recommended that the project no longer confine its service population to only target offenders after Impact funding. Instead, eligibility to the program would be defined by recidivism, either during or after an initial field supervision experience in the regular court program.
- (2) After the termination of Impact funding which currently binds the current program to "target" offenders, it is recommended that there be an expansion of services to female offenders. It is further suggested that these females continue to be assigned to opposite sex counselors.
- (3) If there must be a reduction in the number of neighborhood offices in the project's continuation, it is recommended that the northeast Portland area continue to be served, and that minority staff be retained in that service area.

- (4) Finally, it is vehemently urged that the program continue to be evaluated to determine long-range effectiveness with clients up to two years after termination of service and to assess any alterations built into a continued program. The evaluation design, in order to produce any worthwhile data, requires at a minimum:
 - (a) Random (50-50) assignment to the CMCS program or to the regular court program after a court probation adjudication.
 - (b) Collection of offense data from court and police files for baseline, in-service, and post-service periods.
 - (c) Collection of service data on the extent, intensity, and quality of service to clients during supervision.
 - (d) Careful tracking of individual clients through the system, both during in-service and post-supervision.

Point four is of particular importance to produce reliable data for rational future planning in the juvenile court system and improvement of that system.

Figure 1

Average Number of Offenses Per Client Comparing
Baseline to In-service Offenses for a 12 month Period*



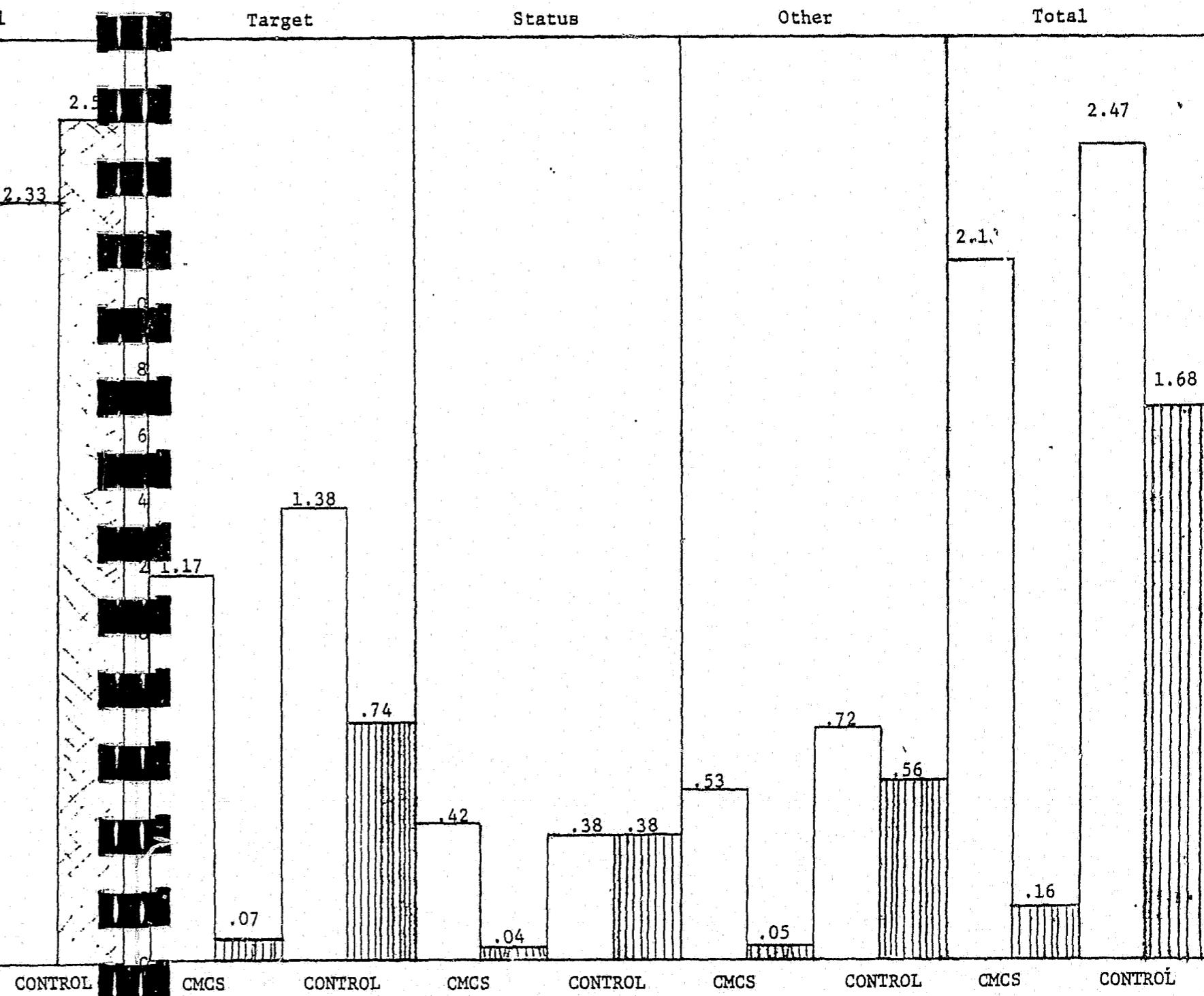
CMCS = 466 cases
CONTROL = 72 cases

Baseline
 In-service

*Average Number of In-service offenses are adjusted to a 12 month base.
Baseline offenses cover an actual 12 month period.

Figure 2

Average Number of Offenses Per Client Comparing
Baseline to Post-service Offenses for a 12 Month Period*



CMCS = 214 cases
CONTROL = 53 cases

Baseline
 Post-service

*Average Number of Post-service Offenses are adjusted to a 12 month base.
Baseline offenses cover an actual 12 month period.

TABLE 1 - COMPARISON OF THE AVERAGE NUMBER OF BASELINE OFFENSES
BETWEEN THE TWO STUDY GROUPS FOR 12 MONTHS
PRIOR TO ENTRY INTO A STUDY GROUP

Offense Category	Study Group	Number of Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
Target Offenses	CMCS Control	388 65	1.31 1.31	.88 .92	.01	451	ns
Status Offenses	CMCS Control	388 65	.28 .25	.74 .50	.37	451	ns
Other Offenses	CMCS Control	388 65	.54 .66	1.04 1.06	-.84	451	ns
Total Baseline Offenses	CMCS Control	388 65	2.13 2.22	1.78 1.67	-.34	451	ns

*based on a pooled estimate of the variance

TABLE 4 - COMPARISON IN AVERAGE NUMBER OF MONTHS OF LENGTHS OF VARIOUS SERVICE PERIODS BETWEEN THE TWO STUDY GROUPS

Service Category	Study Group	Number of Clients	Mean No. of Months	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
First Period of Supervision	CMCS Control	388 65	7.72 4.85	5.10 5.08	4.21	451	<.001
Second Period of Supervision	CMCS Control	388 65	.07 .29	.49 .81	-3.13	451	<.01
All Supervision Periods Combined	CMCS Control	388 65	7.79 5.20	5.12 5.10	3.78	451	<.001
First Period of Closure	CMCS Control	144 47	4.93 5.81	4.01 5.19	-1.21	189	ns
All Periods of Closure Combined	CMCS Control	144 47	4.99 6.38	4.00 5.20	-1.93	189	ns
Total Time Since Entry Into Project	CMCS Control	388 65	9.64 9.82	5.68 6.57	-.22	451	ns

*Based on a pooled estimate of the variance

TABLE 8 - KENDALL'S TAU FOR RANK ORDERED CORRELATIONS BETWEEN
SERVICE MEASURES USED IN CONSTRUCTION OF THE
"ALL-SERVICES INDEX" FOR EACH STUDY GROUP SEPARATELY

CMCS			
	Quality	Intensity	Extensity
Quality	1.00	.15	.47@
Intensity		1.00	.43@
Extensity			1.00

Control			
	Quality	Intensity	Extensity
Quality	1.00	.43*	.31#
Intensity		1.00	.50@
Extensity			1.00

level of significance <.05

* level of significance <.01

@ level of significance <.001

TABLE 10 - COMPARISONS BETWEEN STUDY GROUPS OF AVERAGE NUMBER OF OFFENSES PER RECIDIVIST FOR IN-SERVICE RECIDIVISTS ONLY
ADJUSTED TO A 12 - MONTH BASIS

Offense Category	Study Group	Number of Recidivists	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
In-Service Target Offenses	CMCS	172	1.05	2.67			
	Control	24	1.33	2.35	-.49	194	ns
In-Service Status Offenses	CMCS	172	1.18	2.06			
	Control	24	3.36	5.75	-3.60	194	<.001
In-Service Other Offenses	CMCS	172	1.70	1.93			
	Control	24	3.00	3.62	-2.71	194	<.01
In-Service Total Offenses	CMCS	172	3.93	4.23			
	Control	24	7.69	7.62	-3.62	194	<.001

*based on a pooled estimate of variance

TABLE 11 - COMPARISON BETWEEN STUDY GROUPS FOR AVERAGE NUMBER OF OFFENSES PER CLIENT FOR IN-SERVICE OFFENSES ADJUSTED TO A 12-MONTH BASIS

Offense Category	Study Group	Number of Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
In-Service Target Offenses	CMCS	388	.21	.89			
	Control	65	.25	1.10	-.30	451	ns
In-Service Status Offenses	CMCS	388	.33	1.00			
	Control	65	.83	3.15	-2.52	451	<.01
In-Service Other Offenses	CMCS	388	.49	1.21			
	Control	65	.58	1.71	-.51	451	ns
In-Service Total Offenses	CMCS	388	1.03	2.12			
	Control	65	1.66	3.78	-1.95	451	<.05

*based on a pooled estimate of the variance

TABLE 12 - COMPARISON OF RECIDIVISM BETWEEN STUDY GROUPS FOR POST-SERVICE OFFENSES - UNADJUSTED OFFENSES

	CMCS	Controls	Total
Recidivists	4%	21%	20
Nonrecidivists	96%	79%	247
Total	214	53	267

$\chi^2 = 14.49$ with 1 degree of freedom

Significant <.001 level

Phi = .25

TABLE 13 - COMPARISON OF RECIDIVISM BETWEEN STUDY GROUPS FOR POST-SERVICE OFFENSES - ADJUSTED TO 12-MONTH BASE

	CMCS	Controls	Total
Recidivist	3%	21%	18
Nonrecidivist	97%	79%	249
Total	214	53	267

$\chi^2 = 17.97$ with 1 degree of freedom

Significant <.001 level

Phi = .28

TABLE 14 - COMPARISONS BETWEEN STUDY GROUPS FOR AVERAGE NUMBER OF OFFENSES
PER RECIDIVIST FOR POST-SERVICE RECIDIVISTS ONLY
ADJUSTED TO A 12-MONTH BASIS

Offense Category	Study Group	Number of Recidivists	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
Post-Service Target Offenses	CMCS Control	12 11	1.52 3.55	1.71 5.46	-1.22	21	ns
Post-Service Status Offenses	CMCS Control	12 11	1.01 1.83	1.29 3.78	-0.71	21	ns
Post-Service Other Offenses	CMCS Control	12 11	1.06 2.71	1.32 3.62	-1.62	21	ns
Post-Service Total Offenses	CMCS Control	12 11	3.59 8.09	3.19 7.09	-1.99	21	ns

*based on a pooled estimate of variance

TABLE 15 - COMPARISON OF AVERAGE NUMBER OFFENSES PER CLIENT DURING CLOSURE (POST-SERVICE) BETWEEN THE TWO STUDY GROUPS ADJUSTED TO A 12-MONTH BASIS
(for those clients only with some closure* excluding commits, permanent closures, and cross assigned cases)

Offense Category	Study Group	Number of Clients	Mean No. of Offenses	Standard Deviation	t-Score**	Degrees of Freedom	Level of Significance
Post-Service Target Offenses	CMCS Control	144 47	.04 .83	.26 2.97	-3.19	189	<.01
Post-Service Status Offenses	CMCS Control	144 47	.03 .43	.24 1.93	-2.45	189	<.05
Post-Service Other Offenses	CMCS Control	144 47	.04 .34	.27 1.34	-2.56	189	<.01
Post-Service Total Offenses	CMCS Control	144 47	.10 1.60	.57 4.67	-3.78	189	<.001

*Controls closure period averages 6.38 months; CMCS, 4.99 months

**Based on a pooled estimate of the variance

TABLE 16 - COMPARISON OF IN-SERVICE AND POST-SERVICE AVERAGE OFFENSES
PER CLIENT BETWEEN STUDY GROUPS FOR CLIENTS COMMITTED TO
MAC LAREN-HILLCREST FROM THE TWO STUDY GROUPS
ADJUSTED TO A 12-MONTH BASIS

Offense Category	Study Group	Number of Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
In-Service Target Offenses	CMCS Control	26 4	3.24 4.00	5.51 2.83	-.27	28	ns
In-Service Status Offenses	CMCS Control	26 4	2.10 6.60	3.17 7.68	-2.14	28	<.05
In-Service Other Offenses	CMCS Control	26 4	2.58 8.50	2.91 2.52	-3.84	28	.001
In-Service Total Offenses	CMCS Control	26 4	7.92 19.10	7.84 8.20	-2.64	28	.01
Post-Service Other	CMCS Control	26 4	.15 3.50	.78 4.12	-4.05	28	<.001

*based on a pooled estimate of variance

TABLE 17 - CMCS CLIENTS ONLY - IN-SERVICE AVERAGE NUMBER OF OFFENSES** PER CLIENT COMPARED TO BASELINE OFFENSES - MEASURE OF OFFENSE REDUCTION OR CHANGE

Offense Category	Number of CMCS Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
In-Service Target Offenses	466	0.39	1.70	-10.95	465	<.001
Baseline Target Offenses		1.34	0.99			
In-Service Status Offenses	466	0.44	1.37	0.92	465	ns
Baseline Status Offenses		0.38	0.86			
In-Service Other Offenses	466	0.63	1.43	0.05	465	ns
Baseline Other Offenses		0.62	1.08			
In-Service Total Offenses	466	1.45	3.19	-5.87	465	<.001
Baseline Total Offenses		2.34	1.94			

*based on a pooled estimate of variance

**adjusted to a 12-month basis

TABLE 18 - CONTROL CLIENTS ONLY - COMPARISON AVERAGE NUMBER OF IN-SERVICE OFFENSES PER CLIENT TO BASELINE OFFENSES

Offense Category	Number of Controls	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
In-Service Target Offenses	72	0.44	1.48	-4.51	71	<.001
Baseline Target Offenses		1.31	0.88			
In-Service Status Offenses	72	1.12	3.64	2.00	71	<.05**
Baseline Status Offenses		0.31	0.57			
In-Service Other Offenses	72	1.00	2.50	0.88	71	ns
Baseline Other Offenses		0.72	1.16			
In-Service Total Offenses	72	2.56	5.67	0.35	71	ns
Baseline Total Offenses		2.33	1.81			

*based on a pooled estimate of variance

**statistically significant increase from baseline to service
adjusted to a 12-month basis

TABLE 19 - CMCS CLIENTS ONLY - POST-SERVICE AVERAGE NUMBER OF OFFENSES** PER CLIENT COMPARED TO BASELINE OFFENSES

Offense Category	Number of CMCS Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
Post-Service Target Offenses	214	0.07	0.49	-18.77	213	<.001
Baseline Target Offenses		1.17	0.71			
Post-Service Status Offenses	214	0.04	0.35	-5.70	213	<.001
Baseline Status Offenses		0.42	0.91			
Post-Service Other Offenses	214	0.05	1.02	-6.71	213	<.001
Baseline Other Offenses		0.53	0.95			
Post-Service Total Offenses	214	0.16	1.02	-13.96	213	<.001
Baseline Other Offenses		2.12	1.75			

*based on a pooled estimate of variance

**adjusted to a 12-month basis

TABLE 20 - CONTROL CLIENTS ONLY - COMPARISON OF AVERAGE NUMBER OF POST-SERVICE OFFENSES** PER CLIENT TO BASELINE OFFENSES

Offense Category	Number of Control Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
Post-Service Target Offenses	53	0.74	2.80	-1.61	52	ns
Baseline Target Offenses		1.38	0.98			
Post-Service Status Offenses	53	0.38	1.82	0.01	52	ns
Baseline Status Offenses		0.38	0.63			
Post-Service Other Offenses	53	0.56	1.81	-0.53	52	ns
Baseline Other Offenses		0.72	1.25			
Post-Service Total Offenses	53	1.68	4.54	-1.20	52	ns
Baseline Total Offenses		2.47	1.99			

*based on a pooled estimate of variance

**adjusted to a 12-month basis

TABLE 21 - COMPARISON BETW. IN THE TWO STUDY GROUPS ON AVERAGE NO. OF OFFENSES PER FEMALES ADJUSTED TO A 12-MONTH BASIS

Offense Category	Study Group	Number of Females	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
In-Service Status Offenses	CMCS	10	0.43	1.38			
	Control	6	5.14	9.47	-2.73	34	<.01
In-Service Total Offenses	CMCS	30	0.86				
	Control	6	5.26	2.38	-2.33	34	<.05
Post-Service Total Offenses	CMCS	11	0	0			
	Control	5	4.80	10.73	-1.55	14	ns

*based on pooled estimate of variance

TABLE 22 - PERCENT OF IN-SERVICE RECIDIVIST BY SEX AND ETHNICITY FOR EACH STUDY GROUP

Recidivists	CMCS (466)	Controls (71)
Males	34%	29%
Females	13%	50%
Minority Clients	30%	26%
White Clients	33%	33%

TABLE 23 - PERCENT OF POST-SERVICE RECIDIVISTS BY SEX AND ETHNICITY FOR EACH STUDY GROUP

Recidivists	CMCS (214)	Controls (52)
Males	3%	23%
Females	0	20%
Minority Clients	2%	27%
White Clients	4%	30%

TABLE 24 - ETHNIC GROUP OFFENSE COMPARISONS FOR CMCS CLIENTS DURING SUPERVISION

Offense Category	Study Group	No. of Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
In-Service Target Offenses	Minority White	150 316	1.46 1.23	1.21 0.85	2.25	464	<.05
In-Service Status Offenses	Minority White	150 316	0.15 0.45	0.49 1.00	-3.38	464	<.001

*based on a pooled estimate of variance

TABLE 25 - BETWEEN STUDY GROUP COMPARISONS OF AVERAGE NO. OF OFFENSES PER MINORITY CLIENTS IN POST-SERVICE

Offense Category	Study Group	No. of Clients	Mean No. of Offenses	Standard Deviation	t-Score*	Degrees of Freedom	Level of Significance
Post-Service Other Offenses	CMCS Control	68 15	0.01 1.20	0.10 2.60	-3.84	81	<.001
Post-Service Total Offenses	CMCS Control	68 15	0.09 1.27	0.61 2.58	-3.43	81	<.001

*based on a pooled estimate of variance

TABLE 26 - COMPOSITION OF CMCS NEIGHBORHOOD OFFICES BY SEX

Sex	Albina	NE	SE	N	Total
Male	86%	99%	95%	92%	433
Female	14%	1%	5%	8%	30
Total	103	102	167	91	463

$\chi^2 = 14.70$, 3 degrees of freedom, level of significance $<.01$

Cramer's δ $\approx .18$

TABLE 27 - COMPOSITION OF CMCS NEIGHBORHOOD OFFICES BY ETHNICITY

Ethnicity	Albina	NE	SE	N	Total
Minority Clients	48%	62%	8%	25%	148
White Clients	52%	38%	92%	75%	315
Total	103	102	167	91	463

$\chi^2 = 99.96$ with 3 degrees of freedom, level of significance $<.001$

Cramer's δ $\approx .46$

TABLE 28 - COMPARISON OF AVERAGE MONTHS OF SUPERVISION AND CLOSURE BETWEEN CMCS NEIGHBORHOOD OFFICES

	Total Months Served		Total Months Closed		Total Project Time
	Mean	SD	Mean	SD	
Albina (Vanc.)	9.06	5.78	1.71	3.02	10.77 6.37
Northeast (Union)	7.53	4.44	2.15	2.77	9.68 5.19
Southeast	6.95	4.64	3.12	4.39	10.07 5.65
North	8.58	4.90	2.36	4.31	10.95 5.70

F = 4.75
 $<.01$

F = 3.29
 $<.05$

F = 1.11
ns

TABLE 29

CMCS Neighborhood Office Comparisons on Average Number of Offenses
Per Client for Baseline and In-Service Offenses

CMCS Neighborhood Office	N	Baseline Target Offenses	Baseline Status Offenses	Baseline Other Offenses	All Baseline Offenses
Albina-Vancouver St.	103	Mean Standard Deviation	1.33 .93	.19 .51	.55 .86
Northeast Union St.	102	Mean SD	1.52 1.31	.17 .45	.72 1.35
Southeast	167	Mean SD	1.23 .62	.53 1.07	.57 .98
North	91	Mean SD	1.37 1.16	.56 1.00	1.15 .70
			F = 1.81 NS	F = 6.92 <.001	F = .70 NS
CMCS Neighborhood Office	N	In-Service Target Offenses	In-Service Status Offenses	In-Service Other Offenses	In-Service Total Offenses
Albina-Vancouver St.	103	Mean SD	.37 .98	.21 .81	.44 .96
Northeast Union St.	102	Mean SD	.22 .80	.28 .92	.52 1.32
Southeast	167	Mean SD	.28 1.18	.59 1.66	.75 1.47
North	91	Mean SD	.82 3.20	.60 1.68	.75 1.86
			F = 2.57 <.05	F = 2.49 <.05	F = 1.39 NS
					F = 2.97 <.05

TABLE 30

Recidivist Comparisons Between CMCS Neighborhood Offices for CMCS Clients

Percent Recidivist	Albina-Vancouver Street	Northeast-Union Street	Southeast	North
All clients in-service	27%	27%	35%	40%
All clients post-service	6%	0	4%	3%
Males in-service	30%	28%	35%	43%
Females in-service	7%	0	38%	0
Minority in-service	31%	29%	31%	35%
White in-service	24%	27%	35%	41%
Total Clients	103	102	167	91

None of the between office differences are statistically significant -- these are based on offense scores adjusted to a 12 month base due to the different lengths in average months of supervision per client for each office.

TABLE 31

Post-Service Offense Comparisons
Between CMCS Neighborhood Offices

Neighborhood Office	Post-Service Target Offenses	Post-Service Status Offenses	Post-Service Other Offenses	Post-Service Total Offenses	Number of Clients
Albina Vancouver St.	Mean .17 SD .86	.04 .26	.04 .26	.25 .99	34
NE Union St.	Mean 0 SD 0	0 0	.02 .12	.02 .12	54
Southeast	Mean .07 SD .47	.09 .52	.07 .47	.23 1.37	88
North	Mean .07 SD .41	0 0	.07 .41	.14 .81	35
One-way analysis of variance	F = .81 NS	F = .99 NS	F = .26 NS	F = .58 NS	211

TABLE 32 - COST EFFECTIVENESS SUMMARY
DIRECT COSTS TO THE JUVENILE JUSTICE SYSTEM

<u>First Year-Active Supervision</u>		CMCS	COURTS
Field Service Costs Per Client		\$ 883	\$289
Court Costs Per Client		54	81
Subtotal		\$ 937	\$370
<u>Second Year-After Termination</u>			
Field Service Costs Per Client		\$ 62	\$231
Court Costs Per Client		4	106
Subtotal		\$ 66	\$337
Total System Costs Over a Two-Year Period (per client basis)		\$1003	\$707
Cost Differential - \$296			

TABLE 33 - COST EFFECTIVENESS SUMMARY

Societal Costs - Includes System and Crime Cost to Citizens

First Year-Active Supervision

	<u>CMCS</u>	<u>COURT</u>
Field Service Costs Per Client	\$ 883	\$ 289
Court Costs Per Client	54	81
Burglary (property loss cost)	47	67
Subtotal	\$1018	\$ 522
<u>Second Year-After Termination</u>		
Field Service Costs Per Client	\$ 62	\$ 231
Court Costs Per Client	4	106
Burglary (property loss cost)	12	274
Subtotal	\$ 78	\$ 611
Total Societal Costs Over Two-Year Period (per client basis)	\$1096	\$1133

Cost Differential - \$37

TABLE 34 - TWO-WAY ANALYSIS* OF VARIANCE COMPARING CMCS AND CONTROLS ON TARGET OFFENSES USING REPEATED MEASURES AT BASELINE, DURING SUPERVISION AND POST SUPERVISION*

SOURCE OF VARIATION	SUM OF SQUARES	DEGREES OF FREEDOM	MEAN SQUARE	F	LEVEL OF SIGNIFICANCE
Between Subjects	913.49	537			
A Between Study Groups	5.55	1	5.55	3.28	na
Error A	907.93	536	1.69		
Within Subjects	2024.81	1076			
B Between Time Periods	445.82	2	222.91	152.35	na
AB Interaction	10.48	2	5.24	3.58	<.05
Error B	1568.51	1072	1.46		

*One was added to all scores to avoid a large number of zero values for the non-recidivists

Analysis based on computed program by William Hickok derived from Winer, B.J. Statistical Principles in Experimental Design, McGraw-Hill, New York, 1962, pp.302-312

TABLE 35 - TWO-WAY ANALYSIS** OF VARIANCE COMPARING CMCS AND CONTROLS ON STATUS OFFENSES USING REPEATED MEASURES AT BASELINE, DURING SUPERVISION AND POST SUPERVISION*

SOURCE OF VARIATION	SUM OF SQUARES	DEGREES OF FREEDOM	MEAN SQUARE	F	LEVEL OF SIGNIFICANCE
Between Subjects	1167.02	537			
A Between Study Groups	15.55	1	15.55	7.24	na
Error A	1151.47	536	2.15		
Within Subjects	1314.01	1076			
B Between Time Periods	60.90	2	30.45	26.43	na
AB Interaction	18.12	2	9.06	7.86	<.01
Error B	1234.99	1072	1.15		

*One was added to all scores to avoid a large number of zero values for the non-recidivists

Analysis based on computed program by William Hickok derived from Winer, B.J. Statistical Principles in Experimental Design, McGraw-Hill, New York, 1962, pp.302-312

TABLE 36 - TWO-WAY ANALYSIS^{**} OF VARIANCE COMPARING CMCS AND CONTROLS ON OTHER OFFENSES USING REPEATED MEASURES AT BASELINE, DURING SUPERVISION, AND POST-SUPERVISION*

SOURCE OF VARIATION	SUM OF SQUARES	DEGREES OF FREEDOM	MEAN SQUARE	F	LEVEL OF SIGNIFICANCE
Between Subjects	883.90	537			
A Between Study Groups	16.19	1	16.19	10.00	<.01
Error A	867.72	536	1.62		
Within Subjects	1485.37	1076			
B Between Time Periods	118.69	2	59.34	46.67	<.001
AB Interaction	3.53	2	1.76	1.39	ns
Error B	1363.14	1072	1.27		

*One was added to all scores to avoid a large number of zero values for the non-recidivists

**Analysis based on computed program by William Hickok derived from Winer, B.J.
Statistical Principles in Experimental Design, McGraw-Hill, New York, 1962, pp.302-312

TABLE 37 - TWO-WAY ANALYSIS^{**} OF VARIANCE COMPARING CMCS AND CONTROLS ON TOTAL OFFENSES USING REPEATED MEASURES AT BASELINE, DURING SUPERVISION AND POST-SUPERVISION*

SOURCE OF VARIATION	SUM OF SQUARES	DEGREES OF FREEDOM	MEAN SQUARE	F	LEVEL OF SIGNIFICANCE
Between Subjects	4690.70	537			
A Between Study Groups	103.59	1	103.59	12.10	na
Error A	4587.11	536	8.56		
Within Subjects	7077.73	1076			
B Between Time Periods	1214.36	2	607.17	112.03	na
AB Interaction	53.24	2	26.62	4.91	<.01
Error B	5810.13	1072	5.42		

*One was added to all scores to avoid a large number of zero values for the non-recidivists

**Analysis based On Computed Program By William Hickok derived from Winer, B.J.
Statistical Principles in Experimental Design, McGraw-Hill, New York, 1962, pp.302-312

APPENDIX D

Region X Comments on Evaluation Report No. 6



UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

REGION X
Room 3292, Federal Building
915 - 2nd Ave.
Seattle, Washington 98174

April 7, 1976

Mary Ann Beck, Chief
Model Program Development Division, OTT, NILECJ
LEAA
633 Indiana Ave., N.W.
Washington, D.C. 20531

Dear Ms. Beck:

As you are aware, Region X has forwarded several projects to you for coordination as candidates for Exemplary Project Designation. Because of time pressures, several of these were forwarded without our having an opportunity to perform a careful review of them.

Four of these projects were from the Seattle area and included the following:

Seattle Community Crime Prevention Program
Seattle RAPE Reduction Project
Seattle Youth Service Bureau/Accountability Board System
University of Washington Police Office Physical Efficiency Battery
(UW-POPEB) Information, Education and Skills Transfer Project

In your telephone discussion of March 30 with Mr. Laymon you indicated that the Seattle Community Crime Prevention Program and RAPE Reduction Project have been identified for validation, that the Seattle Youth Service Bureau is to be deferred until next year when more data will be available on its effectiveness, and the UW-POPEB Project was rejected.

Our assessment of these projects supports this disposition. We will be happy to cooperate with you and Abt on any validation efforts.

Enclosed are copies of some comments by Mr. Willstatter and Mr. Laymon on the evaluation of the Case Management Correction Service Project which was submitted to you earlier by Portland. These comments may assist you and Abt in the validation of this project.

Sincerely,

Bernard G. Winckoski
Regional Administrator
Enc:

TELEPHONE
206/442-1170
FTS 399-1170

UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION



DATE: January 30, 1976

REPLY TO
ATTN OF: Richard S. Laymon RSL
Planner/Evaluator

SUBJECT: Review of Evaluation of "Case Management Services Project" SEATTLE, WASHINGTON 98188

REGION X
130 ANDOVER BUILDING
(206) 442-1170

TO: Bernard G. Winckoski
Regional Administrator

Thru: R. John Gregrich
DPDTAD

Background

The Case Management Corrections Services Project is part of the Portland Impact Program. According to project personnel in Portland the project has been very successful and has been recommended by them to Region X for endorsement as a candidate for the NILECJ's Exemplary Program. The evaluation to date of the project by Oregon Law Enforcement Council evaluation staff supports the assertion of project success. However, some questions as to the validity of the evaluation have been raised by Region X staff (R. Willstatter). The purpose of this memorandum is to provide an additional independent analysis of the OLEC evaluation and to make a recommendation to the Regional Administrator as to whether the Case Management Corrections Services Project nomination for Exemplary status should be supported.

Project Description

Basically, the purpose of the Case Management Corrections Service project is to provide additional resources so that juvenile offenders (ages 10-17) on probation can and do receive more intensive, extensive and quality services and contacts with a probation officer than is normally the case. This is accomplished by reducing the caseload of the CMCS probation officer to about one-half that of the regular court probation officer, requiring the CMCS probation officer to go out and meet with the delinquent and his family (rather than having them come to his office) and providing a wide range of social services (including medical) to the CMCS serviced delinquents.

The kinds of services provided to CMCS clients (and to non-CMCS clients although not to the same degree) include the following:

client contact in the home
client contact in the office
client/counselor recreation activities
client contacts regarding academic or vocational issues
other types of client contacts

family counseling with individual family members
group family counseling
home visits with the family
recreational activities for the family
family referrals to other agencies
medical treatment
dental treatment
clothing provided
financial assistance
legal services rendered or arranged
tutoring
employment of client during service

In all, thirty different services were identified and utilized.

The evaluation of the project was designed to measure the extent to which CMCS delinquents were really treated differently than non-CMCS delinquents (i.e., it included measures of several process variables such as number of contacts by probation officer/per week, number of services provided, quality of services provided, etc.) and whether CMCS delinquents committed offenses during and after treatment at a different rate than non-CMCS delinquents (i.e., a measure of project outcome).

The evaluation information was based primarily on making several comparisons between two groups, an experimental (CMCS) group and a control group (normal probation services). A total of over 400 subjects were committed to the CMCS group and approximately 70 to the control group. These groups were randomly selected after court disposition. (It was found that if they were selected prior to court/adjudication, the court's disposition varied for those identified as CMCS and those as non-CMCS.) Several measures were made (average age, age distribution, sex, race, number of prior offenses by type of offense) to determine if the groups were in fact the same. With some minor exceptions, the groups were judged to be sufficiently similar so that CMCS subjects could be compared to the control subjects after a period of treatment (i.e., provision of services and contacts) in order to determine if there were any differences between them.

Analysis

The current evaluation is based upon only part (i.e., a sample) of the subjects in the project as the project is still underway. (This incompleteness, in part, produces a problem in interpretation of outcome results as will be discussed later.)

Several analyses were performed to measure the extent to which the experimental (CMCS) subjects did in fact receive different treatment than the control

subjects. These analyses clearly established that CMCS subjects received, on the average, more services, more intensive services and more types of services than the controls. CMCS subjects also received more contacts from their probation officers. This part of the evaluation establishes that, in fact, the experimental group was different in the treatment it received than the control group.

In comparing the two groups after being serviced by the CMCS officers and the normal probation officers, the data clearly shows that CMCS subjects commit new offenses (of all categories) at a significantly lower rate than the control subjects. The improvement for target offenses is large but not as large as for total offenses.

This conclusion can be questioned. The evaluation report itself suggests (see page 17, last paragraph of Evaluation Report No. 6) that the sample of subjects included in the two groups for the baseline-post comparison may be different (only about one-half of the original subjects were used in the baseline-post service comparison) in that the CMCS group may be composed of those offenders least likely to commit offenses while the control subset would include the whole range of offender types. This is based upon the procedure used to select CMCS clients for the baseline-post comparison which included only closed cases (presumably juveniles responding to treatment) while the open cases (those still being treated) would include those juvenile offenders still perceived as problem offenders. The control clients in the sample were presumably closed-out based upon procedures which did not consider their offense behavior. If this is true, then the differences found between the CMCS and control groups may be spurious, that is, not real differences but due to the way the post-service samples were selected.

A way to determine comparability of the two groups is to actually compare the two post-service groups on those variables which determined the initial matching to see if they are in fact still comparable. Or, after sufficient time has elapsed, the post-service subject pools for comparison would naturally extend to include most of the subjects in the original groups, so that a comparison made at this future point in time would be more accurate.

There is also a question raised by R. Willstadter on the use of offense rate as an appropriate indicator for a baseline measure, when the measure includes the offense which gets the offender into the project (either as an experimental or control subject). If this offense is subtracted from the baseline offense rate, the results for total offenses would suggest a considerably reduced impact upon offender rate. (i.e., a difference of 5 or 6 to 1 versus 10 or 11 to 1. However, this is still appreciable considering that many projects of this type show no differences.) If this is done for target offenses only, the result would show no improvement over the baseline condition, although the comparable rate between the two groups would still show the CMCS group to be much better than the control group. Thus, for target offenses this question is more critical. However, the relative post-service offense rate between the two groups

shows a difference of about 10 to 1 in favor of the CMCS group (.74 versus .07) which suggests that CMCS is, in fact, doing something to the subjects different than what the regular services do.

With respect to measuring offense rate, there is little question that the use of one year of prior offenses (which provided the 2+ offense rate for both groups) is a fairly short period of time and that the measure is less stable (reliable) than if a longer period had been used. Also, if the longer period had been used, then the inclusion of the committing offense would be less significant in determining the offense rate. The more traditional measure of recidivism (per cent reconvicted after some period of time) avoids this particular problem. Tables 12 and 13 in the Evaluation Report No. 6 present recidivism data which clearly supports the superiority of the CMCS group (for example, a 4% versus 21% rate using unadjusted data). This outcome measurement problem should be addressed in more detail by OLEC in order to resolve doubts here.

(R. Willstadter raised some other points in his assessment of the CMCS evaluation. However, the issues of the comparability of the two post-groups and the use of an appropriate measure for baseline offense rate, I think, were the major ones. His other points will not be discussed here. Based upon recent conversations with Clint Goff, OLEC is preparing a written response to all of Willstadter's comments.)

Conclusions

Based upon the above, there are some questions as to the conclusion of the evaluation at this point in time to support entirely the results which indicate a major reduction in offense rates for CMCS subjects over the control subjects. The evaluation does support the assertion that CMCS subjects are receiving significantly different treatment than the control subjects (that is more services). This is very important as it is likely that other studies which compare treatment versus no treatment cases cannot justify such an assertion and the determination of no differences may be arrived at because the groups were, in fact, not treated differently. However, there appears to be more than sufficient evidence to consider that the probability is high that the positive outcome attributed to the CMCS project as contrasted with the control group is real.

Recommendation

That Region X support the nomination of the Case Management Corrections Services Project as a candidate for Exemplary status. If the CMCS project is selected it will bring into the situation an outside agency (probably Abt Associates) to look at the project and its evaluation in detail and to make a final recommendation. At the same time, the Oregon Law Enforcement

Council should be realerted as to Region X's concerns with the evaluation and to our suggestions for some immediate analysis on the comparability of the two post-service sample groups and a hard look at the use of offense rate for measuring outcome. However, contact with OLEC should await OLEC's response to Willstadter's letter as it may provide some or all of this information.



UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

REGION X
Room 3292, Federal Building
915 - 2nd Ave.
Seattle, Washington 98174

TELEPHONE
206/442-1170
FTS 399-1170

November 21, 1975

Dr. Clinton Goff
Law Enforcement Council
2001 Front Street N.E.
Salem, Oregon 97303

Dear Clint:

Because the Case Management Corrections Services Project has been suggested for consideration as an exemplary project, I have reviewed the latest Evaluation Report No. 6 with particular care.

In making this review, various questions arose which require clarification. Following, are my questions, referenced to the graphs and figures presenting overall results for baseline, in-service and post-service clients for both the CMCS and control groups. It is these graphs which tell the primary story. I did not comment on the more detailed tables relating to age, race, sex, neighborhood, cost-benefit, etc. (tables 22-33) or to the two-way analysis of variance (tables 34-35).

Comments and Questions

Figure 1 - I question target and total comparisons because of the inclusion of target offense that gets client into the program. Data shows significant decrease while actually it appears there is a minor increase (base-line to in-service).

Would like to see status offenses in prior 12 month period as a function of age. Would like to see age distributions for CMCS versus Control clients. This might explain differences in status offenses.

Figure 2 - I question target and total comparisons for same reason as in Figure 1. It appears to me that base-line to post-service target offenses for Control group actually got worse! How many in-service offenses (target, status and other) were then for the post-service clients, both CMCS and Control? It appears to me that the difficult CMCS clients have been weeded out while possibly the better Control clients have been weeded out. A definitive evaluation of the comparability of the post-service groups is needed.

Table 1 - One year is not a long time. Somewhere there needs to be a comparison of the whole prior life history of offenses for given age clients. Why aren't the numbers of clients the same as in Figure 1?

Table 3 - Clarify alternative to formal probation. How do you account for significant difference in formal probation?

Table 4 - What determines when first period of supervision stops? For second period of supervision, CMCS clients average 2 days; what does this mean? What is done in 2 days?

Table 11 - Explain difference between number of clients in CMCS and Control groups as compared to number indicated in Figure 1.. (Same question that is raised with Table 1) On the basis that inclusion of the target offense that gets the client into the program should not be counted, conclusion (P. 16) stating "intervention and probation supervision appears to have an offense reducing effect on the majority of clients ..." appears misleading. If one excludes entry target offense, most clients had no offenses in the 12 month baseline period.

Tables 12 and 13 - One interpretation of these tables is that the bad risks are weeded out of the CMCS group. (Ref. comment in Figure 2.)

Tables 14 and 15 - Comparison of tables 14 and 15 seems to indicate that recidivists accounting for 2/3 of the post-service target offenses and 3/4 of the post-service status offenses were dropped as a result of commitment, permanent closure or cross assigned cases. For the Control group, however, none of the recidivists accounting for post-service target or status offenses was dropped. This seems to verify the conclusion that the reason post-service recidivism looks worse for the Control group is that the worst CMCS cases were in fact closed out and hence did not reflect in the comparison.

Tables 17, 18, 19, and 20 - I question baseline target and baseline total offense statistics for the same reason as in Figure 1. Hence, question whether a significant decrease has in fact occurred.

Finally, in general I had a concern about the fact that once clients turn 18, their offense history is dropped. It would seem that their subsequent offenses as adults are pertinent, could affect the comparisons and should be retrievable from CCH.

As per our previous conversations, I will meet with you and your staff in Salem on November 24, 1975 to discuss and clarify these questions. As a follow-up to the meeting, I would like to request that you document your responses so that we may proceed with our final assessment.

Sincerely,

R. Willstatter

END

7 miles from