

F I N A L R E P O R T - P H A S E I I .

EVALUATION OF YOUTH SERVICE BUREAUS  
IN THE STATE OF WASHINGTON

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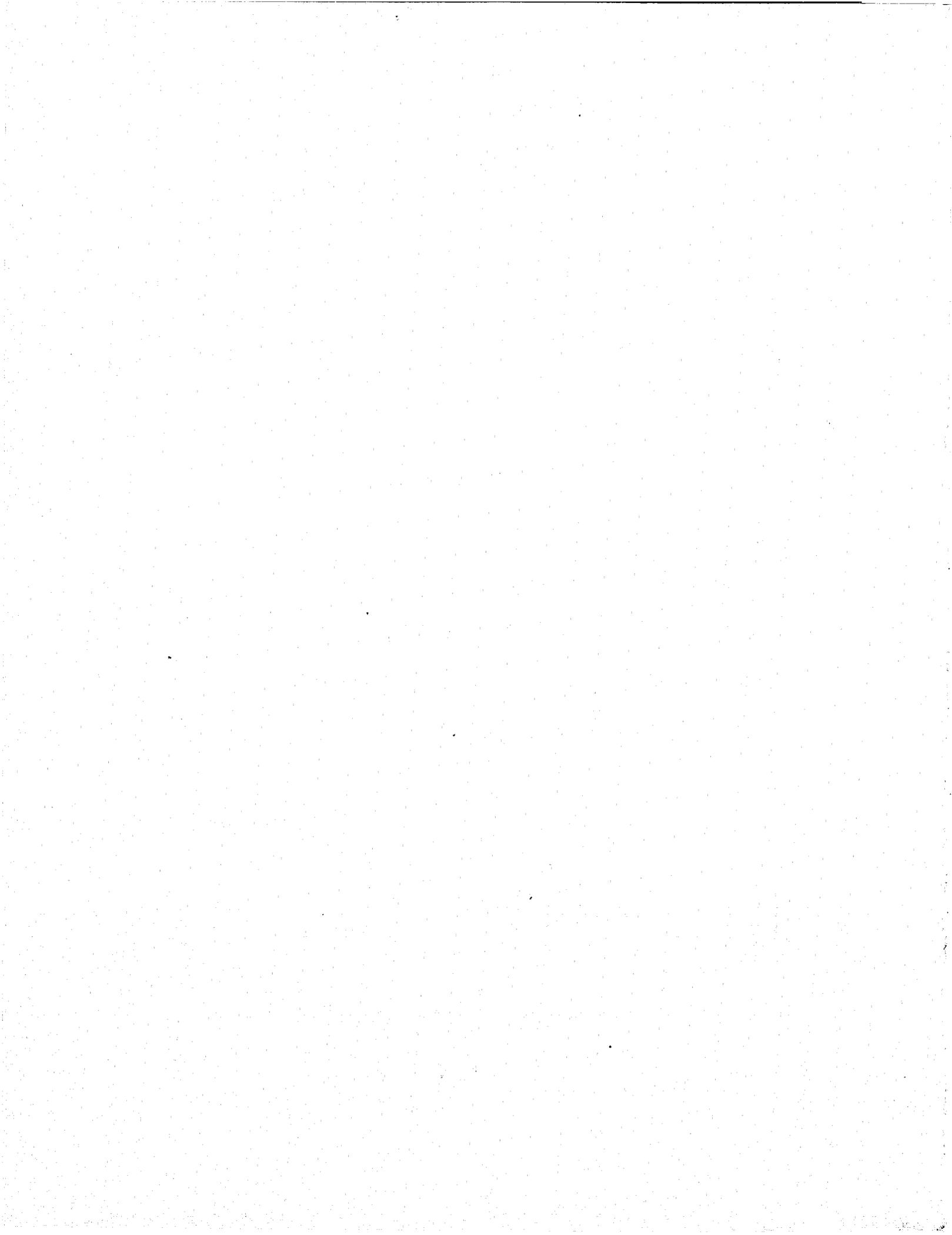
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## R E P O R T   O N E

### SUMMARY OF THE EXISTING DATA REGARDING WASHINGTON STATE YOUTH SERVICE BUREAUS

#### A. Discussion of the Study Method

A portion of this evaluation study was to collect and analyze information already available in each of the Washington State Youth Service Bureau's youth or program files. All accessible data on the YSB participants was collected. The data was placed into computer tape files for each YSB. Common data elements were then selected across the different YSBs. However, in order to compare one YSB's data for a given factor with another YSB, variable transformations had to be performed. The transformations which were developed are included in the Appendix for this segment of the report. The procedure which was utilized parallels the process used in Phase I of the study.

This section of the report will describe the information which was found in the Washington State Youth Service Bureaus concerning 20 different aspects of the program. It should be recalled from the Phase I, Final Report, that the average age of a YSB participant was approximately 15 years of age and that there were twice as many males as females receiving YSB services. It was found that 91 percent of the youth were White, 4 percent Black, and the remainder Other. Almost half of the youths were known to have been referred to the YSB for delinquency offenses. Law enforcement agencies accounted for 27 percent of the referrals, while

18 percent of the youths were self-referrals. Over the period from 1973 through 1976, there were 81,971 youth served at a cost of \$6,667,654.

#### B. Background Data on the Youths

The purpose of this section of the report is to describe what additional information was found regarding the youths and their programs which could be integrated with data from other sites. Table 1 is a compilation of the data concerning the status of the youths' families. It shows the number and percentage of youth from intact families, broken families, and whether the youth is currently living with one or two step parents, or in some other living situation. The amount of missing data is presented. A total of 12,108 records were studied. It was found that 42 percent of the youth from all YSBs studied were living in families which were intact. Twenty-two percent of the youth came from broken families while those living with a step parent were 12 percent. Other youth, 13 percent, were found to be living in other situations. Youth who had no data available relating to family status numbered 1,392 or 12 percent.

Five of the 9 YSBs which provided data had close to half the youth coming from intact families. Seattle C.A.P. had 51 percent of its clients coming from families with both parents living together. King County closely followed with 50 percent, Olympia with 47 percent, Spokane with 46 percent, and King County with 45 percent. Bremerton had 28 percent of its youth coming from intact families while Spanaway had only 12 percent.

FAMILY STATUS

Table 1

Youth Service Bureau Site	Intact		Broken		One or Two Step-Parents		Other		Missing		Total Number
	Num	%	Num	%	Num	%	Num	%	Num	%	
1. Bremerton	55	28%	75	38%	19	9%	10	5%	40	20%	199
2. Everett	-	-	-	-	-	-	-	-	406	100%	406
3. King County	4241	45%	2159	23%	1226	13%	1369	14.6%	390	4.2%	9385
4. Olympia	164	47%	49	14%	29	8%	22	6%	85	25%	349
5. Seattle CAP	399	51%	214	28%	-	-	165	21%	-	-	778
6. King County YOP	168	50%	72	22%	63	19%	29	9%	1	0	333
7. Spanaway	15	12%	45	35%	61	48%	6	5%	-	-	127
8. Spokane	28	46%	24	39%	8	13%	1	2%	-	-	61
9. Tacoma	-	-	-	-	-	-	-	-	470	100%	470
<b>TOTAL</b>	<b>5070</b>	<b>42%</b>	<b>2638</b>	<b>22%</b>	<b>1406</b>	<b>12%</b>	<b>1602</b>	<b>13%</b>	<b>1392</b>	<b>12%</b>	<b>12108</b>

The YSB with the highest percentage of youth coming from broken homes was Spokane, with 39 percent. Bremerton followed closely behind with 38 percent, and Spanaway had 35 percent. Three of the YSBs had percentages in the 20 percent range with Seattle C.A.P. having 28 percent, King County 23 percent and King County Y.O.P. 22 percent. Olympia had the lowest number of youths coming from broken homes with only 14 percent.

Total youths living with one or two step-parents averaged 12 percent. Four YSBs reported percentages below 13 percent. Spanaway's high of 48 percent broke the pattern with King County Y.O.P. trailing at 19 percent. Thirteen percent of the youth came from other living situations such as group homes, foster homes or relatives. Seattle C.A.P. had the highest percentage here with 21 percent, while King County had 14.6 percent. The other YSBs had percentages at or below 9 percent.

The YSBs with the most missing data regarding family status were Everett and Tacoma with 100 percent missing data. Olympia and Bremerton were next with a low 25 percent and 20 percent, in that order. King County showed a 4.2 percent missing data count.

Table 1 indicates that in most communities, nearly half of those youth who are involved in the YSB programs, 42 percent, come from intact families. The other half appear to come from broken families, families which contain one or more step-parents, or from other living situations.

The school status of the youth involved in YSB services was analyzed and exhibited on Table 2. It was found that 61 percent of the total youth attended school while only 6 percent had dropped out. Five percent of the youth attended a YSB or alternative school program. The records indicate that 4 percent of the youth had graduated from high school. Only 4.2 percent of the youth studied were expelled, suspended from school, or were involved in other school misbehavior. Twenty percent of the youth had no data available in their files on school status.

Four of the 5 YSBs reporting data had moderately high amounts for school attendance. King County Y.O.P. led the others with 81 percent of their youths in school. King County followed with 71.1 percent, Olympia with 67 percent and Bremerton with 64 percent. Tacoma had only 21 percent of its YSB youth attending school. Bremerton evidenced the largest portion of youths not in school with 7 percent. Four percent of the youth in both King County Y.O.P. and Tacoma were not in school. Olympia trailed with 1 percent.

Problems in school which resulted in a youth being expelled, suspended, or youth who caused some other kind of misbehavior in school proved to be few. Eight percent of the clients from Seattle C.A.P. were suspended while King County Y.O.P. had an 8 percent rate of other school misbehavior. The number of youth expelled was negligible.

Overall, the most significant percentages appear to be the relatively high number of youth were were in school, or 61 percent, and the 20 percent rate of missing data.

SCHOOL STATUS (part 1)

Table 2

Youth Service Bureau Site	In School		Not In School		Graduated		Expelled		Suspended	
	Num	%	Num	%	Num	%	Num	%	Num	%
1. Bremerton	128	64%	14	7%	-	-	4	2%	3	2%
2. Everett	-	-	-	-	-	-	-	-	-	-
3. King County	6708	71.1%	-	-	446	4.7%	126	1.3%	194	2.1%
4. Olympia	232	67%	5	1%	3	1%	-	-	2	1%
5. Seattle CAP	-	-	-	-	8	1%	19	2%	61	8%
6. King County YOP	270	81%	15	4%	-	-	-	-	-	-
7. Spanaway	-	-	-	-	-	-	-	-	-	-
8. Spokane	-	-	-	-	-	-	-	-	-	-
9. Tacoma	97	21%	18	4%	-	-	-	-	-	-
<b>TOTAL</b>	<b>7453</b>	<b>61%</b>	<b>52</b>	<b>0.4%</b>	<b>457</b>	<b>4%</b>	<b>149</b>	<b>1%</b>	<b>260</b>	<b>2%</b>

SCHOOL STATUS (part 2)

Table 2

Youth Service Bureau Site	Drop- out		YSB or Alternative School		Other School Misbehavior		Unknown or Other		Total Number
	Num	%	Num	%	Num	%	Num	%	
1. Bremerton	14	7%	-	-	-	-	36	18%	199
2. Everett	-	-	-	-	-	-	406	100%	406
3. King County	684	7.3%	249	2.6%	-	-	1018	10.8%	9425
4. Olympia	5	1%	-	-	-	-	102	29%	349
5. Seattle CAP	52	7%	343	44%	-	-	295	38%	778
6. King County YOP	-	-	-	-	25	8%	23	7%	333
7. Spanaway	-	-	-	-	-	-	127	100%	127
8. Spokane	-	-	-	-	-	-	61	100%	61
9. Tacoma	-	-	-	-	-	-	355	75%	470
<b>TOTAL</b>	<b>755</b>	<b>6%</b>	<b>592</b>	<b>5%</b>	<b>25</b>	<b>0.2%</b>	<b>2423</b>	<b>20%</b>	<b>12148</b>

### C. Programs and Services Received by the Youths

Each Youth Service Bureau had certain treatment programs available to youth in trouble. These services are intended to assist the youth in becoming a responsible, non-law breaking citizen. It is useful to know the kinds of services provided by each YSB. The list of services on which data was gathered follows:

1. Counseling by YSB
2. Vocational Training by YSB
3. Academic Training by YSB
4. Job Placement by YSB
5. Family Counseling by YSB
6. Follow-up by YSB
7. Accountability/Restitution by YSB

Table 3 provides information on counseling by Youth Service Bureau. From a total of 7,202 youths, 33 percent received counseling, while 67 percent either received no counseling or data regarding this treatment area was not available.

Spokane had the highest incidents of counseling provided as treatment with 93 percent of youth receiving counseling. Of King County's clients, 42 percent received counseling while Seattle C.A.P. had 37 percent receiving counseling. Olympia had 18 percent of its program participants in counseling, King County Y.O.P. 11 percent and Tacoma 8 percent. It can be concluded that counseling was used as treatment by the YSBs themselves at least one third of the time.

COUNSELING BY YSB

Table 3

Youth Service Bureau Site	Counseling Provided		No Counseling Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	1	1%	198	99%	199
2. Everett	-	-	406	100%	406
3. King County	1895	42%	2584	58%	4479
4. Olympia	62	18%	287	82%	349
5. Seattle CAP	289	37%	489	63%	778
6. King County YOP	35	11%	298	89%	333
7. Spanaway	-	-	127	100%	127
8. Spokane	57	93%	4	7%	61
9. Tacoma	37	8%	433	92%	470
TOTAL	2376	33%	4826	67%	7202

Vocational training is a form of treatment sometimes used to assist clients. Table 4 gives an indication of the percentage vocational training has been used in the YSB programs in Washington State. Overall, it was found that only 1 percent of the YSB treatment programs utilized vocational training, while 99 percent either did not, or had insufficient data available to determine whether or not it was used. Spokane had the highest percentage of vocational training use with 18 percent. King County reported a mere 2 percent.

Academic training by YSB is described in Table 5. The purpose of academic training is to give the youth learning to learn skills and basic academic skills on which to build future learning. Only 3 percent of the 7,202 youths studied received any form of academic training. Ninety-seven percent either received no academic training or no data was available.

Seattle C.A.P. had the largest academic program with 24 percent of its clients being involved. The Seattle Community Accountability Program utilized alternate school programs for these youths. Spokane followed with 20 percent involved in YSB provided programs. Overall, academic training does not seem to be a major treatment area for most YSB programs.

Treatment many occasionally come in the form of job placement. Here, a youth is given a job which will not only keep his time occupied with some productive activity, but will also provide spending money. Table 6 shows the data that was collected from

VOCATIONAL TRAINING BY YSB

Table 4

Youth Service Bureau Site	Vocational Training		No Vocational Training		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	-	-	199	100%	199
2. Everett	-	-	406	100%	406
3. King County	76	2%	4403	98%	4479
4. Olympia	-	-	349	100%	349
5. Seattle CAP	3	-	775	100%	778
6. King County YOP	-	-	333	100%	333
7. Spanaway	-	-	127	100%	127
8. Spokane	11	18%	50	82%	61
9. Tacoma	-	-	470	100%	470
<b>TOTAL</b>	<b>90</b>	<b>1%</b>	<b>7112</b>	<b>99%</b>	<b>7202</b>

ACADEMIC TRAINING BY YSB

Table 5

Youth Service Bureau Site	Academic Training		No Academic Training		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	-	-	199	100%	199
2. Everett	-	-	406	100%	406
3. King County	45	1%	4434	99%	4479
4. Olympia	1	0	348	100%	349
5. Seattle CAP	186	24%	592	76%	778
6. King County YOP	-	-	333	100%	333
7. Spanaway	-	-	127	100%	127
8. Spokane	12	20%	49	80%	61
9. Tacoma	-	-	470	100%	470
<b>TOTAL</b>	<b>244</b>	<b>3%</b>	<b>6958</b>	<b>97%</b>	<b>7202</b>

JOB PLACEMENT BY YSB

Table 6

Youth Service Bureau Site	Job Placement		No Job Placement		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	-	-	199	100%	199
2. Everett	-	-	406	100%	406
3. King County	359	8%	4120	92%	4479
4. Olympia	-	-	349	100%	349
5. Seattle CAP	280	36%	498	64%	778
6. King County YOP	-	-	333	100%	333
7. Spanaway	-	-	127	100%	127
8. Spokane	10	16%	51	84%	61
9. Tacoma	1	0	469	100%	470
TOTAL	650	9%	6552	91%	7202

the various YSBs. Ninety-one percent of the YSB offered no job placement services for the youth in their programs. A total of 650 youth or 9 percent from a possible 7,202 did receive this form of treatment.

Seattle C.A.P. had the highest percentage of youth involved in job placement with 36 percent. Spokane and King County followed with 16 percent and 8 percent respectively. The table indicates that most YSBs did not have data collected on this area of treatment. One conclusion could be that these YSBs do not currently have a job placement element in their treatment program.

Family counseling by the YSB is the focus of Table 7. Family counseling as treatment is the process of having at least the youth and one parent together in a counseling session. It is also possible to have both parents present and perhaps siblings as well. During family counseling it is possible for both the youth and parents to come to an understanding of the other's emotions and reasons for observed actions. Different behavior patterns can be set in motion during the family counseling session. Family counseling was present in 16 percent of the YSBs studied. Eighty-four percent either provided no family counseling, or no data on the treatment was available. Of the 16 percent where counseling was found, Spokane had the highest rating of 41 percent. King County followed with 25 percent of its clients being in family counseling sessions. Family counseling is one treatment program

FAMILY COUNSELING BY YSB

Table 7

Youth Service Bureau Site	Family Counseling Provided		No Family Counseling Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	1	1%	198	99%	199
2. Everett	-	-	406	100%	406
3. King County	1112	25%	3367	75%	4479
4. Olympia	7	2%	342	98%	349
5. Seattle CAP	-	-	778	100%	778
6. King County YOP	15	5%	318	95%	333
7. Spanaway	-	-	127	100%	127
8. Spokane	25	41%	36	59%	61
9. Tacoma	13	3%	457	97%	470
TOTAL	1173	16%	6029	84%	7202

which is used at least with one fifth of the youths involved in Washington State YSBs.

After treatment programs have terminated a necessary program policy should be to keep in contact with the youth, offering help as the youth tries to make it on his or her own. When this is done, youth who need brief, but critical bits of help are able to gradually withdraw from YSB or other direct service programs. Table 8 shows that 13 percent of the youth who were involved in YSB programs received some form of follow up services. The other 87 percent received no such treatment, or data was not available to interpret.

King County Y.O.P. had 80 percent of its youth involved in follow-up services. Spokane was next with 64 percent followed up. King County had 12 percent of its youth in follow-up services while Tacoma had 11 percent. It appears from this data analysis that only a few youth receive follow-up services.

The final direct treatment service of YSBs selected for analysis was Accountability/Restitution. Table 9 describes the participation in this service. This type of treatment occurs when the youth is made to pay back to the community in some way the damages done because of his or her unlawful behavior. The data available at this point in the study suggests that only 4 percent of the youth received Accountability/Restitution treatment programs. That means that 96 percent of the youth either did not receive such services, or data regarding such services was not available.

FOLLOW-UP BY YSB

Table 8

Youth Service Bureau Site	Follow- up Provided		Follow- up Not Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	18	9%	181	91%	199
2. Everett	-	-	406	100%	406
3. King County	557	12%	3922	88%	4479
4. Olympia	-	-	349	100%	349
5. Seattle CAP	-	-	778	100%	778
6. King County YOP	267	80%	66	20%	333
7. Spanaway	-	-	127	100%	127
8. Spokane	39	64%	22	36%	61
9. Tacoma	53	11%	417	89%	470
TOTAL	934	13%	6268	87%	7202

ACCOUNTABILITY/RESTITUTION BY YSB

Table 9

Youth Service Bureau Site	Accountability/ Restitution Provided		Accountability/ Restitution Not Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	-	-	199	100%	199
2. Everett	-	-	406	100%	406
3. King County	206	5%	4273	95%	4479
4. Olympia	-	-	349	100%	349
5. Seattle CAP	63	8%	715	92%	778
6. King County YOP	-	-	333	100%	333
7. Spokane	1	2%	60	98%	61
8. Tacoma	-	-	470	100%	470
<b>TOTAL</b>	<b>270</b>	<b>4%</b>	<b>6805</b>	<b>96%</b>	<b>7075</b>

The percentages of those individual YSBs who used Accountability/Restitution programs are small. Seattle C.A.P. reports an 8 percent treatment rate in a restitution program, while King County follows with 5 percent and Spokane with 2 percent. Apparently Accountability/Restitution treatment programs were not utilized a great deal in these YSBs.

Referral sources can be a treatment resource as well as the Youth Service Bureau itself. In fact, the early mandate for YSBs was that they primarily perform a service brokerage role and refer the youths to existing agencies. YSBs which use the treatments provided by referral sources are encouraging community involvement in juvenile delinquency prevention and rehabilitation. The possible services which were analyzed in this portion of the evaluation are:

1. Counseling from Referral Source
2. Family Counseling from Referral Source
3. Tutor Services from Referral Source
4. Job Training from Referral Source
5. Job Placement from Referral Source
6. Shelter Help from Referral Source

Table 10 indicates that 8 percent of the youth involved in services rendered by YSBs received counseling services from referral sources. Ninety-two percent of the youth either did not receive counseling services from the referral source, or data of this nature was lacking.

COUNSELING FROM REFERRAL SOURCE

Table 10

Youth Service Bureau Site	Counseling Provided		Counseling Not Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	110	55%	89	45%	199
2. Everett	136	33%	270	67%	406
3. King County	159	4%	4320	96%	4479
4. Olympia	8	2%	341	98%	349
5. Seattle CAP	-	-	778	100%	778
6. King County YOP	90	27%	243	73%	333
7. Spokane	12	20%	49	80%	61
8. Tacoma	60	13%	410	87%	470
TOTAL	575	8%	6500	92%	7075

Bremerton made good use of the referral counseling service by sending 55 percent of their clients to such counseling. Thirty-three percent of Everett's youth received counseling from referral sources and 27 percent of King County Y.O.P. youth received counseling from referral sources. Twenty percent of the Spokane youth received counseling of this nature. Overall, the 8 percent rate of counseling provided by referral sources added with the 33 percent which the YSB itself furnished indicates that over 40 percent of the youths received counseling.

Referral sources were also available to provide family counseling. Seven percent of 7,075 clients used family counseling from their referral sources. Ninety-three percent of the youths on whom data was collected received no family counseling from their referral source, or no data in this area was available. Three youth service bureaus particularly used family counseling services from referral agencies. These were Bremerton, with 38 percent of the youth attending referral sources for family counseling, King County Y.O.P. with 29 percent and Everett with 28 percent. With the 7 percent of the youths involved in family counseling provided by referral sources combined with the 16 percent of the youth who received this service directly from the YSB, a total of 23 percent received family counseling.

Tutoring services can aid a youth by providing intensive help in difficult academic areas. Learning which accrues from this intervention might help the youth become more successful in school.

FAMILY COUNSELING FROM REFERRAL SOURCE

Table 11

Youth Service Bureau Site	Family Counseling Provided		Family Counseling Not Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	75	38%	124	62%	199
2. Everett	112	28%	294	72%	406
3. King County	148	3%	4331	97%	4479
4. Olympia	1	0	348	100%	349
5. Seattle CAP	-	-	778	100%	778
6. King County YOP	95	29%	238	71%	333
7. Spokane	5	8%	56	92%	61
8. Tacoma	25	5%	445	95%	470
<b>TOTAL</b>	<b>461</b>	<b>7%</b>	<b>6614</b>	<b>93%</b>	<b>7075</b>

Some Referral Sources provide tutor services to YSBs. Table 12 indicates that only 1 percent of the youth ever receive tutoring services. The 2 YSBs who use this service most extensively are Bremerton and Spokane. Nineteen percent of the clients from Bremerton receive tutoring services from referral sources, while 8 percent of the Spokane youth obtain such help.

In this analysis, Referral Sources provided only 1 percent of the 7,075 youth with job training. Spokane's referral sources provided 11 percent of its youth with job training while the next highest percentage was Everett with 7 percent. It appears that referral sources provide job training resources for some of the Youth Service Bureaus.

Referral sources also provide job placement services. Overall, they helped 2 percent of the youth find jobs. The greatest percentage of the youth were from Spokane which had 16 percent of its youth assisted with job placement, while Bremerton followed with 10 percent.

Table 15 shows the Youth Service Bureaus which were able to use Referral Sources for help with temporary shelter care for some youths. A total of 7 percent of the youths used shelter help provided by the referral source. Fifty-nine percent of the youth from Everett received shelter help from referral sources. Bremerton followed with 52 percent and Spokane had 10 percent. Olympia and Seattle C.A.P. either had missing data on this issue, or had none of their clients using this form of shelter help.

TUTOR SERVICES FROM REFERRAL SOURCE

Table 12

Youth Service Bureau Site	Tutor Services Provided		Tutor Services Not Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	38	19%	161	81%	199
2. Everett	14	3%	392	97%	406
3. King County	31	1%	4448	99%	4479
4. Olympia	1	0	348	100%	349
5. Seattle CAP	-	-	778	100%	778
6. King County YOP	1	0	332	100%	333
7. Spokane	5	8%	56	92%	61
8. Tacoma	12	3%	458	97%	470
TOTAL	102	1%	6973	99%	7075

JOB TRAINING FROM REFERRAL SOURCE

Table 13

Youth Service Bureau Site	Job Training Provided		Job Training Not Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	6	3%	193	97%	199
2. Everett	27	7%	379	93%	406
3. King County	28	1%	4451	99%	4479
4. Olympia	-	-	349	100%	349
5. Seattle CAP	-	-	778	100%	778
6. King County YOP	-	-	333	100%	333
7. Spokane	7	11%	54	89%	61
8. Tacoma	10	2%	460	98%	470
TOTAL	78	1%	6997	99%	7075

JOB PLACEMENT FROM REFERRAL SOURCE

Table 14

Youth Service Bureau Site	Job Placement Provided		Job Placement Not Provided or Missing Data		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	19	10%	180	90%	199
2. Everett	1	0	405	100%	406
3. King County	133	3%	4346	97%	4479
4. Olympia	-	-	349	100%	349
5. Seattle, CAP	-	-	778	100%	778
6. King County YOP	-	-	333	100%	333
7. Spokane	10	16%	51	84%	61
8. Tacoma	7	1%	463	99%	470
TOTALS	170	2%	6905	98%	7075

SHELTER HELP FROM REFERRAL SOURCE

Table 15

Youth Service Bureau Site	Shelter Help Provided		Shelter Help Not Provided		Total Number
	Number	Percent	Number	Percent	
1. Bremerton	103	52%	96	48%	199
2. Everett	241	59%	165	41%	406
3. King County	117	3%	4362	97%	4479
4. Olympia	-	-	349	100%	349
5. Seattle CAP	-	-	778	100%	778
6. King County YOP	3	1%	330	99%	333
7. Spokane	6	10%	55	90%	61
8. Tacoma	20	4%	450	96%	470
TOTALS	490	7%	6585	93%	7075

Counseling and family counseling were by far the most frequently used treatment service for the youth involved in Washington's YSBs. Sixty-four percent of the total number of youth received some form of counseling treatment. Follow-up services were the next most frequent treatment with 13 percent of all youth receiving this service. Job Placement services followed with 11 percent, followed by Shelter help at 7 percent, Accountability/Restitution at 4 percent, Academic Training at 3 percent, Vocational Training at 2 percent and Tutor Services at 1 percent.

The next Table, Table 16, dealt with the length of time each youth received YSB treatment services. The first column included the number of youth who either received no services, or on whom no data was present in the YSB file systems. It was found that 71 percent of the youth fell into this category. Of the remaining 29 percent, 464 youth or 18 percent of the total, received services for one to six months duration. Youth who continued in YSB programs for seven to twelve months in duration numbered 123 or 5 percent. Five percent was the rate of youth who received treatment from 13 to 18 months and the percentage of youth involved in YSB programs for 19 or more months was only 2 percent.

It appears that most youth in this collection of data experienced treatment for one to six months. Seattle CAP, with 47 percent, and Spokane, with 34 percent, are responsible for the largest percentage of youth receiving treatment for this time period. Seattle CAP had the most youth in treatment services

LENGTH OF SERVICE

Table 16

Youth Service Bureau Site	0 or Missing Data		1-6 Months		7-12 Months		13-18 Months		19+ Months		Total Number
	Num	%	Num	%	Num	%	Num	%	Num	%	
1. Bremerton	159	80%	5	3%	14	7%	16	8%	5	3%	199
2. Everett	406	100%	-	-	-	-	-	-	-	-	406
3. Olympia	319	91%	29	8%	1	.3%	-	-	-	-	349
4. Seattle CAP	281	36%	364	47%	81	10%	36	5%	16	2%	778
5. King County YOP	246	74%	24	7%	10	3%	25	8%	28	8%	333
6. Spokane	31	51%	21	34%	3	5%	5	8%	1	2%	61
7. Tacoma	389	83%	21	4%	14	3%	36	8%	10	2%	470
<b>TOTAL</b>	<b>1831</b>	<b>71%</b>	<b>464</b>	<b>18%</b>	<b>123</b>	<b>5%</b>	<b>118</b>	<b>5%</b>	<b>60</b>	<b>2%</b>	<b>2596</b>

which lasted from seven to twelve months long, with 10 percent. The other YSBs degree of youth involvement in this time period was 7 percent or below. Most of the YSB's with data available had 8 percent of the youth receiving services from 13 to 18 months long.

The primary information obtained from Table 16 is that nearly three fourths of the YSB's did not know the length of time their youth had received services. Before a true picture of the length of service can be made, more information must be collected and analyzed.

#### D. Results of the Youth Service Bureaus

One way of evaluating the effectiveness of a treatment program is to measure the number of youths who break the law again after completing their program. Table 17 presents the numbers and percentages of recidivism incidents which occurred after youths received treatment. According to the data gathered in this phase of the project, eight percent of the total number of youths recidivated and 43% did not have a recidivism incident. There was missing data on 49 percent of the youths. The available data indicates that whatever treatment which occurred for nearly half of the youth, was effective in deterring the youth from further law breaking.

Bremerton had the highest recidivism rate with 42 percent of its' youth coming back into the system after treatment. King County YOP and Everett had recidivism rates of 14% and 12% respectively.

RECIDIVISM INCIDENTS

Table 17

Youth Service Bureau Site	There was a Recidivism Incident		There was not a Recidivism Incident		Missing Data		Total Number
	Number	Percent	Number	Percent	Number	Percent	
1. Bremerton	83	42%	34	17%	82	41%	199
2. Everett	49	12%	222	55%	135	33	406
3. King County	290	6%	2221	50%	1968	44%	4479
4. Olympia	-	-	-	-	349	100%	349
5. Seattle CAP	45	6%	265	34%	468	60%	778
6. King County YOP	46	14%	287	86%	-	-	333
7. Spokane	-	-	-	-	61	100%	61
8. Tacoma	34	7%	-	-	436	93%	470
TOTAL	547	8%	3029	43%	3499	49%	7075

There was 49 percent missing data on the youth's recidivism rates. Such a large amount of missing data makes it difficult to form any true impression of the actual rate of recidivism for the Washington State Youth Service Bureaus.

The number of Recidivism incidents is presented in Table 18. Each Youth Service Bureau's existing data was examined to determine the number of recidivism incidents for the youths after they completed their programs. Missing data was also identified. It was found that for 83% of the youth, either no data was available or the youth had no recidivism incidents. Eight percent of the youth recidivated one time after treatment while four percent recidivated twice. Two percent had three recidivism incidents and three percent had four or more recidivism incidents. The table indicates that the number of recidivism incidents steadily declined with most of the youths having only one incident.

King County had the highest recidivism rate for one recidivism incident with 20%. Bremerton followed with 14% and Seattle CAP and Everett had a 9% and 8% recidivism rate respectively. The recidivism rates for the two recidivism incidents were lower with King County once again leading with 13% followed again by Bremerton with 9%, Seattle CAP, 5%, and Everett with 3%. The rate for three recidivism incidents was lower with the highest rate being 8% from Bremerton. The Youth Service Bureau with the highest recidivism rate for 4 or more incidents was also Bremerton with 11 percent.

According to the data gathered in part one of this data analysis, then, only 17 percent of the youth, on whom data was available recidivated.

NUMBER OF RECIDIVISM INCIDENTS

Table 18

Youth Service Bureau Site	0 or Missing Data		1 Incidents		2 Incidents		3 Incidents		4 or More Incidents		Total Number
	Num	%	Num	%	Num	%	Num	%	Num	%	
1. Bremerton	116	58%	28	14%	18	9%	16	8%	21	11%	199
2. Everett	357	88%	34	8%	10	3%	4	1%	1	0	406
3. King County	266	52%	104	20%	66	13%	29	6%	41	8%	506
4. Olympia	349	100%	-	-	-	-	-	-	-	-	349
5. Seattle CAP	615	79%	72	9%	39	5%	14	2%	38	5%	778
6. King County YOP	333	100%	-	-	-	-	-	-	-	-	333
7. Spokane	61	100%	-	-	-	-	-	-	-	-	61
8. Tacoma	470	100%	-	-	-	-	-	-	-	-	470
TOTAL	2567	83%	238	8%	133	4%	63	2%	101	3%	3102

Six month recidivism rates were calculated in Table 19. Six months after YSB treatment was concluded only nine percent of the youth on whom data was available had any contact with the law. Forty-two percent of the total youth did not have law enforcement contact and on 48 percent of the youth no data was available. According to the available statistics, King County had the highest level of six month recidivism with 27 percent of its youth having some form of contact with the law during that time. Bremerton followed with 24 percent. King County YOP had the lowest 6 month recidivism rate with eight percent.

For youth who had no contact with the law within the six month period, King County YOP had a high 92 percent followed by King County and Seattle CAP both with 73%. Bremerton showed that 35% of its youth had no further contact with the law. Those youth service bureaus which had 100% missing data regarding recidivism were Everett, Olympia, Spokane and Tacoma. It appears from the available data that nearly half, 42%, of the youth on whom recidivism data was available, were indeed rehabilitated and at least, had no contact with the law during their first six months after treatment.

A more extensive look at recidivism rates were examined in Table 20. Twelve months after YSB treatment had terminated it was found that 13% of the total 3,102 youth had some contact with law enforcement officials. Seven hundred and thirty-eight youth or 24 percent had no further contact and a high 63 percent had no data available. Data was therefore only available on thirty-seven percent of the total number of youth.

SIX MONTH RECIDIVISM INCIDENTS

Table 19

Youth Service Bureau Site	Youth Had Law Enforcement Contact		Youth Did Not Have Law Enforcement Contact		Missing Data		Total Number
	Number	Percent	Number	Percent	Number	Percent	
1. Bremerton	48	24%	69	35%	82	41%	199
2. Everett	-	-	-	-	406	100%	406
3. King County	138	27%	368	73%	-	-	506
4. Olympia	-	-	-	-	349	100%	349
5. Seattle CAP	80	10%	567	73%	131	17%	778
6. King County YOP	26	8%	307	92%	-	-	333
7. Spokane	-	-	-	-	61	100%	61
8. Tacoma	-	-	-	-	470	100%	470
<b>TOTAL</b>	<b>292</b>	<b>9%</b>	<b>1311</b>	<b>42%</b>	<b>1499</b>	<b>48%</b>	<b>3102</b>

TWELVE MONTH RECIDIVISM INCIDENTS

Table 20

Youth Service Bureau Site	Youth Had Law Enforcement Contact		Youth Had No Law Enforcement Contact		Missing Data		Total Number
	Number	Percent	Number	Percent	Number	Percent	
1. Bremerton	65	33%	52	26%	82	41%	199
2. Everett	-	-	-	-	406	100%	406
3. King County	207	41%	299	59%	-	-	506
4. Olympia	-	-	-	-	349	100%	349
5. Seattle CAP	95	12%	388	50%	295	38%	778
6. King County YOP	35	11%	298	89%	-	-	333
7. Spokane	-	-	-	-	61	100%	61
8. Tacoma	-	-	-	-	470	100%	470
<b>TOTAL</b>	<b>402</b>	<b>13%</b>	<b>738</b>	<b>24%</b>	<b>1962</b>	<b>63%</b>	<b>3102</b>

Once again King County YSB showed the highest rate of twelve month recidivism with 41 percent. Bremerton was close behind with 33 percent of its youth having police contact within twelve months after leaving YSB services. The youth service bureau which had the highest rate of non-contact with law enforcement officials was King County YOP with 89 percent. Once again it is important to remember that 1,962 youth, or 63 % of the total, had no data available on which to determine recidivism rates. There is additional missing data not even reported when one considers that offense data has only been presented for 506 of the 9400 King County youth. Those percentages given above are therefore of little value because of the low numbers of youth on whom recidivism data was available.

## E. Conclusions

The purpose of this phase of the study was to examine the existing data which the Washington State Youth Service Bureau had collected on the youths and their services. When the data was available it was possible through data transformation and APL computer programming to make the data compatible with similar information from other YSBs. The twenty tables presented in the first part of the final report document how this process was successfully achieved. However, the twenty tables also document the considerable extent of missing data that was not available for collection or analysis. For important data such as the extent of recidivism after six months follow-up, there was, at least, 48% missing data.

The large extent of missing data led to the decision in Phase Two of this study to collect basic program and youth data on the selected YSBs as well as the more intensive evaluation data. In fact, the lack of existing data put the priorities of the study upon that part of the project described in Report Two. Before proceeding to that data, what do we know about the Youth Service Bureaus in Washington State based upon the data presented in Report One's twenty tables and the data which was analyzed in Phase One? The following questions and answers summarize the evaluation data from the first part of this study.

MAJOR FACTS ABOUT WASHINGTON STATE'S  
YOUTH SERVICE BUREAUS

1. How many Youth Service Bureaus are there in Washington State?

Twenty-five unique sites within eleven organizations.

2. Where are they?

Primarily around the Puget Sound including Everett, Seattle, King County, Tacoma, and Olympia, and also across the state in Spokane.

3. When were they started?

Primarily in 1973 and 1974. Several as late as 1976.

4. How many youths have been served?

From 1973 - 1976 there were 81,871 youths served.  
In 1976, there were 25,831 served.

5. How much money was spent on the youths through the YSBs?

For the 81,871 youths, from 1973 - 1976, \$6,667,654 was spent. For the 25,831 in 1976, \$2,426,636 was spent.

6. What then was the cost per youth who received services?

For 1973 - 1976 youths the cost was \$81.44 per youth.  
For 1976 youths the cost was \$93.94 per youth.

7. What were the youth like who were served by YSBs?

- a. How old were they?

Between 5 - 20 years. But the average was approximately 15 years.

- b. Were they mainly boys or girls?

They were 76% male and 33 % female served in the YSBs.

- c. Which race were the youths?  
91% White, 4% Black, 2% Asian and 3% Other.
- d. Why did the youths need YSB services?  
Almost half of the youths were referred for legal problems. Another half had personal and family problems.
- e. What was the primary referral source to the YSB?  
The primary referral sources were criminal justice agencies, either the police, sheriff or Juvenile Court.
- f. What kind of families did the youths come from?  
About half the youths came from intact families where their mother and father were still together. However, the other half of the youths came from broken or otherwise non-intact families.
- g. Were the youths still attending school when they were referred to the YSB?  
Yes, the majority of the youths were still in school. There were some though who had dropped out or who were attending a YSB alternative school.
8. Did the YSBs primarily refer to other agencies or did they provide direct services themselves?  
They provided services themselves. However, many of the YSBs made extensive use of community volunteers to help deliver services.
9. What were the primary services delivered by the YSBs?  
Counseling was the major service, including individual, group and family counseling. The Washington State YSBs were also unique in their utilization of restitution programs for the legal offenders.
10. What other services were provided by the YSBs?  
Job training, academic training, job placement, and follow-up services.

11. What type of services did the YSB refer youths to?

Counseling, family counseling, tutor services, job training, job placement, and shelter help.

12. How long did the youths receive services from the YSB?

The time varied from one month to over 19 months. The average amount of time for most youths was between 1 - 6 months.

13. How effective were the Youth Service Bureaus in reducing juvenile crime?

The YSBs varied in effectiveness. Reoffending ranged from as low as 11 % to as high as 41%. Therefore, there was nothing special about the YSB itself which reduced delinquency. The programs which had the youth complete a restitution assignment appeared to have lower recidivism rates than the other programs.

The above findings provide an overview of the main facts which were learned by evaluating the existing data provided by the YSB programs themselves. The weakest area on which there was the least data was in regard to how effective the YSBs were. The last conclusion presented above is based more upon the data collected in Phase Two of the study than the data collected in Phase One. The next section will discuss the results of the data collected in Phase Two more extensively.

## R E P O R T   T W O

### EVALUATION OF THE SELECTED YOUTH SERVICE BUREAUS IN WASHINGTON STATE

#### A. Introduction and Evaluation Goals

The previous section discussed the results of attempting to utilize existing data to evaluate Washington State's youth service bureaus. The major problems of missing data and a lack of detailed information concerning the youths and their programs were revealed. To compensate for these deficiencies, a portion of the project was designed to collect extensive evaluation data on six selected youth service bureaus.

A series of questions were formulated around the following major areas to evaluate the selected YSBs:

1. What were the goals of the Youth Service Bureaus?
2. How were the programs and organizations managed?
3. What were the relationships of the Youth Service Bureaus and their communities?
4. What were the youths like who received services from YSBs?
5. What were the programs and services which the youths received?
6. How effective were the Youth Service Bureaus in reducing subsequent arrests of the youths?

7. What factors in the YSBs appeared to contribute most to a reduction in juvenile delinquent behavior?

Data on each of the above issues would assist in the goal of understanding what this social service called youth service bureau was and what its impact appeared to be. Phase I of the Washington YSB Study revealed that the state had a wide diversity of approaches to providing a youth service bureau program. It was important to answer the question whether this variety of approaches is due to variations of the same goals or to the existence of different goals for each singular YSB. Following this first question is another issue which asks to what extent do the programs and services appear to be logically linked to the goals. The emergence of these questions determined the examination of the goals of each YSB program studied.

The questions concerning the management of the youth service bureaus emerged because it appeared that the programs with low recidivism results had better leadership and management. It was, therefore, decided that the important management variables in each program should be documented. Management in criminal justice programs as a whole is a neglected area of study and this portion of the Phase II YSB study would represent a step in the right direction.

A rationale for the development of youth service bureaus was centered around the concept of successful community involvement in solving their own juvenile delinquent problems. Therefore, the evaluation question concerning the relationships of the YSBs to their

communities was addressed to determine this degree of community involvement.

The questions related to describing the youths served by the YSBs are important for a number of reasons. Whether the youths are primarily first-time offenders, multi-offenders or non-offenders addresses the issue of whether the programs are diversion, rehabilitation, or prevention oriented. The data gathered concerning the youth referred to the YSBs represents a summary of needs assessment data on the youth. Such needs assessment information is usually the most important ingredient in program development and planning. Data is likewise needed on the programs and services provided in order to know what is specifically done with the youths. It is also of worth knowing to what extent the services are related to the diagnosed problems of youth.

The sixth area of questions related to effectiveness are concerned with how worthwhile or beneficial is this intervention called youth service bureau. For the public and its elected officials the degree of effectiveness is important when funding decisions are being determined. A related issue is concerned with whether some approaches are more effective than others. The final question of this part of the study addresses identifying the factors or variables of effectiveness. The discovery of the ingredients of effectiveness can be utilized in developing more relevant program standards for juvenile delinquency intervention strategies. This last area of concern holds the most

promise for favorably influencing future groups of youths who create legal problems.

It was the goal of this portion of the evaluation project to collect and analyze data on each of the above seven major issues. The procedures and methods used to gather and examine the relevant facts will be described in the next section.

## B. Methods

This phase of the study began with an inspection of the phase I data to determine which youth service bureaus appeared to have the best recidivism data results. It was tentatively decided that from four to six different youth service bureaus would be selected based upon the degree to which recidivism data was favorable. This method allowed the study to focus upon the best youth service bureaus. The advantage of this approach is that the program management, and organizational variables related to favorable recidivism data would be discovered. The disadvantage would be that in some ways the study's results would not be generalizable to the other YSB programs in Washington State.

Using the reports collected in phase I, seven programs were chosen for on-site visits to collect further information for the final selection. Appointments were made with the directors of those programs for an on-site visit. In addition to gathering data on the programs, the purpose of the interviews was also to gain the cooperation of the agency with regard to participation

in the project. In order to provide geographic and ethnic balance to the study as well as to examine what were thought to be a cross section of some of the better programs, the following six sites were selected for this phase of the project:

1. Olympia
2. Bremerton
3. Bellevue Y.E.S.
4. Mercer Island
5. Mt. Baker--Seattle
6. Youthful Offender Program--  
King County Sheriff's Office

It was later discovered that the Bellevue Y.E.S. program included one of the King County Conference Committee programs, which in many respects represents a distinct program. Therefore, for most of the data analysis, results concerning seven programs are presented with Bellevue Conference Committee included.

The data collected in the first series of on-site visits was grouped and analyzed. The evaluation design and questions were then formulated for the remainder of the study. It was decided that intensive data would be collected on an entire group of youths completing the YSB program at that site as of April, 1977. Information would also be collected on the staff, the leadership, the organization and the programs that were in effect for those youths. This information would then be compared to six month arrest data that would be collected for each youth.

The on-site data was collected through interviews with the

YSB program director and staff, through observations of the program in operation and through an extensive examination of the youth's case folder. Counseling skill data was collected on each program delivery staff member primarily utilizing audio tapes. All data was then rated, coded and placed on appropriate coding sheets for keypunching between this second data collection point and the six month follow-up date. To collect the six-month post program offense data as well as an accurate record of prior program and during program offenses, data confidentiality agreements were initiated with nine different agencies, primarily law enforcement agencies.

Not only was the law enforcement record checked for the jurisdiction where each youth lived, but records in departments contiguous to the youth's community were examined. Therefore, the offense data is viewed as an extremely accurate representation of the youths' delinquent behavior. However, it was discovered for the Youthful Offender Program which covers King County, that there could potentially exist offense data on its youth in any one of the eight to ten small departments which were not checked. For those youths, therefore, the offense data may represent an underestimation of actual illegal behavior.

All offense data was then summarized, coded and added to the background on program data for each youth. The coded information was then keypunched and verified for keypunching accuracy. The Statistical Package for the Social Sciences, SPSS, computer program called Frequencies was run several times to check the

accuracy of the coded data. The coded data itself was checked against the raw data for completeness and correctness. The youth service bureaus were contacted to check or provide any major pieces of incomplete or missing data. The Frequencies program was run a final time to check all updates, corrections, and data additions. The data was analyzed using other programs from the SPSS program library utilizing a CDC-6600 computer. The next section of this report will focus on the evaluation data collected regarding the youth service bureau organization and management.

#### C. Background Data on the Selected Youth Service Bureaus

This segment of the report will discuss three major aspects of each youth service bureau: their goals, their management, and their relationships to their communities. The first area to be covered will be the goals of the selected YSBs.

##### 1. Youth Service Bureau Goals.

Each YSB director was interviewed regarding what the specific problems were in their community for which the YSB was designed to handle. The purpose of this question was to find out what the historical roots were for each program and the initial reason the YSB was started. The reasons for the initiation of each YSB are listed in Table 1. Except for the fact that Bellevue Y.E.S. and Olympia were both begun because of drug problems, each of the other programs had unique motives for coming into being. A common ingredient in Olympia, Bellevue Y.E.S., Mercer Island and

SUMMARY OF THE REASONS  
WHY EACH YSB WAS STARTED

Table 1

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Youth Service Bureau Site	Reasons
1. Olympia	There was a community awareness re- garding drugs and a solution was needed.
2. Bremerton	The juvenile court wanted more intensive diagnosis before dispo- sition.
3. Bellevue Y.E.S.	Drug abuse was a major problem and the community wanted a solution.
4. Mercer Island	a. Lack of temporary shelter. b. Lack of youth employment opportunities. c. Dissatisfaction with the juvenile court.
5. Mt. Baker	The upper middle class wanted to defend itself against lower class juvenile crime.
6. Youthful Offender Program	a. The King County Department of Public Safety was doing nothing for juveniles. b. The Department of Public Safety wanted a social service component in law enforcement.

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Mt. Baker's reasons for needing a YSB were community problems. This contrasted with Bremerton and the Youthful Offender Program where it was a need by an existing organization which caused the programs to come into being.

To understand the activities of the YSBs it was first necessary of document the present stated goals. The following is a list of each sites goals. It should be noted that the goal of the Union Street Center in Olympia is to provide diversion services for juveniles as an alternative to entrance into the criminal justice system. The goal of the Community Resources Consolidated program in Bremerton is to be "a community-based diagnostic and treatment planning agency concerned with the most troubled and delinquent youth of Kitsap County". The goals of the Bellevue Y.E.S. programs are to prevent juvenile delinquency by providing positive relationships in a comfortable atmosphere and by working with families and youth to divert police referred youth from the juvenile justice system.

The Bellevue Conference Committee which is a separate program within the Bellevue Y.E.S. has as its stated goals "to help the child and his family find a solution to their problems and remedy minor delinquencies before they become serious enough to require official intervention by the Juvenile Court." The goals of Mercer Island Youth Services are to provide and coordinate resources for Mercer Island Youth and their parents and to facilitate personal and social adjustment. The specific goal for youth referred for legal problems is to provide an alternative resource to the juvenile court.

The stated goal of the Mt. Baker Youth Service Bureau, which

serves minority youth living in or near the Mt. Baker community of Seattle, is "to divert youth out of the Juvenile Justice System into the community and at the same time to hold youth accountable for their criminal behavior." The goal for the final YSB, the Youthful Offender Program, "is to provide a diversion program for first-offender juveniles who would normally be referred to the King County Juvenile Court".

As can be seen the primary goal of six of the seven above programs is in some way concerned with diverting first-time juvenile offenders out of the criminal justice system. Only the Bremerton program deviates greatly from the policy of working primarily with first offenders and handles the most serious offenders. The Olympia, Bellevue Y.E.S., and Mercer Island programs help other groups of youth with problems in addition to legal referrals.

In addition to obtaining stated goals on each program, each YSB director and one of his/her staff members were asked what he/she thought made a difference in reducing a youth's subsequent unlawful behavior. The answers of each director give an indication of their philosophy of how best to work with juvenile delinquent youth. Table 2 presents the responses of the directors. The dominant two themes are to develop a positive relationship with the youths and hold them accountable for their behavior.

SUMMARY OF THE YSB DIRECTOR'S VIEWS  
OF WHAT WORKS TO REDUCE JUVENILE DELINQUENCY

Table 2

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Youth Service  
Bureau Site

Effectiveness Factors

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- |                              |   |
|------------------------------|---|
| 1. Olympia                   | a. Develop youth's skills.<br>b. Teach them an awareness of their own importance.<br>c. Engage in relationship building.                      |
| 2. Bremerton                 | a. Consistency by all agencies and the family in how they deal with the youth.<br>b. Provide negative consequences for continued misbehavior. |
| 3. Bellevue Y.E.S.           | The use of volunteers.  |
| 4. Mercer Island             | a. Work with parents.<br>b. Be firm and straight with the youths.<br>c. The personality of the worker.  |
| 5. Mt. Baker                 | a. Helping youth earn money and get a job.<br>b. Give them something and then threaten to take it away.<br>c. Accountability.                 |
| 6. Youthful Offender Program | Become an important adult with kids.  |
-

The summary of the thoughts of the YSB staff member selected from each site are presented in Table 3. In general the ideas of the staff member correspond with the statements of their director reported in the preceding table. However, their comments were less abstract and more concrete about how the youth could be held accountable or how appropriate relationships could be established with the youth. Considering that the staff, more than their directors, are involved in program delivery every day, their ideas would be more concrete and operational.

This first group of findings about the youth service bureaus has been concerned with their goals. As succeeding sections of the report are presented it will be interesting to see to what extent the programs were consistent with the goals articulated above. The next area to be examined will be the analysis of the data collected relative to the management of the YSBs.

## 2. Youth Service Bureau Program Management.

Data was collected regarding five major areas of management: staff selection, staff training, staff communication, employee assessment, and employee motivation. The first area of staff selection involved determining to what extent each program utilized some form of systematic process such as testing or screening with various rating scales. Systematic staff selection increases the probability that a new employee will be able to adequately fill the position for which he is being hired. Two programs reported having no such procedures: Olympia and Bellevue Y.E.S. The Mercer Island YSB utilizes the staff selection procedures which

SUMMARY OF YSB STAFF VIEWS  
OF WHAT WORKS TO REDUCE JUVENILE DELINQUENCY

Table 3

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Youth Service Bureau Site	Effectiveness Factors
1. Olympia	a. Self-counseling b. Para-professional involvement
2. Bremerton	a. Human relationship b. Caring and love
3. Bellevue Y.E.S.	a. Having a wide range of helping professionals to refer to b. Good initial assessment c. Know referral sources d. Cognitive and affective values included in linking youth up with the right counselor
4. Mercer Island	a. Quick link-up time after offense b. Make sure parents understand program c. Get youth to admit offense d. Help youth learn there are con- sequences e. Help parents understand child has to take responsibility f. Parents may need help dealing with legal problems of their child
5. Mt. Baker	a. Be real b. Do not be afraid to confront what they expect c. Combination of being held account- able, followed by a job, puts the youth in a whole new frame- work
6. Youthful Offender Program	a. Determining whether there is structure, limits, communication in the family

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are part of the Mercer Island city government hiring process. The Youthful Offender Program utilized regular law enforcement security screening procedures, as it is a part of the King County Sheriff's Department. The Bremerton and Mt. Baker YSBs both used rating scales of potential employees which addressed factors such as ability to work with youths and other adults. Four of the six programs, therefore, receive credit for having systematic staff selection programs.

Each director was interviewed regarding the extent of staff training which occurred in the preceding six months. Data regarding staff training was collected because of its importance in providing employees with skills they need to improve job performance. Table 4 reviews the responses of the YSB directors in answer to the question, "What kind of staff training have your staff received in the last six months?" None of the programs reported any extensive or on-going formalized staff training program utilizing specific training curricula. However, each program allowed staff to attend outside workshops. Two programs, Mercer Island and the Youthful Offender Program, utilized regular consultation with a psychiatrist for staff training. Two other programs, Bremerton and Mt. Baker Youth Service Bureau relied on staff meetings and various work experiences to generate behavior and attitude change in staff. Each program therefore, did have some type of staff training component.

Since staff meetings are utilized by two of the above bureaus for training purposes it will now be useful to look at that area

STAFF TRAINING REPORTED FOR  
EACH YSB IN THE PAST 6 MONTHS

Table 4

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Youth Service Bureau Site	YSB Director's Response Regarding Staff Training
1. Olympia	a. Two staff attended 30 hours, <u>New Careers Training</u> including <ol style="list-style-type: none"><li>1. Communication skill</li><li>2. Problem solving skill</li><li>3. Group process skills</li><li>4. Career planning skills</li></ol> b. One staff attended Health system workshop, one day.
2. Bremerton	a. Inhouse supervision and cross-training of staff in other job functions. b. Child abuse conference. c. Medication class. d. "I'm not into training. I've had bad experiences". The training is usually irrelevant.
3. Bellevue	a. Training policy--Train volunteers and then have the staff come with the volunteers. b. Sexuality workshop. c. Passages. d. National drug workshop.
4. Mercer Island	a. Psychiatrist once a week. Works on case consultations, new programs and staff/group dynamics. b. Transactional Analysis training. c. Interagency orientation. d. Individualize training plan. e. Outside workshops. f. The staff member attending training alone, returns and shares his or her workshop notes.

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Table 4, continued

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Youth Service  
Bureau Site

YSB Director's Response  
Regarding Staff Training

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5. Mt. Baker
- a. Since there is no money for staff training, we use staff meetings for training.
  - b. City training.
  - c. Individual training.
  - d. Renewal time is important and sometimes a training session serves this function.
  - e. Kids train the staff, lessons of life.
6. Youthful Offender Program
- a. Psychiatrist consultation/ 1 per month.
  - b. Individual workshops attended by staff.

of program management. In addition to potential training functions, staff meetings provide a major vehical for staff communication. The YSB director and the selected program staff member were interviewed regarding the frequency and content of staff meetings. The summary of staff meeting frequency in Table 5 shows that there is a range of from three meetings a week at Bellevue Y.E.S. to a meeting every two weeks in the Youthful Offender Program. Olympia and Bremerton have staff meetings once a week, while Mt. Baker and Mercer Island have two meetings a week. Table 6 reports the major content of the meetings for each site. As can be observed, each YSB spends some amount of staff meeting time focusing on their cases, the youth, in addition to general information and reporting. The Mt. Baker staff meetings are unique in that some attention is placed upon the emotional needs and issues of the staff as well as the more professional issues. Overall the findings are favorable with regard to formalized mechanisms in each of the bureaus for staff communication.

The next management area to be assessed was employee evaluation. The major concern in employee assessment is the degree to which objective and written evaluation criteria are utilized to evaluate staff performance. Mt. Baker, Mercer Island, Bremerton and the Youthful Offender Program all had written rating scales and assessment procedures which were utilized in their staff evaluations. The other two programs utilized less structured

FREQUENCY OF YSB STAFF

MEETINGS

Table 5

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Youth Service Bureau Site	Frequency of Regular Staff Meetings
1. Olympia	Once a week.
2. Bremerton	Once a week.
3. Bellevue Y.E.S.	a. All staff once a week. b. Directors once a week. c. Staff lunch together once a week.
4. Mercer Island	a. Business staff meeting once a week. b. Clinical staff meeting once a week.
5. Mt. Baker	a. All staff once a week. b. Department heads, once a week.
6. Youthful Offender Program	Once every two weeks.

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Y.S.B. STAFF MEETING

CONTENT

Table 6

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Youth Service  
Bureau Site

Staff Meeting Content

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1. Olympia
    - a. Any problems with clients or intake.
    - b. Any problems with volunteers.
    - c. Any problems with each other.
    - d. Plan ahead.
    - e. Four day work week.
    - f. Status of proposals for money.
  
  2. Bremerton
    - a. Case staffing.
    - b. Different policies.
    - c. Case specific issue.
    - d. Interrelationships with other agencies.
    - e. Share communication.
    - f. Organize activities.
  
  3. Bellevue Y.E.S.
    - a. Task oriented.
    - b. General communication.
    - c. Client Confidentiality.
    - d. Client records.
    - e. Counseling problems.
    - f. General problems in the Bellevue Community, smoking, incest, etc.
  
  4. Mercer Island
    - a. Case consultation.
    - b. Get with other community agency.
    - c. Share training ideas.
    - d. Hand out new cases.
    - e. Reports on city and county meetings.
    - f. Share different activities.
    - g. Written policies and procedures.
    - h. Police.
-

Table 6, continued

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Youth Service  
Bureau Site

Staff Meeting Content

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5. Mt. Baker
- a. Meshing issues.
  - b. Group therapy.
  - c. Solicit attack from the group to handle various feelings.
  - d. Housekeeping issues, mail, phone.
  - e. Upcoming policy board meetings.
  - f. Memos from David Masley.
6. Youthful Offender Program
- a. Announcements.
  - b. Form changes.
  - c. Referral handling.
  - d. Case discussion.
  - e. Case staffing.
  - f. Departmental issues.
  - g. Program revisions.
-

methods. The use of written ratings provided a more objective focus for trying to generate improvement in employee performance. Related to employee evaluation is the next management area to be discussed -- motivation.

In order to obtain a basic understanding of how the selected youth service bureaus in Washington State dealt with employee motivation each YSB director was interviewed on the use of reward, punishment and other motivation techniques. To provide a validity check the selected staff member from each bureau was asked the same questions regarding the reward and discipline techniques used by their supervisor. The director's responses about how they reward their employees is presented in Table 7. All of the directors used a variety of staff motivation methods and as a group the six YSB directors had a total of twenty-nine unique approaches to reward above average performance. The Bremerton director accounted for the greatest variety and number of methods, with eleven different options.

Table 8 documents how the interviewed staff member at each YSB site perceived the reinforcement methods used by his or her director. The perceptions of the staff basically match up with the directors stated approaches. The Mercer Island director was perceived by her staff member as having the largest number of methods. One obvious difference, however, was that the directors perceived themselves as having a greater number of reinforcement approaches than was perceived by their staff members. That fact may be because a staff member may only know how their director is working with other employees. The overall responses of the direc-

SUMMARY OF STAFF REINFORCEMENT TECHNIQUES  
UTILIZED BY YSB DIRECTORS

Table 7

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Youth Service Bureau Site	Staff Reinforcement Methods
1. Olympia	a. Pay people well. b. Can choose working title. c. Provide individual office. d. Having office furniture.
2. Bremerton	a. Verbally. b. Allow staff to reward each other. c. Written memo. d. Use staff minutes. e. Give staff independence. f. Have right to make own hours. g. Sometimes give staff time off. h. Make staff take vacation every four months. i. Business cards and stationary letterhead have names of staff. j. Provide training opportunities. k. Help people with their work.
3. Bellevue Y.E.S.	a. Verbally, straight forward. b. Get other staff to reward each other. c. Being aware of where the person is at. d. Paying the staff well.
4. Mercer Island	a. Share positive letters with staff. b. Formal evaluation procedure was by the staff. c. Staff is allowed involvement in decision-making. d. Salary raises. e. Medical leave and vacation provided.

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Table 7, continued

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Youth Service Bureau Site	Staff Reinforcement Methods
5. Mt. Baker	a. Stroking. b. Implement their programs. c. Let staff submit quarterly report. d. Rotate chairmanship of meeting. e. Treat staff professionally. f. Tighten up to loosen up. g. Provide individual business cards. h. Allow some emotional release by staff members. i. Praise staff in board meeting.
6. Youthful Offender Program	a. Immediately have a conference. b. Place a commendation in personnel folder. c. Present in staff meetings. d. Allow flexibility in hours.
<hr/> Total Number of Different Methods	<hr/> 29 Unique Methods

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STAFF RESPONSES REGARDING HOW THEIR  
DIRECTORS REINFORCED THEM FOR  
ABOVE AVERAGE PERFORMANCE

Table 8

Youth Service Bureau Site	Type of Reinforcement
1. Olympia	<ul style="list-style-type: none"> <li>a. Pay attention to what I have to say.</li> <li>b. Offer me new opportunities.</li> <li>c. Got grant that I am on.</li> <li>d. Pay increase.</li> </ul>
2. Bremerton	<ul style="list-style-type: none"> <li>a. Doesn't reward traditionally.</li> <li>b. Let's you be independent.</li> <li>c. Positive comments in.</li> </ul>
3. Bellevue Y.E.S.	<ul style="list-style-type: none"> <li>a. Verbally.</li> <li>b. Raise.</li> <li>c. Paid staff have a high level of internal motivation.</li> </ul>
4. Mercer Island	<ul style="list-style-type: none"> <li>a. Allowed a free reign on ideas.</li> <li>b. Praises expansion.</li> <li>c. Provides positive verbal comments.</li> <li>d. Every other Friday off to pay back overtime.</li> <li>e. Give credit in public for staff's contributions.</li> <li>f. Encourage training.</li> </ul>
5. Mt. Baker	<ul style="list-style-type: none"> <li>a. Allow time off.</li> <li>b. Personal acknowledgement.</li> <li>c. Personal relationship.</li> </ul>
6. Youthful Offender Program	<ul style="list-style-type: none"> <li>a. Feedback.</li> <li>b. Notes in mail.</li> <li>c. Call on the telephone.</li> <li>d. In person at monthly consultation.</li> <li>e. Six month evaluation.</li> </ul>

tors are favorable in that they do have a large number of options to motivate their employees.

The discipline techniques reported in use by the YSB directors is presented in Table 9. Olympia, Bremerton and Mt. Baker each reported four techniques. Each YSB director averaged, at least, six methods to reward staff, but only averaged about three approaches per director to discipline an employee. The conclusion is that the directors have less management responses in their repertoire for staff problems than they do for their employees' favorable achievements. A possible reason for this is that the director's generally have a history of working in helping and rehabilitation oriented positions. In those positions their experience and philosophical disposition may have been shaped more towards rewarding than disciplining individuals with whom they work.

This portion of the final report has described the evaluation of each Youth Service Bureau with regard to five major management issues. Table 10 summarizes the overall standing of each bureau with regard to the management concerns. As can be observed the majority of the six YSBs did have employee selection instruments, provided staff training, had weekly staff meetings and utilized formal employee evaluation procedures. In addition, the programs averaged a total of nine reinforcement and discipline techniques per site. The overall findings regarding these management standards indicate formalized efforts to recruit and maintain quality staff in the provision of the YSBs services, at least in the sites surveyed. These results document that program managers in criminal justice agencies can meet certain minimal standards with regard

SUMMARY OF STAFF DISCIPLINE TECHNIQUES  
UTILIZED BY YSB DIRECTORS

Table 9

Youth Service Bureau Site	Staff Discipline Methods
1. Olympia	<ul style="list-style-type: none"> <li>a. Private, corrective review.</li> <li>b. Staff meeting.</li> <li>c. Let the person go.</li> <li>d. Confront verbally.</li> </ul>
2. Bremerton	<ul style="list-style-type: none"> <li>a. Verbal reprimand.</li> <li>b. Self-corrective.</li> <li>c. Written memo.</li> <li>d. Once a year retreat which helps handle major problems.</li> </ul>
3. Bellevue Y.E.S.	<ul style="list-style-type: none"> <li>a. Verbal reprimand.</li> <li>b. Use measurable goals to evaluate.</li> </ul>
4. Mercer Island	<ul style="list-style-type: none"> <li>a. Consult with psychiatrist.</li> <li>b. Present to staff group/talk about it in the open.</li> <li>c. Ask person to leave.</li> </ul>
5. Mt. Baker	<ul style="list-style-type: none"> <li>a. Turn rest of the staff on the person.</li> <li>b. Timing -- don't expect too much from staff member if other related components are not ready.</li> <li>c. One to one.</li> <li>d. Refer to MBO plan.</li> </ul>
6. Youthful Offender Program	<ul style="list-style-type: none"> <li>a. Individually discuss.</li> <li>b. Bounce it off my supervisor.</li> </ul>
Total Number of Different Methods	12 Unique Methods

SUMMARY OF YSB MANAGEMENT  
EVALUATION RESULTS

Table 10

Youth Service Bureau Site	Employee Selection Instrument Used	Staff Training Provided	Frequency of Staff Meetings	Formal Employee Assessments	Number of Staff Reinforcement and Discipline Techniques
1. Olympia	No	Yes	Weekly	No	8
2. Bremerton	Yes	Yes	Weekly	Yes	15
3. Bellevue Y.E.S.	No	Yes	3 Per Week	No	6
4. Mercer Island	Yes	Yes	2 Per Week	Yes	8
5. Mt. Baker	Yes	Yes	2 Per Week	Yes	13
6. Youthful Offender Program	Yes	Yes	Every Two Weeks	Yes	6
Average or Most Frequent Response	Yes	Yes	Weekly	Yes	9

to organization and management.

### 3. Youth Service Bureau Community Interface

An acknowledged purpose of the Youth Service Bureau is to attempt to provide local community involvement in the solution of the local problems of juvenile delinquency. It is therefore, important to examine the degree to which the selected YSBs in the evaluation were linked with their communities. To provide additional data regarding each YSB, the per capita income for 1974 of the YSB communities is presented in Table 11. This per capita income data can be used to compare the relative socio-economic status of the six sites. The Mt. Baker district overall is below average for the city of Seattle. Therefore, the per capita income of Seattle is a high estimate for Mt. Baker. Mercer Island has the highest per capita income of \$8,113. Bellevue, Washington, is the next highest with \$6,424. King County, Seattle, and Olympia all had incomes in the \$5,500-\$5,800 range. The lowest per capita income of the six sites was reported for Bremerton.

The first aspect of each YSB's relationship with their respective community which will be examined is the use of community volunteers. The degree of involvement of community volunteers in each of the programs, including a separate look at the Bellevue Conference Committee, is presented in Table 12. Three of the programs, Mt. Baker, Mercer Island, and Bellevue Conference Committee utilized volunteers to a great extent. Bellevue Y.E.S. had a very extensive involvement of 240 volunteers who donated approximately

YOUTH SERVICE BUREAU COMMUNITY

PER CAPITA INCOME

Table 11

Youth Service Bureau Site	Jurisdiction for Which Per Capita Data is Reported	Per Capita Income
1. Olympia	Olympia	\$ 5,533.
2. Bremerton	Bremerton	\$ 4,623.
3. Bellevue Y.E.S.	Bellevue	\$ 6,424.
4. Bellevue Conference Committee	Bellevue	\$ 6,424.
5. Mercer Island	Mercer Island	\$ 8,113.
6. Mt. Baker	Seattle	\$ 5,800.
7. Youthful Offender Program	King County	\$ 5,581.

For 1974. From the Data Users Department, Bureau of the Census.

SUMMARY OF THE USE  
OF COMMUNITY VOLUNTEERS

Table 12

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Youth Service Bureau Site	Use of Volunteers
1. Olympia	Some
2. Bremerton	No
3. Bellevue Y.E.S.	Very Extensive
4. Bellevue Conference Committee	Extensive
5. Mercer Island	Extensive
6. Mt. Baker	Extensive
7. Youthful Offender Program	No

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4,000 hours per month of time. The Bellevue community volunteers staffed the Drop-In Center, provided clerical help, and performed casework and psychotherapy functions.

Volunteers in the Mt. Baker YSB and the Bellevue Conference Committee were heavily involved in the restitution and accountability board functions as well as other tasks. Mercer Island utilized over 100 volunteers who provided over 6,000 hours of service in 1976. These volunteers were involved in fund raising, counseling, consultation, and clerical activities. Olympia utilized community volunteers on its board, in fund raising, and in some program operation duties. Bremerton and the Youthful Offender Program had no participation by community volunteers. It may be remembered that the Bremerton program was involved with more seriously delinquent youth, while the Youthful Offender Program was administratively linked with the King County Sheriff's office.

A second major potential area for community involvement is through the Youth Service Bureau's administrative tie with a local governmental agency. Three of the programs had direct ties with either a city or county government agency. As mentioned above the Youthful Offender Program which serves the unincorporated areas of King County is under the King County Sheriff's Department. The Mercer Island YSB is administratively tied to the Mercer Island city government. The director of Mercer Island sits in on the city department heads meeting representing the youth and mental health areas for the City Manager. This provides a valuable opportunity for the development of a variety of YSB-Community interrelationships.

The third program administratively tied with a governmental agency is the Mt. Baker YSB which is administered by the City of Seattle, Department of Human Resources. This relationship provides the potential for community involvement in the YSB through the already existing governmental agency. The other four programs operate somewhat independently of any specific governmental agencies. For those programs the community board is more in a board of trustees role than an advisory board role.

The above discussion has led to the third potential source of community involvement with a program, YSB board participation. All of the programs except for the Youthful Offender Program have either an advisory board or board of trustees represented by community members. The Youthful Offender Program has no board. The Bellevue Y.E.S., Mercer Island, Mt. Baker, and Olympia boards are composed of both community agency representative and volunteer citizens from a variety of backgrounds. Interestingly enough each of the four above boards is extremely diverse, except that each board has, at least, one attorney. The Community Resources Consolidated program in Bremerton is unique in that its board is composed of the five main youth agency directors in the Bremerton area. While this board does not have the involvement of non-agency volunteer citizens, it does have the participation of the five most interested agencies concerned with juvenile delinquency in their community.

Each board met at least once a month with the Bremerton Board convening twice a month during the course of the study. Each YSB

director was asked the number of decisions made by the board at each meeting. All of the boards were reported to average two decisions a meeting, except for Olympia. The Olympia director stated that usually no formal board decisions were made. Each director was also questioned regarding how board decisions were made. At Mercer Island and Mr. Baker the decisions were usually made by formal motions and formal voting. The Bellevue Y.E.S. program utilized an executive committee for formal decisions, while Olympia's decisions were made more through consensus if the two most powerful board members were in agreement. The Bremerton board decisions are made less formally with the program director having a large voice in the decision-making. The presense of a formal decision-making process indicates that the community board members take their participation on the board very seriously.

In addition to the above forms of community involvement in the Youth Service Bureaus, several programs utilized additional elements. The Bremerton program involves community agencies extensively in its two major program components, diagnosis and follow-up. The Bellevue Y.E.S. program utilizes a feedback system with community referral sources which keeps the referral source tuned into the appropriateness of the referral. The Mercer Island YSB utilizes an even more extensive feedback system, which exchanges data not only with the referral sources but with both the youths and their parents. Both feedback systems serve the purpose of communicating to the community agencies, that the YSB staff are interested in their involvement in the YSB program.

The Bellevue Conference Committee is primarily staffed by volunteers. The community committee members who determine the youth's accountability and restitution are all volunteers, except for one county probation officer who oversees the meetings. Even the secretary/assistant who processes the paperwork and oversees some of the day to day operations of the program is a volunteer. The Mt. Baker YSB also has additional community linkages. They receive a considerable amount of financial and material donations from the community. Also the community provides jobs for the restitution clients to work off community service hours or to provide funds to pay back victims. Three of the other programs also utilized community contacts to provide jobs for youths participating in the restitution program. In addition, Mercer Island Youth Services has an extensive Jobline program which helps to match all interested Mercer Island youths with jobs provided by community businesses and families.

All of the above forms of community participation are consistent with the philosophical principle of the community being involved in handling its juvenile delinquency problems locally. Table 13 summarizes the various approaches to community linkage employed by each YSB. Five of the programs, Bremerton, Bellevue Y.E.S., Bellevue Conference Committee, Mercer Island and Mt. Baker, had three or more types of community link-up with their programs. Olympia and the Youthful Offender Program each had one major type of community involvement. Overall, there were nine different forms of community involvement including the three major ways, volunteers administrative linkages and community boards.

SUMMARY OF EACH YSB'S  
STRONGEST LINK-UPS WITH THEIR  
LOCAL COMMUNITY

Table 13

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Youth Service Bureau Site	Strongest Areas of Involvement with the Community
1. Olympia	Community Board.
2. Bremerton	a. Community Board. b. Community agencies' weekly participation in the diagnostic meeting. c. Constant follow-up with community agencies.
3. Bellevue Y.E.S.	a. Entire volunteer program. b. Feedback to community agencies. c. Community provides jobs for restitution clients.
4. Bellevue Conference Committee	a. Volunteer Committee members. b. Volunteer chairman and assistant. c. Community provides jobs for restitution clients.
5. Mercer Island	a. Extensive use of volunteers. b. Administratively linked with the Mercer Island City government. c. Volunteer advisory board. d. Extensive feedback system with clients, parents and referral sources. e. Jobline and jobs for restitution clients.
6. Mt. Baker	a. Community Accountability Board. b. Community Advisory Board. c. Administered under City of Seattle. d. Community donations and jobs.

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Table 13, continued

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Youth Service  
Bureau Site

Strongest Areas of  
Involvement with the Community

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7. Youthful Offender  
Program

Administratively linked with King  
County Sheriff's Office.

Not only do the above interrelationships with the communities improve the potential effectiveness of the YSB, but they also increase the likelihood that the community will support the program financially and otherwise. It was a goal of the federal government that the funding of the YSB programs be assumed by the local communities after 3-4 years of initial federal funding. Bellevue Y.E.S., Mercer Island, Bremerton, Mt. Baker, and the Youthful Offender programs have all been picked up either by local funding sources or some combination of local and state funding. The fact that the funding responsibilities have been assumed by the local and state agencies, provide validation for the importance of the above discussed forms of community linkages. If it continues to be a goal of federal and even state programs that the funding eventually be assumed or shared by local communities, then the above types of community involvement should be required standards for a program to receive funds.

This concludes the discussion of the evaluation data collected regarding the goals, management and community involvement of the selected Youth Service Bureaus. The next section will present information regarding the youths who received services from the seven different programs.

#### D. Description of the Youths

The purpose of this section is to present important background information regarding the youths who were studied in this phase of the evaluation project. Approximately 38 youths per site were chosen for the study. The criteria for selection included choosing any youth who was referred to the Youth Service Bureau for a legal problem and who would be recently completing their program as of April, 1977. To obtain the desired number of youths, additional youth were then selected by moving back from April, 1977, to March, then February and so on until the adequate number was reached. Therefore, the selected group represents the entire group of youths completing their program in early 1977, and late 1976, rather than some form of a sample of youths.

The first aspect of the youths to be described is the number of males versus females participating in the programs. Table 14 presents the summary of the number and proportions of each sex involved in the seven programs. Overall there were 171 males, 64%, and 96 females, 36%, in the study. The YSB with the greatest proportion of males to females was the Youthful Offender Program, which had 80% males and 20% females. Two programs, Bellevue Y.E.S. and Mt. Baker, were very close to having almost an even balance of males and females, with 53% and 54% males respectively. The selected YSBs had a slightly greater number of female referrals compared to the proportion of males and females referred to the juvenile courts of Washington State. As reported in the 1976 Washington State Juvenile Court Statistics and Trend Analysis, there were

SUMMARY OF YOUTHS' SEX FOR

THE SELECTED YOUTH SERVICE BUREAU SITES

Table 14

Youth Service Bureau Site	<u>Male</u>		<u>Female</u>		Total
	Number	Percent	Number	Percent	
Olympia	27	63%	16	37%	43
Bremerton	26	74%	9	26%	35
Bellevue Y.E.S.	17	53%	15	47%	32
Bellevue Con- ference Committee	20	57%	15	43%	35
Mercer Island	26	65%	14	35%	40
Mt. Baker	22	54%	19	46%	41
Youthful Offender Program	<u>33</u>	<u>80%</u>	<u>8</u>	<u>20%</u>	<u>41</u>
Total	171	64%	96	36%	267

46,792 or 73% males referred for delinquency and status offenses. The same study identified 16,676 females or 27% referred to juvenile courts for comparable offenses.

The next table, Table 15, presents the racial background of the selected youths. Overall there were 89% White, 6% Black and 5% other for the 267 youths. All of the Youth Service Bureaus had over 90% participation of Whites except for Mt. Baker YSB. The Mt. Baker program had 44% White, 34% Black, and 22% Other, for a truly multi-racial program. The 22% Other represented in the Mt. Baker program is primarily composed of Oriental youths. Racially, the sites are comparable to each other except for Mt. Baker which is unique with its multi-racial composition.

The average age of the participants from each site is reported in Table 16. The ages presented reflect the youths age at intake into the YSB program. The average for the entire group of youths was 14.8 years. The Youthful Offender Program had the youngest group of youth with 13.9 years average age. In the remainder of the programs the average age was over fourteen and one half years, while the Bellevue Conference Committee had the oldest group with 15.8 years of age. Bremerton's youth are similar to Bellevue Y.E.S. and Mt. Baker in age. While Olympia's average age is comparable with Mercer Island's.

The next series of tables are concerned with the delinquency histories of the youth participating in the seven selected programs. This data was collected from the law enforcement records of the jurisdictions wherein the youths resided and the surrounding communities. Of all the

SUMMARY OF YOUTHS' RACE FOR  
THE SELECTED YOUTH SERVICE BUREAU SITES

Table 15

Youth Service Bureau Site	<u>White</u>		<u>Black</u>		<u>Other</u>		Total
	Number	Percent	Number	Percent	Number	Percent	
Olympia	39	91%	1	2%	3	7%	43
Bremerton	33	94%	1	3%	1	3%	35
Bellevue Y.E.S.	32	100%	0	-	0	-	32
Bellevue Con- ference Committee	35	100%	0	-	0	-	35
Mercer Island	39	97%	1	3%	0	-	40
Mt. Baker	18	44%	14	34%	9	22%	41
Youthful Offender Program	<u>40</u>	<u>98%</u>	<u>0</u>	<u>-</u>	<u>1</u>	<u>2%</u>	<u>41</u>
Total	236	89%	17	6%	14	5%	267

SUMMARY OF YOUTHS' AGE

FOR THE SELECTED YOUTH SERVICE BUREAUS

Table 16

Youth Service Bureau Site	Average Age
Olympia	15.2 years
Bremerton	14.7 years
Bellevue Y.E.S.	14.8 years
Bellevue Conference Committee	15.8 years
Mercer Island	15.1 years
Mt. Baker	14.5 years
Youthful Offender Program	13.9 years
Average Total	14.8 years

background data which can be collected on a juvenile delinquent youth, this is perhaps the most relevant in terms of identifying the extent of delinquency in which the youth has been engaged. Table 17 presents the average number of offenses committed by the youths from each site 12 months prior to program entry. There were a total of 360 delinquent offenses and 140 status offenses for the 267 youths in the study. Therefore, it can be concluded that as a group the programs served youths with predominantly delinquent offenses in their backgrounds.

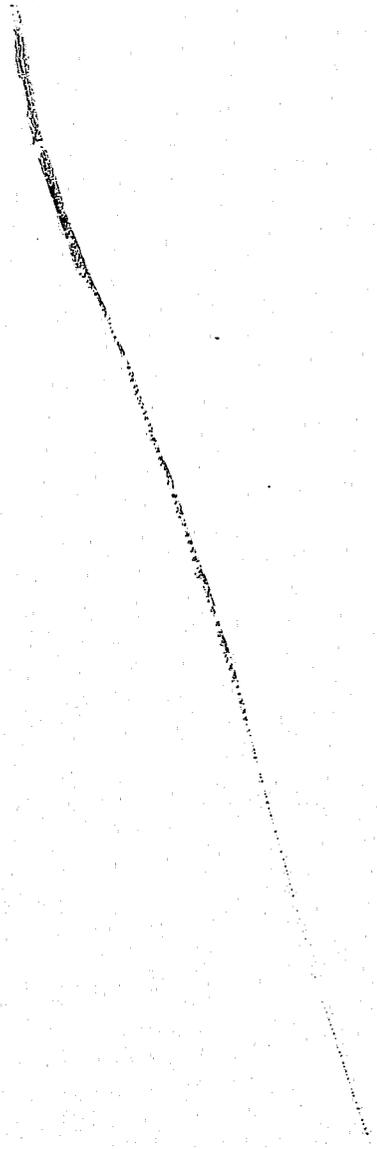
A second major finding reflected in Table 17 is that as a group the youths had an average total of 1.87 offenses per youth in the 12 month period prior to referral. In examining the number of offenses per youth per site it can be seen that all of the programs had from 1.14 to 1.91 offenses, except for Bremerton. Bremerton's youth averaged almost 5 offenses per youth and as was discussed in an earlier section was designed specifically for more delinquent youths. The important result for the other programs is that they do indeed serve first or second time offenders.

The next area of interest in regard to the youth's delinquency history is what type of offenses were committed prior to program entry. Table 18 presents the most common offenses committed by the youths from each YSB. The most common 12 month prior offense for six of the seven programs was shoplifting. The only program not reporting shoplifting as the most common offense was Bremerton, where burglary was the most common. However, burglary was the

NUMBER OF 12 MONTH PRE-PROGRAM OFFENSES

Table 17

Youth Service Bureau Site	Number of Status Offenses	Number of Delinquent Offenses	Total Number of Offenses	Total Number of Offenses per Youth
Olympia	35	47	82	1.91
Bremerton	69	99	168	4.80
Bellevue Y.E.S.	8	31	39	1.22
Bellevue Conference Committee	6	34	40	1.14
Mercer Island	5	52	57	1.43
Mt. Baker	3	49	52	1.27
Youthful Offender Program	14	48	62	1.51
Total	140	360	510	1.87



**CONTINUED**

**1 OF 5**

MOST COMMON 12 MONTH PRIOR

OFFENSES COMMITTED BY YOUTH SERVICE BUREAU YOUTH

Table 18

Youth Service Bureau Site	Most Common 12 Month Prior Offense	Percent of Youth	2nd Most Common 12 Month Prior Offense	Percent of Youth	Other 12 Month Prior Offenses
Olympia	Shoplifting	23%	Runaway	16%	Burglary; Marijuana
Bremerton	Burglary	20%	Auto theft	9%	Breaking and entering; Incorrigible
Bellevue Y.E.S.	Shoplifting	53%	Burglary	9%	Marijuana; Possession of alcohol
Bellevue Conference Committee	Shoplifting	51%	Marijuana	9%	Assault; Auto theft
Mercer Island	Shoplifting	35%	Burglary	10%	Larceny; Assault
Mt. Baker	Shoplifting	68%	Burglary	7%	Larceny; Robbery
Youthful Offender Program	Shoplifting	27%	Burglary	20%	Breaking and entering; Assault

second most common offense for four of the programs. The major conclusion is that the YSBs were primarily dealing with youths who were first or second time shoplifters, except for the Bremerton program which deals with youths who commit burglary and auto theft.

Similar offense data was collected and analyzed regarding each of the YSBs for the six month time period prior to program entry. (See Table 19.) There were a total of 430 offenses committed by the youths 6 months prior to program entry compared to 510 offenses committed 12 months prior. In other words, 84% of the youths prior offenses are committed in the 6 month time period immediately preceding referral to the YSB. The youths referred to the majority of the selected Youth Service Bureaus, therefore, do not have a long history of delinquency. For most of them, their unlawful behavior is rather recent.

Table 20 presents the most common six month prior offenses committed by the youths. As with the 12 month prior offense data the most common offense for all of the YSBs except Bremerton was shoplifting. The common offense for Bremerton was burglary, while burglary again was the second most common offense for Bellevue Y.E.S., Mercer Island, Mt. Baker, and the Youthful Offender Program.

The final aspect of background data to be presented on the youths is concerned with their referral offenses. Table 21 presents the most common and second most common referral offenses committed by the youths. Five of the programs reported shoplifting as the most common while Bremerton and Olympia reported runaway.

NUMBER OF 6 MONTH PRE-PROGRAM OFFENSES

Table 19

Youth Service Bureau Site	Number of Status Offenses	Number of Delinquent Offenses	Total Number of Offenses	Total Number of Offenses per Youth
Olympia	32	36	68	1.6
Bremerton	46	82	128	3.7
Bellevue Y.E.S.	8	31	39	1.2
Bellevue Conference Committee	5	31	36	1.0
Mercer Island	4	47	51	1.3
Mt. Baker	3	47	50	1.2
Youthful Offender Program	12	46	58	1.4
Total	110	320	430	1.6

MOST COMMON 6 MONTH PRIOR

OFFENSES COMMITTED BY YOUTH SERVICE BUREAU YOUTH

Table 20

Youth Service Bureau Site	Most Common 6 Month Prior Offense	Percent of Youth	2nd Most Common 6 Month Prior Offense	Percent of Youth	Other 6 Month Prior Offenses
Olympia	Shoplifting	23%	Runaway	16%	Burglary; Marijuana
Bremerton	Burglary	23%	Auto theft	9%	Breaking and entering; Runaway
Bellevue Y.E.S.	Shoplifting	17%	Burglary	3%	Marijuana; Possession of alcohol
Bellevue Conference Committee	Shoplifting	51%	Marijuana	9%	Juvenile drinking; Property damage
Mercer Island	Shoplifting	35%	Burglary	8%	Marijuana; Larceny
Mt. Baker	Shoplifting	71%	Burglary	7%	Larceny; Vandalism
Youthful Offender Program	Shoplifting	27%	Burglary	20%	Runaway; Vandalism

MOST COMMON REFERRAL OFFENSE

COMMITTED BY YOUTH SERVICE BUREAU YOUTH.

Table 21

Youth Service Bureau Site	Most Common Referral Offense	Percent of Youth	2nd Most Common Referral Offense	Percent of Youth	Other Referral Offenses
Olympia	Runaway	26%	Shoplifting	21%	Truancy; Marijuana
Bremerton	Runaway	20%	Breaking and entering	11%	Petty larceny; Vandalism
Bellevue Y.E.S.	Shoplifting	47%	Juvenile drinking	9%	Breaking & entering; Marijuana
Bellevue Conference Committee	Shoplifting	18%	Juvenile drinking	11%	Marijuana; Property damage
Mercer Island	Shoplifting	40%	Malicious mischief	10%	Burglary; Marijuana
Mt. Baker	Shoplifting	30%	Petty larceny	7%	Vandalism; Burglary
Youthful Offender Program	Shoplifting	24%	Burglary	20%	Runaway; Vandalism

Three of the four programs which had burglary as the second most common 6 month prior offense, now reported juvenile drinking, malicious mischief and petty larceny for the second most common referral offense. For five of the seven programs, the youths referral offenses appear to be less delinquent than the youths more severe 6 month and 12 month prior offenses. The potential problem which this finding suggests is that the YSB program staff may concluded from the youth's referral offense that he or she is less delinquent than he or she actually is. The implication is that it is worthwhile to check law enforcement records from the youth's home and surrounding communities to discover the actual extent of delinquency.

The purpose of this portion of the report has been to provide background information regarding the type of youths who participated in the programs of the selected YSBs. The data has answered some key questions regarding the youths prior delinquency history and has documented that the programs do work with youths who have broken the law. The next set of evaluation results will be concerned with how services were delivered to the youths.

## E. Evaluation of the Youth Service Bureau Delivery System

This section will examine the critical elements that are a part of each Youth Service Bureau's program delivery system. The areas which will be presented include the link-up and referral process, the YSB's first response, the overall delivery system, ratings of the delivery system program components, the amount of structure, length of participation and degree of parental involvement.

### 1. Link-up and Referral Process

The delivery system begins with the link-up between the YSB and the referral source. The quality of the YSB's referral system initially determines the number of youth who end up participating in the program. In at least one state, Texas, YSBs were not refunded after the first year because of the low number of referrals. The following flowcharts of each YSB's referral system are primarily concerned with those youth who were referred for legal problems. They do not include the other ways in which non-delinquent youths become involved in their programs.

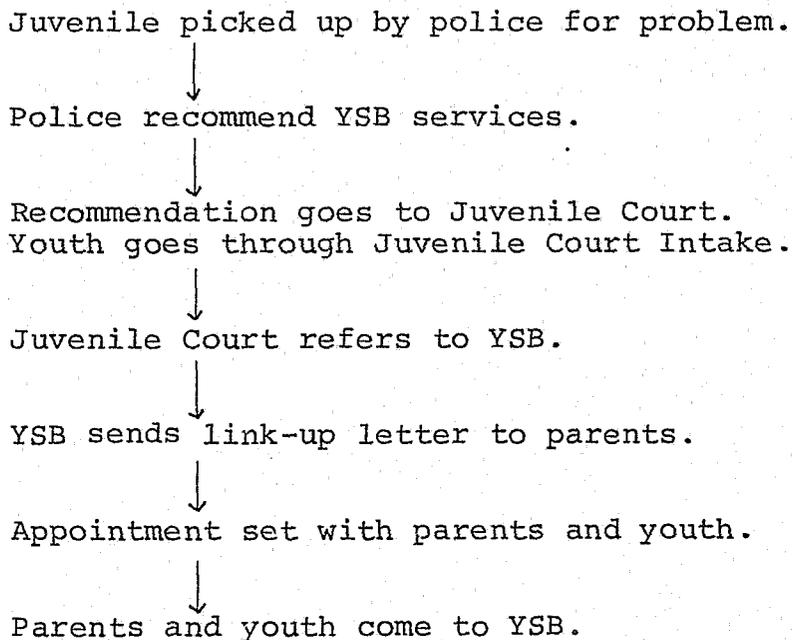
The flowcharts of the referral system for each of the seven programs studied are presented in Table 22. Each diagram begins with the youth committing an offense or with the youth being picked up by the police. The Olympia referral system involves an intermediary step of the youth going through Thurstone County Juvenile Court intake. The Bremerton referral system is based upon a juvenile court worker determining that the youth could best be helped

FLOWCHART OF YSB REFERRAL  
SYSTEMS FOR LEGAL REFERRALS

Table 22

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1. Olympia



2. Bremerton

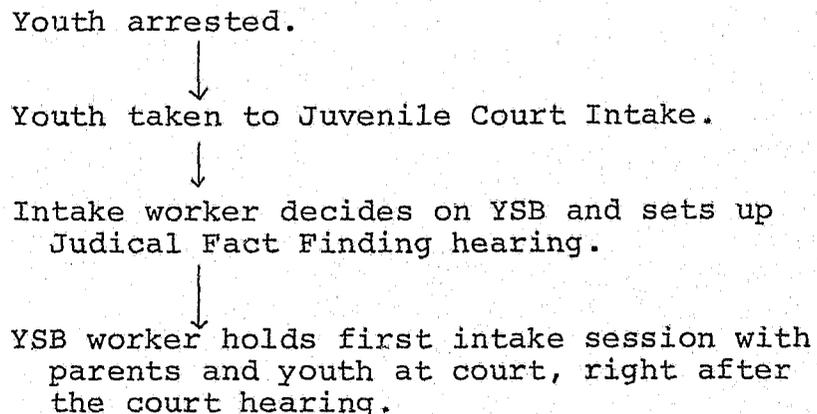


Table 22, continued

3. Bellevue Y.E.S.

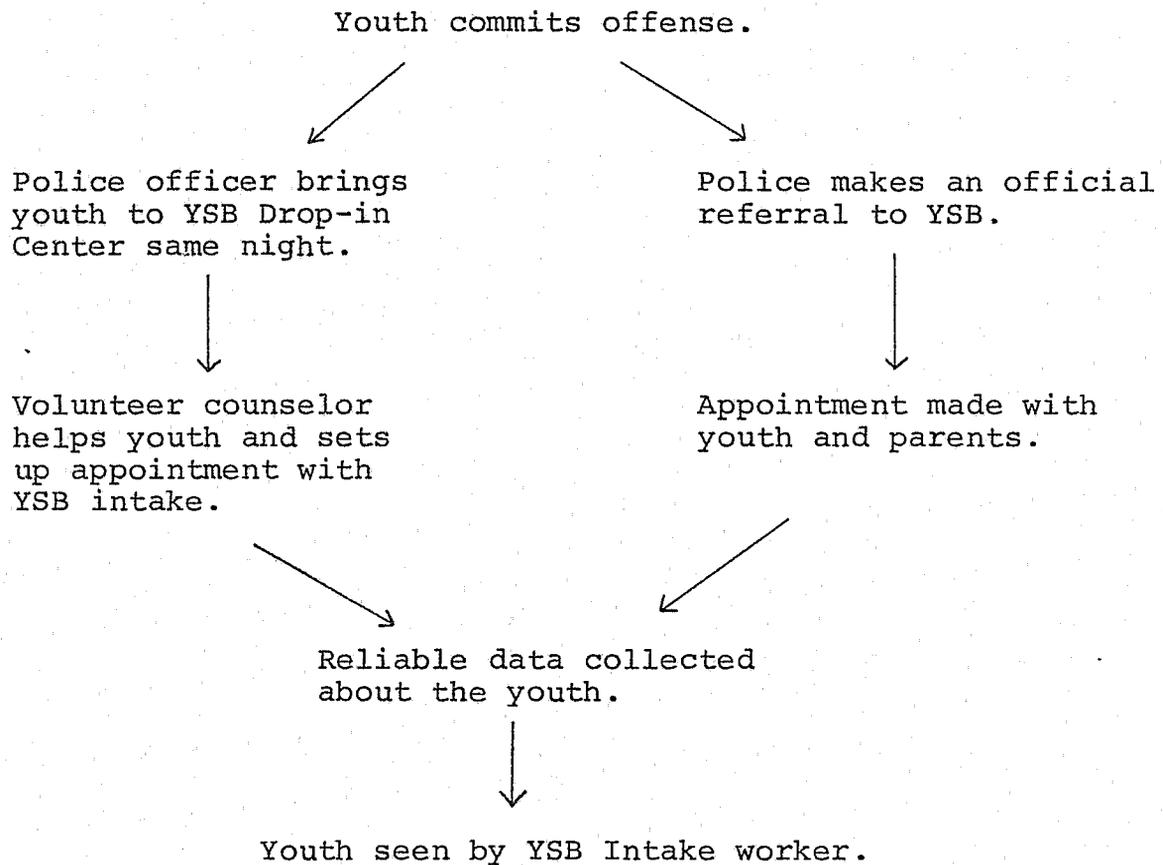


Table 22, continued

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4. Bellevue Conference Committee

Juvenile arrested by police.



Arrest notification goes to King County Juvenile Court Intake.



Juvenile Court Intake refers to YSB.



YSB sends letter to parents about program.



Team secretary investigates youth's background.



Meeting scheduled with parents and youth.



Parents and youth attend conference committee meeting.

5. Mercer Island

Youth arrested.



Arresting officer refers youth to juvenile officer.



Juvenile officer talks to parents and youth.



Juvenile officer refers paperwork on youth to YSB.



YSB contacts juvenile officer by phone for further details.



YSB contacts youth.

Table 22, continued

---

6. Mt. Baker

Youth commits offense.  
↓  
Police department issues citation.  
↓  
Citation referred to Police Juvenile Division.  
↓  
Youth referred to Juvenile Court.  
↓  
YSB Juvenile Court Liaison Person recommends referral to YSB.  
↓  
Prosecutor approves recommendation.  
↓  
Copy of police citation and a record of any prior offenses comes to YSB.  
↓  
YSB calls parents and sets up first home visit.

7. Youthful Offender Program

Youth commits offense.  
↓  
Officers fills out referral form the same day and puts in YSB basket at the precinct office.  
↓  
YSB worker checks Juvenile Court records and protective services.  
↓  
Talks to youth on the phone.  
Makes an appointment with the family.  
↓  
Family and youth come to precinct for intake.

by the Bremerton program's community-based approach of working with serious offenders. The Bellevue Y.E.S. referrals come directly to YSB from the local law enforcement agencies.

The referral system of the Bellevue Conference Committee involves the police record going through the King County Juvenile Court Intake process. The Mercer Island system involves an initial screening by the Juvenile Officer of the Mercer Island police department. Legal referrals to the Community Accountability Program at the Mt. Baker Youth Service Bureau are screened through the Seattle Police Juvenile Division, the Juvenile Court and the County Prosecutors Office. The Youthful Offender Program has the most direct referral system, with a King County Public Safety Officer placing the referral in the YOP counselor's in-basket.

Five of the seven of the above programs have an intermediary link between the arresting officer and the YSB. Only the Youthful Offender Program and Bellevue Y.E.S. have direct contact with arresting officers. One concern of this evaluation of Washington State's Youth Service Bureaus was the immediacy of the YSB's response compared to when the youth committed his or her offense. One reason offered for community-based programs such as YSBs is that they can offer more immediate help through a quicker response time. In the present evaluation study the number of days between each youth's offense date and the date of the first contact by the YSB was calculated. The average length of time for the link-up of the youth and the YSB was calculated for each YSB.

The results of the data analysis regarding average link-up time by bureau are presented in Table 23. The average length of time for youths across all of the YSBs was 25.8 days. Interestingly enough the shortest amount of time for link-up was for the Youthful Offender Program and was an average of five days per youth. The next shortest time was 16.1 days for Bellevue Y.E.S.. It may be remembered that both of these programs did not have intermediary steps in their link-up between the police referral and youths contact. In fact, in some cases the Youthful Offender Program had same day link-up between the law enforcement agency and the youth program.

Three programs, Olympia, Bremerton and Mt. Baker, required over a month to complete the referral, link-up process. Both the director of the Mt. Baker program and the Olympia programs recognized prior to this data being collected that there was somewhat of a time lag. However, in on-site observations of the initial program contacts of Olympia, Bremerton, and Mt. Baker the problem incident, though over a month old, was still fresh in the youth's and parent's thinking. The reason the problem was probably very much alive was because the law enforcement officers or probation officers did communicate to the youth and his or her family that they should expect some form of consequences and a contact from the YSB. One could, therefore, speculate that the long lag time from offense to YSB contact might have created sufficient anxiety in the youth or his or her parents to get their attention about the problem. The positive value of a quick response by the YSB

AVERAGE LINK-UP TIME

Table 23

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Youth Service Bureau Site	Average Link-up Time
Olympia	38.5 days
Bremerton	32.6 days
Bellevue Y.E.S.	16.1 days
Bellevue Conference Committee	26.9 days
Mercer Island	25.0 days
Mt. Baker	36.1 days
Youthful Offender Program	5.0 days
Average total	25.8 days

---

to deal with the problem may be offset by the positive benefits of creating anxiety in the youth by leaving him or her up in the air about what is going to happen.

## 2. YSB First Response

The next important aspect of the YSB delivery system is its first response after the referral occurs. The first responses by each YSB indicates what aspects of the delivery system are the most important in getting the youth and/or his or her parents favorably involved in the program. Table 24 presents the first responses of each YSB after the YSB has been notified of the youth's referral. For Olympia, Mt. Baker, and the Youthful Offender Program the first response is to call the parents in order to set up an intake interview. The phone call is also used in some instances to explain the program to the parents. The Bellevue Conference Committee first sends the parents a letter and some accompanying information about the program. The letter asks the parents to call to set up an appointment to appear before the Conference Committee. From the first responses of all of the four above YSBs we can see that their priority interest is obtaining the involvement and support of the youth's parents.

The first response of the Mercer Island and Bellevue Y.E.S. programs are more involved with making the first contact with the youth. Their priority, then, is developing the right relationship with the youth. The Bremerton program's first response is to schedule the youth's diagnostic meeting which will include the

FIRST RESPONSE OF THE YSB  
AFTER REFERRAL

Table 24

---

Youth Service Bureau Site	Reported First Response
1. Olympia	Call parents to set up appointment for intake interview.
2. Bremerton	Set up diagnostic meeting on the calendar.
3. Bellevue Y.E.S.	Ask the youth to play pool. Expose the youth to his or her therapist.
4. Bellevue Conference Committee	Send parents letter regarding the Conference Committee program.
5. Mercer Island	Talk to the youth on the phone about the referral.
6. Mt. Baker	Phone call to the parents to set up the home visit.
7. Youthful Offender Program	Call parent to set up intake inter- view. May talk to the youth.

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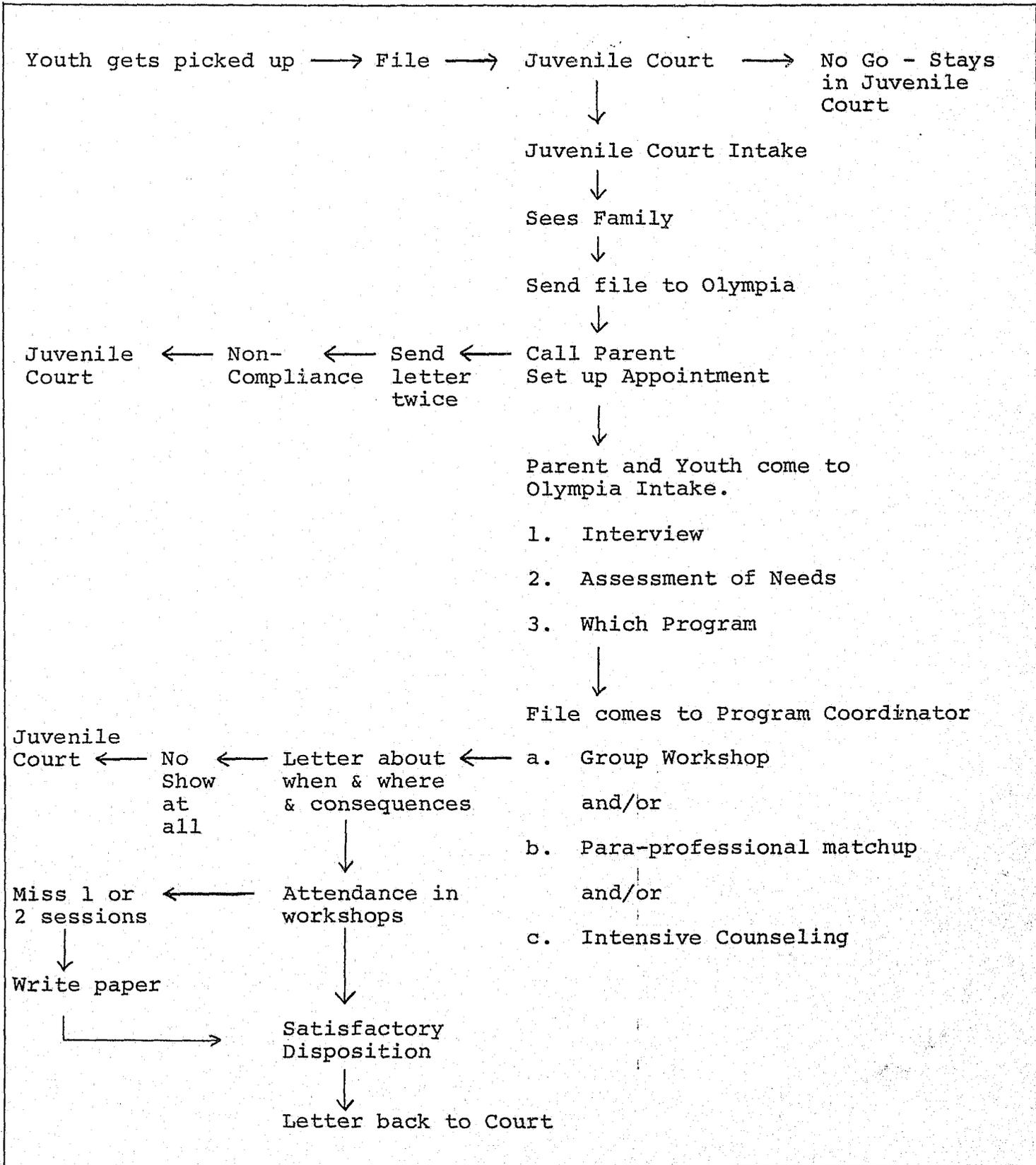
participation of the youth, both parents and all of the community health, education and rehabilitation agencies which have had contact with the youth. Because of the many diverse individuals involved in attending the meeting, scheduling the meeting does take on a high priority. In addition, between the intake point and the diagnostic meeting date a number of diagnostic procedures must be completed. Therefore, in a sense, setting the calendar date becomes a target by which time all diagnostic activities must be complete. The types of first responses of the seven programs fell into the above three main categories.

### 3. Overall Delivery System

The remaining aspects of each YSB's delivery system are presented in Figures 1 through 7. The process described for each YSB begins from the referral point and presents each intermediately step up to case termination. As can be observed, each YSB has several fairly concrete procedures which are used with each youth. The presence or absence of such procedures is a determining influence upon the overall program quality. In the selected YSBs it can be observed that to some extent delivery systems do exist. In a later part of this section the program ratings for the quality of the structure in the delivery system will be presented. The highest scores will go to those programs which have a high degree of structure which is documented in writing and shared with all staff. The value, therefore, is placed on systematic program structures and delivery systems.

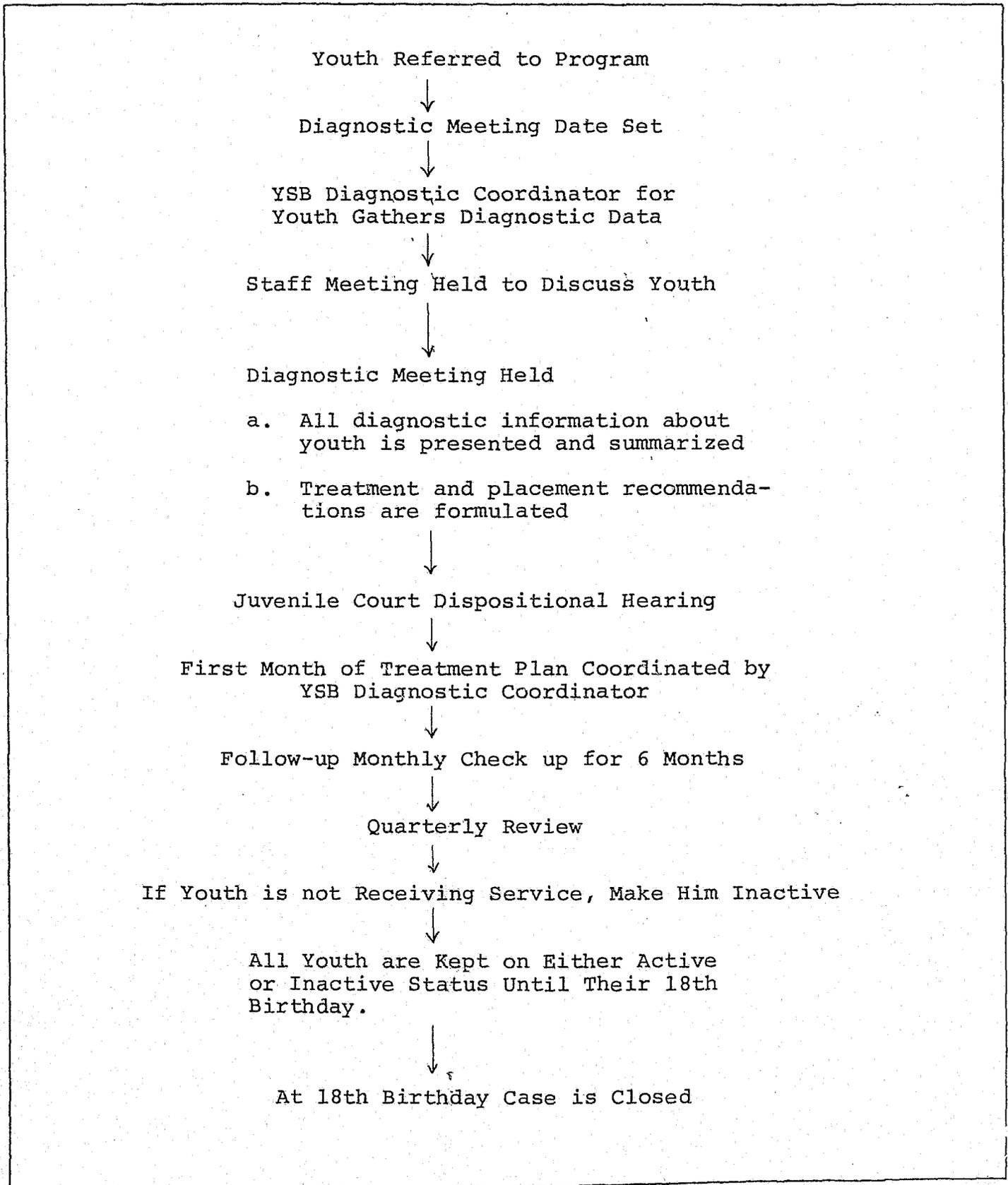
SUMMARY OF THE OLYMPIA YSB  
DELIVERY SYSTEM

Figure 1



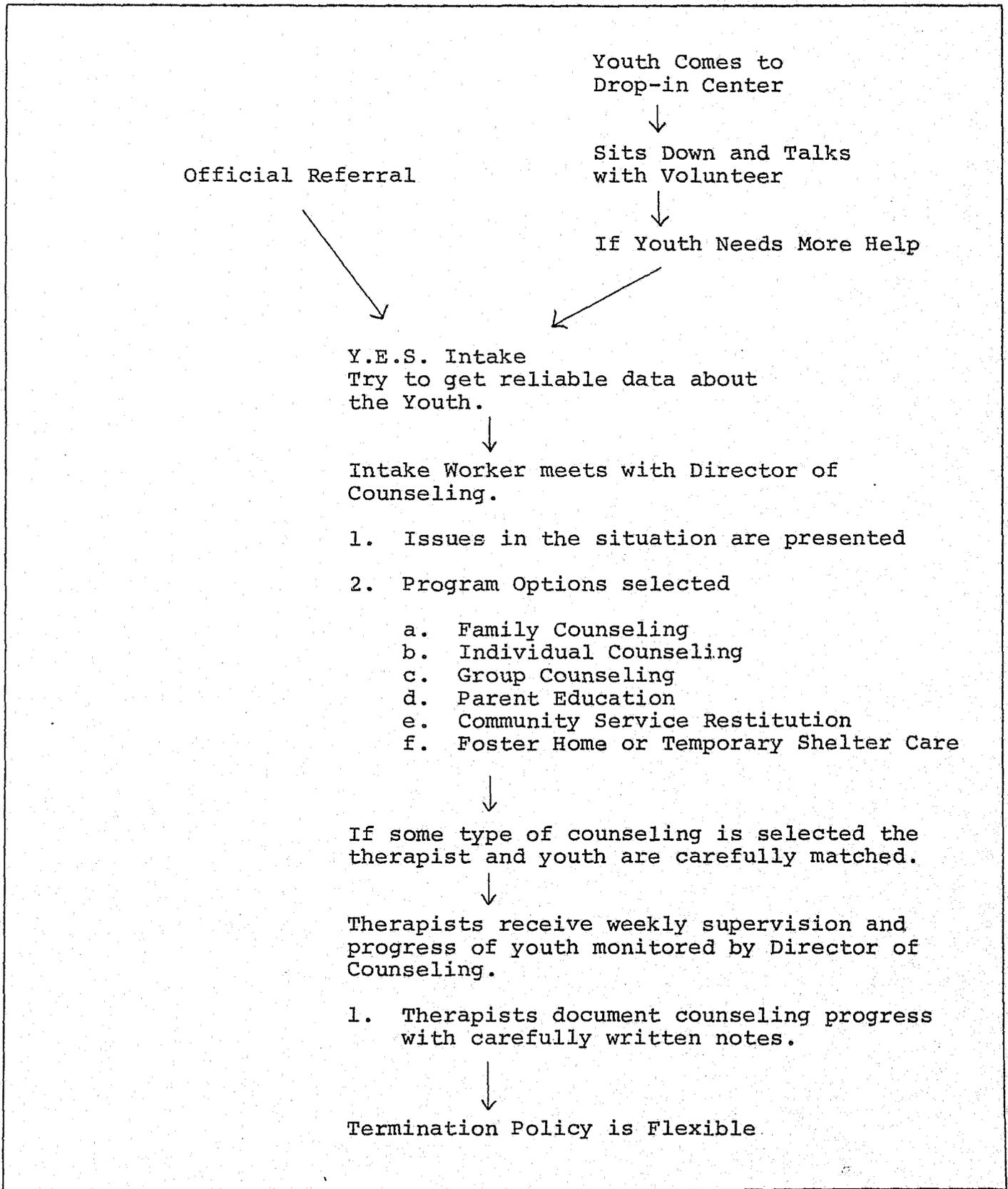
SUMMARY OF THE BREMERTON YSB  
DELIVERY SYSTEM

Figure 2



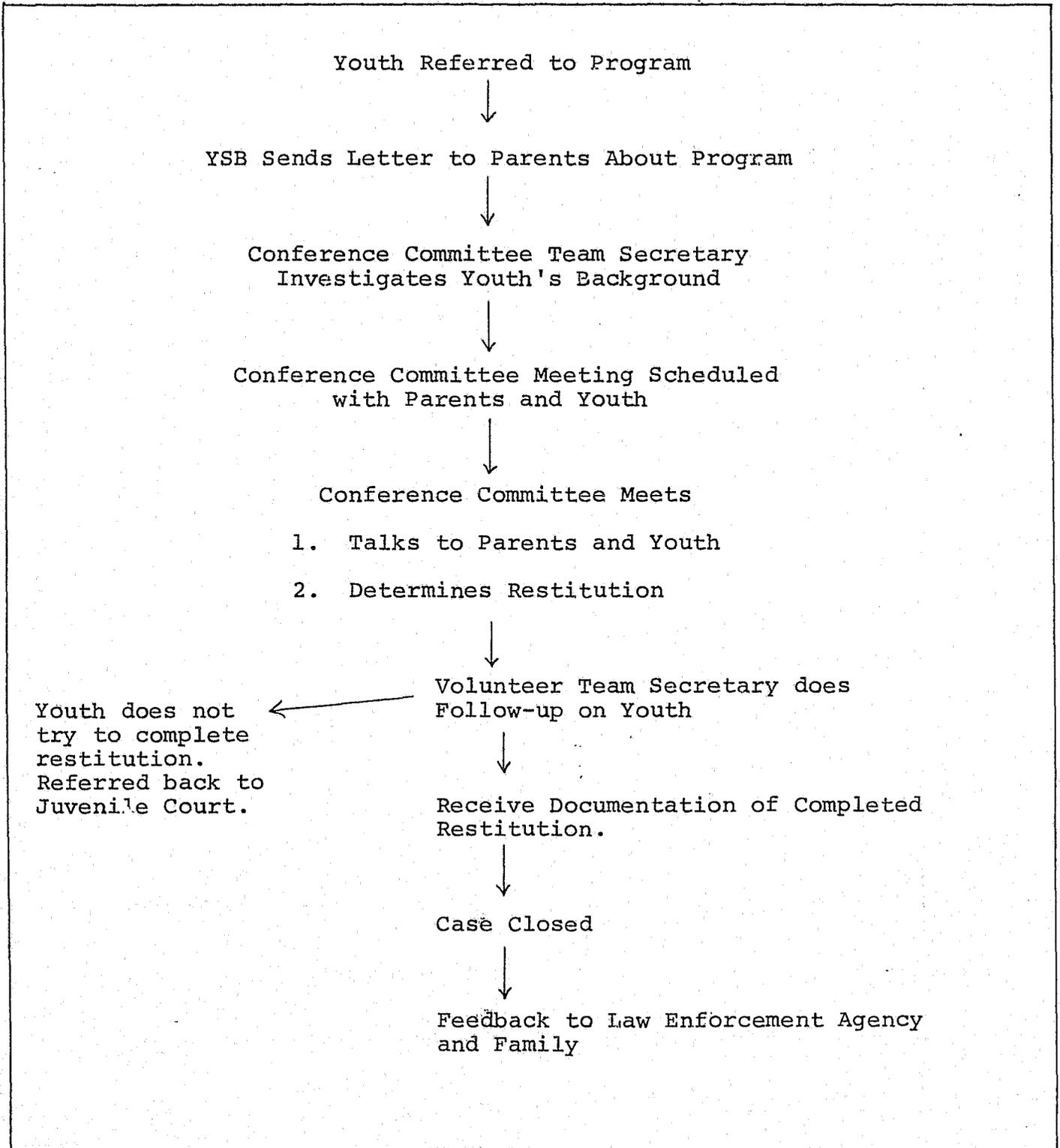
SUMMARY OF THE BELLEVUE Y.E.S.  
DELIVERY SYSTEM

Figure 3



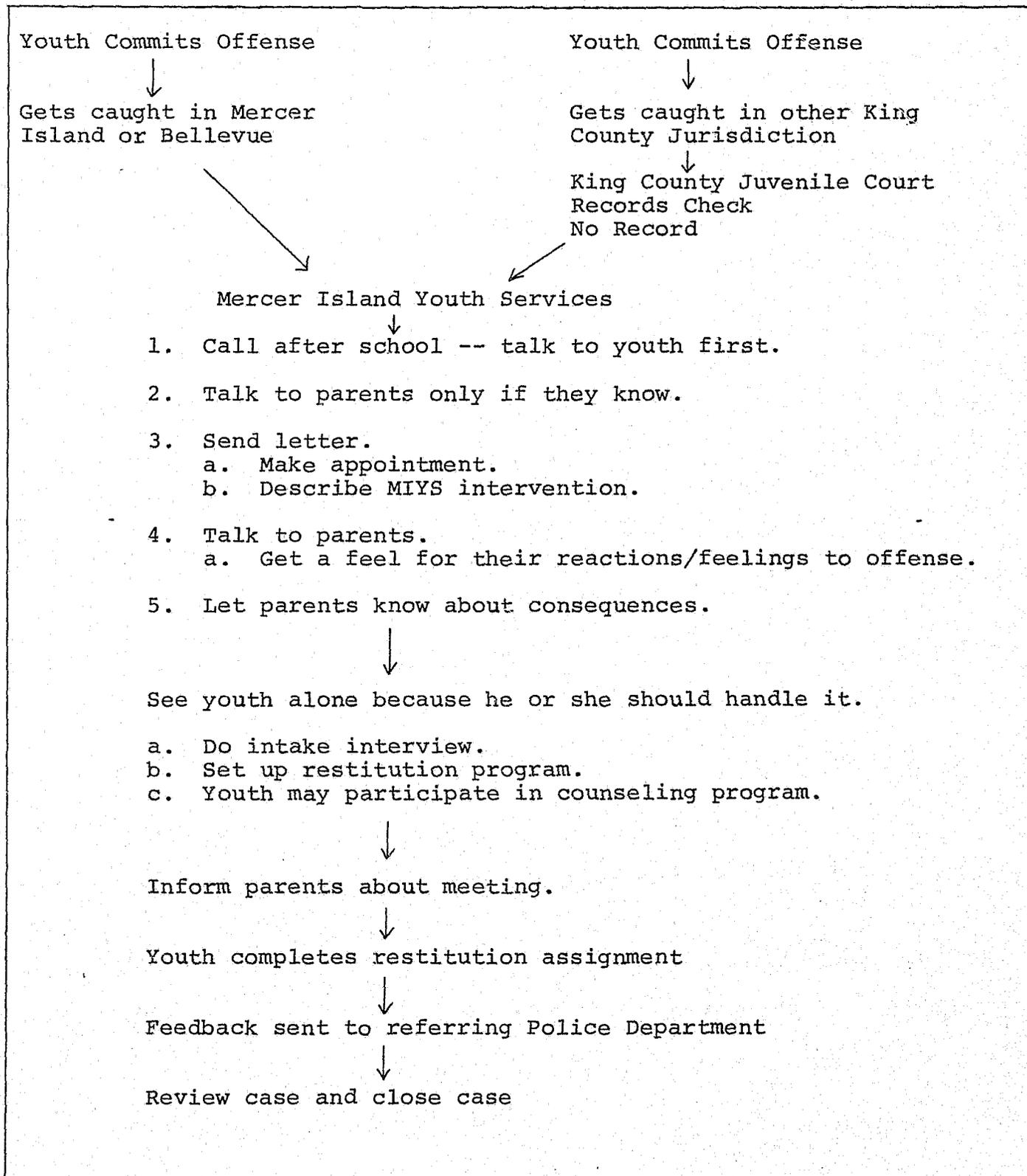
SUMMARY OF THE BELLEVUE  
CONFERENCE COMMITTEE  
DELIVERY SYSTEM

Figure 4



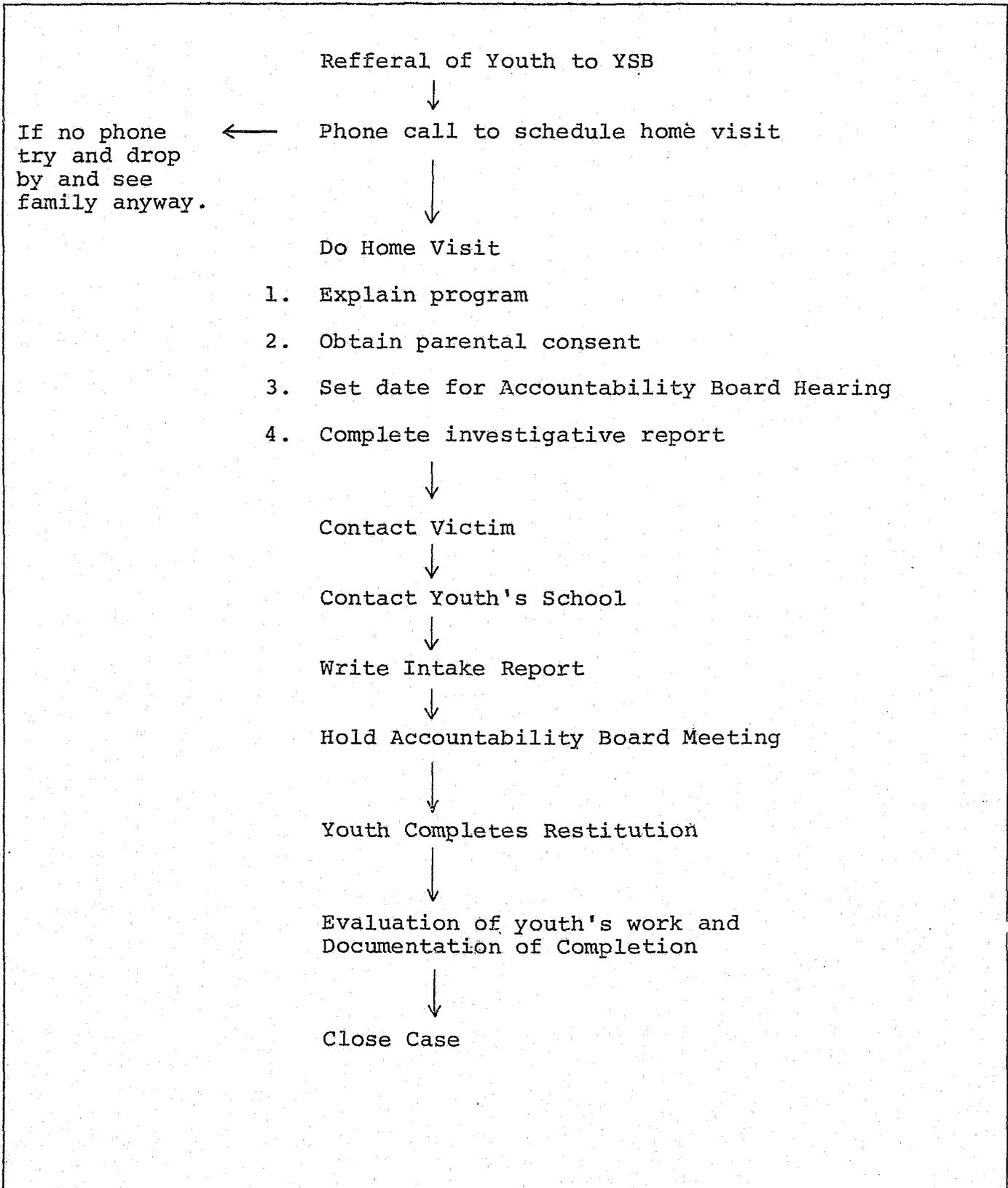
SUMMARY OF THE MERCER ISLAND  
YOUTH SERVICES DELIVERY SYSTEM

Figure 5



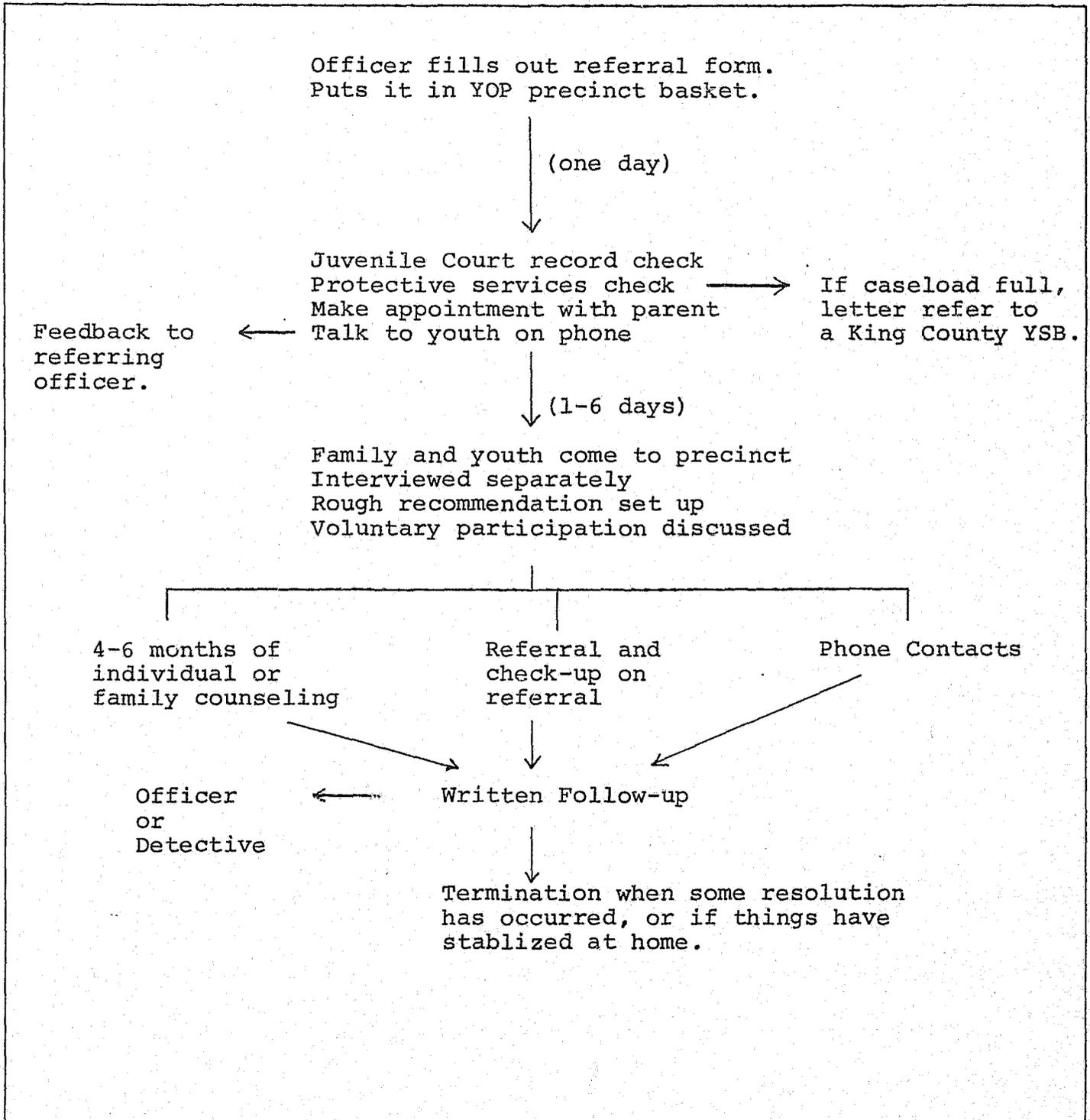
SUMMARY OF THE MT. BAKER YOUTH  
SERVICE BUREAU DELIVERY SYSTEM

Figure 6



SUMMARY OF THE YOUTHFUL OFFENDER  
PROGRAM DELIVERY SYSTEM

Figure 7



To better understand the value of each of the preceding delivery systems each selected staff member was asked how important it was that the delivery system process was followed. All of the staff members rated the process as extremely important except for the representative of the Youthful Offender Program. She stated that the delivery system was very flexible. For the remaining YSBs we can conclude that the delivery systems presented are perceived as important and there is a high probability that they are generally implemented as described.

The next area to be discussed relates to how each Youth Service Bureau diagnosed the 267 youth whose records were a part of the evaluation. Table 25 summarizes the most frequently diagnosed problems reported for each YSB's group of youths. The most common reported problem was poor self image in the Olympia program. Bremerton and the Youthful Offender Program primarily diagnosed the problems as related to parental separation. Bellevue Y.E.S., Bellevue Conference Committee, Mercer Island and Mt. Baker perceived the primary problem as the legal difficulty which the youth was involved in. The second most common problem for those four YSB was also parental problems.

The diagnosed problems are fairly consistent with the organizational delivery systems described earlier. All four programs which had legal problems as the primary diagnosis utilized some form of a restitution program. Bremerton and the Youthful Offender Program had organizational structures which tried to involve the parents. The different manner in which the YSBs diagnosed the

SUMMARY OF THE MOST FREQUENTLY

DIAGNOSED YOUTH PROBLEMS BY YSB SITE

Table 25

Youth Service Bureau Site	Most Common Diagnosed Problem	Percent of Youth	2nd Most Common Diagnosed Problem	Percent of Youth	Other Diagnosed Problems
Olympia	Poor self image	28%	Authority problem	9%	Legal problem; Lacks assertiveness
Bremerton	Parents separated, divorced or dead	49%	Truancy, poor school attendance	29%	Poor self image; Poor child-parent relationship
Bellevue Y.E.S.	Legal problem	59%	Poor child-parent relationship	44%	Parents separated, divorced, dead; General school problems
Bellevue Conference Committee	Legal problem	100%	Alcohol problem	6%	Poor child-parent relationship; Truancy
Mercer Island	Legal problem	98%	poor child-parent relationship	28%	Parents separated, divorced, dead; General school problems
Mt. Baker	Legal problem	54%	parents separated, divorced or dead	34%	Truancy; poor school attendance
Youthful Offender Program	Parents separated, divorced or dead	54%	Alcohol abuse by parent(s)	22%	Poor child-parent relationship; School behavior problem

the youth's problems is of interest. Olympia sees the problems more in terms of counseling type problems, whereas Bremerton and Youthful Offender Program view the problems having a strong parent component.

Each youth's record was also examined to determine what services had been provided during his or her involvement in the YSB. The most common services provided by each YSB are presented in Table 26. Some form of counseling was either the first or second most common service for five of the programs, Olympia, Bremerton, Bellevue Y.E.S., Mercer Island and the Youthful Offender Program. Restitution was either the first or second most common service for three programs, Bellevue Y.E.S., Bellevue Conference Committee and Mt. Baker. The Bremerton program, which deals with the more serious offender, in addition helped to place forty percent of its youths in group homes. The most common services across all the YSBs were counseling and restitution.

When each youth's case folder was examined all of the diagnosed problems and services provided for each youth were pulled out. The preceding two tables have documented the most frequently diagnosed problems and the most frequently provided services for the youths from each site. Table 27 presents the average number of diagnosed problems per youth and the average number of different services provided per youth. Bremerton had the greatest number of diagnosed problems per youth with 4.1. This is predictable considering their strong emphasis upon diagnosis in their delivery system. Bellevue

SUMMARY OF THE MOST FREQUENTLY

DELIVERED SERVICES BY YOUTH SERVICE BUREAU SITE

Table 26

Youth Service Bureau Site	Most Common Service Provided	Percent of Youth	2nd Most Common Service Provided	Percent of Youth	Other Services Provided
Olympia	Self counseling training	26%	Assertiveness training	26%	Educational workshop; Individual counseling
Bremerton	Family counseling	43%	Group home	40%	Individual counseling; Probation
Bellevue Y.E.S.	Family counseling	53%	Restitution	47%	Individual counseling; Group counseling
Bellevue Conference Committee	Restitution	57%	Attended Conference Committee meeting only	29%	Refer youth to Alcoholics Anonymous Teens; Individual counseling
Mercer Island	Individual counseling	85%	Family Counseling	78%	Restitution; Telephone counseling
Mt. Baker	Restitution	98%	Behavioral contract developed	7%	Family counseling; Special school program
Youthful Offender Program	Telephone counseling	93%	Family counseling	85%	Individual counseling; Parents attending parenting class

SUMMARY OF THE AVERAGE NUMBER  
OF DIAGNOSED PROBLEMS AND  
SERVICES PROVIDED

All Sites

Table 27

Youth Service Bureau Site	Number of dif- ferent diag- nosed problems per youth	Number of dif- ferent services provided per youth
1. Olympia	1.7	.8
2. Bremerton	4.1	2.6
2. Bellevue YES	2.4	1.6
4. Bellevue Conference Committee	1.1	1.1
5. Mercer Island	2.3	3.0
6. Mt. Baker	1.7	1.2
7. Youthful Offender Program	2.2	3.0
Average	2.2	1.9

Y.E.S., Mercer Island, and the Youthful Offender Program all had over two problems per youth.

Both Mt. Baker and Olympia averaged 1.7 problems per youth, while the Bellevue Conference averaged only 1.1 problem per youth. The average number of diagnosed problems across all sites was 2.2. The second half of Table 27 presents the average number of services provided per youth. Mercer Island and the Youthful Offender Program each averaged three different services per youth for the greatest number of different services. Bremerton had the next greatest number of services with 2.6, while Bellevue Y.E.S. had 1.6. Mt. Baker, Olympia, and Bellevue Conference Committee averaged approximately one service per youth. The average number of services provided across all sites was almost two, which corresponds to the approximate number of diagnosed problems. Theoretically, a program should provide, at least, one service for each diagnosed problem. However, Table 27 does not provide a way to know if the service was logically linked to the diagnosed problem.

The next step in the evaluation was to take all of the diagnosed problems for each youth and determine the extent to which the services provided would logically meet the diagnosed problems. The percent of problems for which the appropriate service was provided was then calculated for each youth. The average percent of problems served is summarized in Table 28 for each YSB. The Mt. Baker YSB had the greatest percentage of problems met with 88%. Mercer Island was not far behind with 87% of the problems served. Bremerton, Bellevue Conference Committee, and Bellevue Y.E.S. were

PERCENTAGE OF THE YOUTHS' PROBLEMS SERVED

BY THE YOUTH SERVICE BUREAUS

Table 28

Youth Service Bureau Site	Mean Percent Served
Olympia	62%
Bremerton	79%
Bellevue Y.E.S	70%
Bellevue Conference Committee	75%
Mercer Island	87%
Mt. Baker	88%
Youthful Offender Program	61%
Average Total	74%

each in the 70%-79% range. Olympia and the Youthful Offender Program had percentages in the low 60% range.

The average percent for all youth combined across the seven sites was 74%. This means that at least three-fourths of a given youth's problems are being addressed by services which are logically related to the diagnosed problem. The interpretation for the percentage of problems which are not being served is that either no service was provided for a particular problem or an inappropriate service was provided. Unfortunately, this data does not address the quality of the service provided or the extent to which the service, in fact, met the youth's needs. However, it does indicate to what extent the YSB tried to address the diagnosed problems.

#### 4. Ratings of the Delivery System Program Components

Each Youth Service Bureau's delivery system was rated on a 1 to 5 scale across eight program components. The summary of the program component ratings for each YSB are presented in Table 29. The interpretation of each numeric value for each scale is described in Table 30. The program components will be discussed along with which YSB received the highest rating for that area. Diagnosis was the first program component rated in each YSB. Bremerton received a 5, the highest rating, because in addition to systematically diagnosing each youth, the diagnosis utilized an interdisciplinary team, focused upon physical, intellectual and emotional factors about the youth, and included objective test instruments.

SUMMARY OF  
PROGRAM COMPONENT RATINGS

Table 29

Youth Service Bureau Site	Diagnosis	Restitution	Program Structure	Variety of Service	Fol-low-up	Family Involvement	Feed-back	Community Inter-action	Total
Olympia	2	2	2	3	2	1	3	3	2.3
Bremerton	5	1	5	3	4	4	4	5	3.9
Bellevue Y.E.S.	2	3	4	5	1	1	4	5	3.1
Bellevue Conference Committee	2	4	3	2	2	2	3	3	2.6
Mercer Island	2	3	4	4	2	2	4	5	3.3
Mt. Baker	3	5	4	4	2	3	3	5	3.6
Youthful Offender Program	2	2	3	3	2	2	5	2	2.6

PROGRAM COMPONENT

RATING SCALES

Table 30

Scale Value	Criteria
A. Diagnosis	
1.	No diagnostic methods used by YSB.
2.	Non-specific diagnostic methods or sometimes specific and sometimes no methods for some youths.
3.	One of the following: a. Specific and comprehensive methods which include information on physical, emotional and intellectual factors. or b. Specific methods which include an interdisciplinary diagnostic team. or c. Specific methods which include the use of objective test instruments.
4.	Any two of the above criteria in scale value 3.
5.	All three of the above criteria in scale value 3.
B. Restitution	
1.	No restitution program.
2.	Restitution used infrequently and only on an individual basis. No systematic implementation.
3.	In-house restitution program which varies according to the worker responsible for the youth.

Table 30, continued

Scale Value	Criteria
4.	Systematic restitution program which requires the youth to appear before a board that determines restitution.
5.	Systematic restitution including an appearance before a board and a teaching lesson about restitution for the youth and his/her family.
C. Program Structure	
1.	No structure or set of procedures for program operation.
2.	Some structure, but not written down.
3.	Some program structure or procedures written down which are used.
4.	Some parts of the program are highly structured and written down.
5.	All major aspects of the program are highly structured and written down.
D. Variety of Program Services	
1.	No program services for legal referrals.
2.	At least two major program service for legal referrals.
3.	At least three distinct program services for legal referrals; with the various forms of counseling as one service.

Table 30, continued

Scale Value	Criteria	
4.	At least four distinct program services for legal referrals.	
5.	Five or more different types of program services for legal referrals provided for a number of youth.	
E. Extent of Program Follow-up	1.	No follow-up.
	2.	A letter or memo to the referral agency at the termination of services or some follow-up by phone to some youths.
	3.	Follow-up with the youth and the individuals responsible for the youth's progress in the various areas of his/her life.
	4.	Follow-up with the youth, parents and community agency staff for all youth for at least six months.
	5.	Follow-up specifically with each youth on practicing new, more positive ways of performing in the youth's problem areas.
F. Family Involvement	1.	No family involvement or involvement by the family only at the beginning of YSB service delivery to the youth.
	2.	Family involvement at the beginning of the youth's program and at some other key decision point.

Table 30, continued

Scale Value	Criteria	
3.	Family involvement at the beginning, at various key points and systematically involved in at least one major program service delivered to the youth.	
4.	Family systematically involved in the youth's diagnosis, the accountability, some program service and follow-up.	
5.	In addition to the above under level 4, each family is diagnosed and delivered specific skills to improve their functioning as a family.	
G. Feedback to Referral Agencies	1.	No Feedback.
	2.	Feedback is provided only on several youth in general.
	3.	Written feedback is provided on each youth through a form letter.
	4.	Personal feedback is provided on each youth or more specific written feedback is provided.
	5.	Both written feedback and personal feedback is provided to the referral source.
H. Community Interaction of the Youth Service Bureau	1.	No interaction.
	2.	Minimal interaction with other community agencies.

Table 30, concluded

Scale Value	Criteria
3.	Some interaction with other community agencies and various community agencies.
4.	Regular contact with other community agencies, and community leaders.
5.	Weekly contact with other community agencies, and city or county governmental officials.

Mt. Baker received the highest rating, 5, for the restitution programs because it utilized an appearance by the youths and their parents before a community board. The Mt. Baker program also utilized a systematically presented teaching lesson for the youth and his or her parents about restitution. In the area of program structure, Bremerton received the highest rating, 5, because the major program components were highly detailed and systematic. In addition, the programs and system had the procedures documented in writing. However, Bellevue Y.E.S., Mercer Island and Mt. Baker also had highly systematic program structures. They were only rated lower, 4, because it was not documented in writing as well as Bremerton's program.

Bellevue Y.E.S. provided the greatest variety of programs itself, with a regular, nightly Drop-In Center, an alternative school program, a restitution program, various forms of counseling, and temporary shelter care. Mercer Island and Mt. Baker both had a high variety of existing programs and were developing new programs during the course of this study. Only Bremerton scored very high on follow-up with a rating of 4. Follow-up services involve checking with the youths or parents after services have been terminated and delivering additional help. Follow-up provides a transition where the youth is taught how to solve problems on his own since the YSB direct services have terminated.

Most of the programs as evidenced by the program structure and the diagnosed problems recognized the importance of the youth's family. However, the family was generally only involved in one

aspect of the program, like the initial diagnosis. Only Bremerton systematically involved the youth's family in diagnosis, determining the youth's accountability, the delivery of services, and follow-up.

The Youthful Offender Program had the highest rating, 5, on feedback to the referral agency. Because the Youthful Offender Program counselors were officed in the law enforcement precinct headquarters there was the opportunity for both written and personal feedback to the patrol officers who had picked the youth up.

Three programs, Bremerton, Mercer Island, and Mt. Baker all had the highest rating on the degree of interaction between the YSB and the community. They each had both weekly contacts with other community agencies and weekly contacts with city and governmental officials. Bellevue Y.E.S. received a 5 rating also, but it was because of its extensive volunteer program. The highest total rating was 3.9 for Bremerton. The next highest total ratings were for Mt. Baker and Mercer Island with 3.6 and 3.3 respectively. The lowest overall score was received by Olympia, but was still above 2. The program component ratings also show how no YSB at this point was excellent in every area, but yet most of the YSBs had, at least, one area where they were rated superior.

##### 5. Amount of Structure and Length of Participation

As part of each YSBs delivery system it is of use to learn how much of each youth's time was structured by participation in

the YSB. The amount of time structured can be viewed as punishment from the perspective of the youth and it could be looked at as constructive time when the youth can not get in trouble. Each youth's record was examined to determine the approximate number of hours per week the youth's time was in some way taken up by the YSB. If the youth was working on a restitution project, then those hours were calculated as time that was structured. If the youth was in counseling then that time was calculated as time that was under control by the YSB.

Table 31 presents the average number of hours per week which were structured for the youth as a result of participation in each Youth Service Bureau. The program with the greatest amount of structure was Bremerton, which included a lot of youth being placed in group homes outside their own home. From earlier sections it will be remembered that the Bremerton program worked with more delinquent youth who had committed on the average more than four offenses per youth. Therefore, as a result of the diagnostic meeting, a series of program recommendations were implemented which resulted in a series of strong interventions in the youth's life. The Mt. Baker YSB averaged 4.6 hours of intervention per youth, which was primarily restitution work hours.

The remaining five Y.S.B. programs averaged from 1.3 to 1.9 hours of structure per week. For most of the youths that represented about one hour of counseling per week. However, Bellevue Y.E.S., Bellevue Conference Committee and Mercer Island had a

SUMMARY OF THE AVERAGE AMOUNT  
 OF THE YOUTHS' TIME STRUCTURED AS A  
 RESULT OF YOUTH SERVICE BUREAU INTERVENTION

Table 31

Youth Service Bureau Site	Average Amount of Youths' Hours Per Week Structured as a Result of YSB's Intervention
Olympia	1.7 hours
Bremerton	70.3 hours
Bellevue Y.E.S.	1.6 hours
Bellevue Conference Committee	1.3 hours
Mercer Island	1.9 hours
Mt. Baker	4.6 hours
Youthful Offender Program	1.3 hours
Average total	11.0 hours

number of youth in restitution programs. The implication is that youths from those programs averaged less hours per week of work, compared with the Mt. Baker restitution program.

The amount of time from the youth's intake to the youth's termination in the YSB was calculated. The average amount of participation time is presented for each YSB in Table 32. The time for Bremerton is listed as 5 months. However, youths at Bremerton participate in the program from the entry point to their 18th birthday. The actual length of participation, then, is almost three years per youth. However, for the purposes of this study a 5 month period was utilized as the intensive service delivery time. The next highest length of participation was 4.8 months for the Youthful Offender Program. Bellevue Y.E.S. had 2.6 months while Mercer Island youths participated for an average of 2.5 months. The shortest length of participation was 1.7 months in the Mt. Baker program. It may be remembered from the preceding table that Mt. Baker had the greatest number of hours per week of structure for the YSB with a restitution program. It can be concluded that Mr. Baker hits the youth hard for a short amount of time. Data in the following major section will also address this issue.

#### 6. Parental Involvement

The remainder of this section will deal with the types of family or parent participation in the YSB program. Each YSB director was interviewed regarding the different ways in which

AVERAGE LENGTH OF PARTICIPATION

IN THE YOUTH SERVICE BUREAU PROGRAM PER YOUTH

Table 32

Youth Service Bureau Site	Average Length of Program Participation
Olympia	2.1 months
Bremerton	5.0 months*
Bellevue Y.E.S.	2.6 months
Bellevue Confer- ence Committee	1.9 months
Mercer Island	2.5 months
Mt. Baker	1.7 months
Youthful Offender Program	4.8 months
Average Total	<hr/> 2.9/months

\*Length of participation in Bremerton is based upon total time from youth's entry until his or her 18th birthday. In order to calculate during and post program offenses for Bremerton, 5 months was used as intensive service delivery time.

parents were involved in their program. Table 33 lists the various forms of parent involvement in the youth's YSB programs. Bremerton involved parents in the greatest variety of services, while the Youthful Offender Program had the next widest range of activities. Bellevue Y.E.S. involved parents on an individual basis, while the director of the Olympia and the director of the Youthful Offender Programs both spoke about the difficulty of getting parents involved in their programs.

Once again we see that the Mercer Island program emphasized dealing with the youth more than the parent, and holding the youth responsible for his or her behavior. That program tried to communicate to the youths the perspective of how soon they would be on their own. Communicating that sense of responsibility could possibly impact the youth's attitudes and subsequent behavior.

Table 34 presents the average number of hours that parents were involved in each YSB's counseling program. The average number of hours of parental involvement across all sites per youth was 2.8 hours in counseling. The Youthful Offender Program had the greatest number of hours, 7.6 hours per youth. Bremerton had the next greatest amount of parent time in counseling with 6.8 hours. Bellevue Y.E.S. and Mercer Island had about two hours per youth of parental involvement. Mt. Baker's parents for the 41 youths studies had no involvement in counseling.

The final table, Table 35, of this section documents the average total number of hours of parental participation in the YSB

SUMMARY OF HOW PARENTS ARE USUALLY  
INVOLVED IN EACH YSB PROGRAM

Table 33

Youth Service Bureau Site	How Parents are Usually Involved in the Program
1. Olympia	<ul style="list-style-type: none"> <li>a. Call to parent.</li> <li>b. Attend first appointment.</li> <li>c. Parents are usually not involved in the program.</li> <li>d. Hard to get parents to come.</li> </ul>
2. Bremerton	<ul style="list-style-type: none"> <li>a. Parents are interviewed as part of the social history.</li> <li>b. Parents attend the diagnostic meeting, where accountability is stressed.</li> <li>c. Get parents to try to help.</li> <li>d. Parents involved at intake.</li> <li>e. Parents receive services.</li> <li>f. Parents involved in follow-up contacts.</li> </ul>
3. Bellevue Y.E.S.	<ul style="list-style-type: none"> <li>a. Individual case basis.</li> </ul>
4. Bellevue Conference Committee	<ul style="list-style-type: none"> <li>a. Parents attend the Conference Committee Meeting.</li> </ul>
5. Mercer Island	<ul style="list-style-type: none"> <li>a. Parents involved at the beginning.</li> <li>b. After restitution has been negotiated.</li> <li>c. Leave door open to parents, but the responsibility is on youth.</li> </ul>
6. Mt. Baker	<ul style="list-style-type: none"> <li>a. Parents involved in intake and diagnosis.</li> <li>b. Parents are involved in the accountability board process.</li> </ul>

Table 33, continued

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Youth Service Bureau Site	How Parents are Usually Involved in the Program
7. Youthful Offender Program	<ul style="list-style-type: none"><li>a. Intake interview.<ul style="list-style-type: none"><li>1. Parents do not show up or postpone alot.</li></ul></li><li>b. Parent counseling.</li><li>c. Parent teaching (discipline, family structure).</li><li>d. Phone contact with parents to find out how things are going on around the home.</li><li>e. Close case if parents resistive.</li></ul>

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AMOUNT OF FAMILY PARTICIPATION

IN COUNSELING PROGRAM

Table 34

Youth Service Bureau Site	Mean Amount of Hours
Olympia	.8
Bremerton	6.8
Bellevue Y.E.S.	2.3
Bellevue Conference Committee	.3
Mercer Island	1.9
Mt. Baker	.0
Youthful Offender Program	7.6
Average Total	2.8

TOTAL AMOUNT OF FAMILY

PARTICIPATION IN THE YOUTH SERVICE BUREAU

Table 35

Youth Service Bureau Site	Mean Amount of Hours Per Youth
Olympia	1.7
Bremerton	12.7
Bellevue Y.E.S.	3.6
Bellevue Conference Committee	2.3
Mercer Island	3.9
Mt. Baker	4.0
Youthful Offender Program	9.6
Average Total	5.3

programs. This average number of hours includes hours spent by the parents in counseling, involved in intake and diagnosis and hours of participation in the accountability and restitution programs. Bremerton had the greatest total amount of family involvement with 12.7 hours per youth. The second largest number of hours was 9.6 per youth in the Youthful Offender Program. Mt. Baker had four hours per youth while Mercer Island had 3.9 hours per youth of family involvement. Bellevue Y.E.S. had 3.6 hours and Bellevue Conference Committee had 2.3 hours per youth. Olympia had the least number of total hours per youth of family involvement, with 1.7 hours.

This section has presented a considerable amount of information regarding each of the seven YSB's system for delivering services to the youths in the study. The purpose of the next group of findings will be to describe the data which was collected regarding the major services provided to the youths.

## F. Evaluation of the YSB Services Received by the Youths

It may be remembered from the previous section that the two main forms of YSB services received by the youths in this study were either restitution or some form of counseling. Those two services were evaluated for each of the seven youth service bureaus and will be discussed shortly. In addition, the Bremerton YSB, which is unique in terms of community-based programs, will be described in the third part of this section.

### 1. Accountability and Restitution Programs

There are several forms in which accountability was used by the selected youth service bureaus. The youths were held accountable for their past behavior and required in some instances to make some level of an admission of guilt. Three programs, Olympia, Bellevue Y.E.S., and the Youthful Offender Program discussed the youth's past offense with him or her in basically a low key fashion. The Mercer Island program staff had the youth present in some detail what he or she had done that was unlawful. They talked to the youths about alternate courses of action that had been available and the consequences of the offense.

The Bremerton program utilized the diagnostic meeting which was attended by approximately 10-15 representatives of different groups which had been working with the youth. At this meeting the youth's unlawful behavior was extensively discussed including why and how the youth should be held accountable. The youths did not

necessarily admit their guilt in this situation though they did agree to some of what was presented. Both the Mt. Baker YSB and the Bellevue Conference Committee required the youth to admit his or her guilt at some point in the proceedings, including the fact that they had been wrong. The above ways in which the youth was required to discuss his or her culpability could have resulted in a treatment effect in terms of reducing subsequent delinquent behavior.

The second major form in which accountability was present was the manner in which several of the selected YSBs required appropriate participation from the youths in the YSB program. The youths and their parents in the Olympia program received a formal letter in the mail which stated that non-participation in the program would result in the case being referred to Juvenile Court for action. In the Bremerton, Mt. Baker and Bellevue Conference Committee meetings, the youth and his or her parents were informed face to face that non-performance meant the youth's case would be referred on for more serious attention. Also in the Bremerton program, the treatment plan is written into the court order for the youth by the Juvenile Court. In the Mercer Island program the consequences of non-participation were individually communicated to the youth by the counselor working with the youth.

The Bellevue Y.E.S. program utilized an implied threat that the youth's case might be turned over to the juvenile court, but

tried to stress to the youth that participation was voluntary. The Youthful Offender Program counselors used no threat for non-participation, though individual patrol officers or detectives who arrested the youths did make such threats. The results of the various methods for trying to hold the youth accountable for participation in the program will be observed in the next section. It can be seen above that, though participation in the above YSBs is legally a voluntary matter, there is at different levels some form of compulsion upon the youth to participate in the program.

The last major form of accountability is the actual restitution program itself where the youth is required in some way to pay back to the community or the victim for the trouble he or she caused. Table 36 presents the summary of the number of youths who participated in some form of a restitution program. The total number of youths across all sites involved in restitution programs was 112, while there were 155 non-participants. Of the 112 youths participating in the service, 95, or 85%, successfully completed their assigned restitution.

Mt. Baker had the greatest number of youths participating in the restitution program, 41 youths or 100% of the sample. Mercer Island had the next largest group of youths with 31 participants. A very interesting finding is that the Juvenile Conference Committee which was established to require youths to make some form of restitution, did not impose that requirement on 18 or 51% of the youths appearing before the Committees. For those 18 youths

SUMMARY OF YOUTHS

PARTICIPATING IN A RESTITUTION PROGRAM

Table 36

Youth Service Bureau Site	<u>R e s t i t u t i o n</u>		Total Restitution Participants	Total Non-Restitution	Total Youth
	Number of Successful Completions	Number of Non-Completions			
Olympia	1	0	1	42	43
Bremerton	0	0	0	35	35
Bellevue Y.E.S.	17	0	17	15	32
Bellevue Conference Committee	16	1	17	18	35
Mercer Island	22	9	31	9	40
Mt. Baker	35	6	41	0	41
Youthful Offender Program	4	1	5	36	41
Total	95	17	112	155	267
			42%	58%	

it was generally determined that the family and youth were sufficiently handling the problem and did not need to enter into a restitution program. The Bellevue Y.E.S. had 17 youths involved in restitution programs and all of them successfully completed their programs. The Youthful Offender Program had 5 participants while the Olympia program had only one. There were no participants in a restitution program from the Bremerton YSB.

Table 37 presents the type of restitution that was required from each site. In some cases a youth was required to complete more than one type of restitution. For example, a given youth may have had to complete some number of community service hours and write a letter of apology to the victim. The most frequently required form of restitution across all of the sites was community service where 80 youth or 71% participated. The second most common form of restitution was monetary and involved 23 youths. Ten youths had to write letters of apology and 10 youths were required to write some type of essay.

Eight youths had to make a personal apology to the victim while only two youths had to work for the victim. One youth was required to personally return the property that was stolen. In all, there was a total of 134 restitution assignments. The Mercer Island program tended to use the widest range of alternative approaches to restitution. However, for Mercer Island, Bellevue Y.E.S., Bellevue Conference Committee and Mt. Baker, community service work was the most common form of restitution required.

TYPE OF RESTITUTION  
COMPLETED BY YOUTH SERVICE BUREAU YOUTHS

Table 37

Youth Service Bureau Site (Number of Youths)	Money	Community Service Work	Work for Victim	Essay or Paper	Letter of Apology	Personal Apology	Return Stolen Property Personally	Total
Olympia (1)	1	0	0	0	0	0	0	1
Bremerton (0)	0	0	0	0	0	0	0	0
Bellevue Y.E.S. (17)	5	12	0	0	0	4	0	21
Bellevue Conference Committee (17)	3	10	0	4	0	0	0	17
Mercer Island (31)	8	16	0	6	7	2	1	40
Mt. Baker (41)	3	40	0	0	3	1	0	47
Youthful Offender Program (5)	3	2	2	0	0	1	0	8
Total Number of Youths (112)	23	80	2	10	10	8	1	134

Monetary restitution was the most common type for the Youthful Offender Program and was the form of restitution required for the one youth from the Olympia YSB.

The above discussion has described the various types of restitution which were used for the 112 youths in the study. Now it is necessary to examine the amount of restitution which was required by each site for each type of restitution. Table 38 presents the average amount of money which was required to be paid back per youth participating in this form of restitution. The average amount for all youth having to pay back money was \$43.74. The Youthful Offender Program required the largest amount of monetary restitution per youth with \$54.33 for the three youths having to pay back money. Mercer Island required the next largest amount, \$49.63. Bellevue Y.E.S. had the least amount of financial restitution with only \$10.50.

The next table, Table 39, answers the question, how much community service was required of the youths with this form of restitution. The average number of hours of community service required across all sites was 15.8 hours. Mt. Baker required the greatest number of hours, 19, per youth. It may be remembered that the Mt. Baker program had an average length of participation of 1.7 months, which means that the youths were assigned a lot of community service hours and required to complete them in a short amount of time. The Bellevue Conference Committee required 16 hours per youth while Bellevue Y.E.S. required 13.2 hours. Mercer

MEAN AMOUNT OF MONEY  
PAID BACK AS RESTITUTION

Table 38

Youth Service Bureau Site	Mean Amount
Olympia	\$ .00
Bremerton	\$ .00
Bellevue Y.E.S.	\$10.50
Bellevue Conference Committee	\$48.00
Mercer Island	\$49.63
Mt. Baker	\$35.33
Youthful Offender Program	\$54.33
Average Total	\$43.74

MEAN AMOUNT OF HOURS SPENT  
IN COMMUNITY SERVICE AS RESTITUTION

Table 39

Youth Service Bureau Site	Mean Amount of Hours
Glympia	0
Bremerton	0
Bellevue Y.E.S.	13.2
Bellevue Conference Committee	16.0
Mercer Island	11.7
Mt. Baker	19.0
Youthful Offender Program	4.7
Average Total	15.8

Island required only 11.7 hours of community service. Whereas the Youthful Offender Program required the greatest amount of monetary restitution, it required the least amount of community service hours, only 4.7 hours per youth.

Table 40 presents the average number of written essays required per youth at each of the sites. Bellevue Conference Committee, Mercer Island and Mt. Baker only required the youth to complete on one essay when that form of restitution was required. Therefore, when essays were a part of the restitution program for any of the youth in the evaluation study only one essay was required. The same was generally true for written letters of apology. For all youths from Mt. Baker who had to write a letter of apology, Table 41 indicates that only one letter was required. At Mercer Island one letter was required for most of the youths also. One youth had to do more than one letter and hence the average of 1.1 letters for that site.

The different amounts of restitution were combined for each site in Table 42. Each type of restitution was combined with the other types. Therefore, the average number of dollars was added to the average number of hours of community service. It was thought that one hour of community service was equal to approximately one dollar. The letters of apology and essays were assumed to equal one hour of community service and equal to one dollar. In this way it is possible to compare the different amounts of restitution required of each of the bureaus.

NUMBER OF ESSAYS

WRITTEN AS PART OF RESTITUTION

Table 40

Youth Service Bureau Site	Number in Mean
Olympia	0
Bremerton	0
Bellevue Y.E.S.	0
Bellevue Conference Committee	1.0
Mercer Island	1.0
Mt. Baker	1.0
Youthful Offender Program	0
Average Total	1.0

NUMBER OF LETTERS OF APOLOGY WRITTEN  
AS PART OF RESTITUTION

Table 41

Youth Service Bureau Site	Number in Mean
Olympia	0
Bremerton	0
Bellevue Y.E.S.	0
Bellevue Conference Committee	0
Mercer Island	1.1
Mt. Baker	1.0
Youthful Offender Program	0
Average Total	1.1

AVERAGE AMOUNT OF RESTITUTION PER YOUTH

COMBINING AMOUNTS OF THE VARIOUS TYPES OF RESTITUTION

Table 42

Youth Service Bureau Site	Number of Youth in the Restitution Program	Average Total Amount of Restitution for Participants
Olympia	1	Amount unknown for the 1 participant
Bremerton	0	0
Bellevue Y.E.S.	17	11.3
Bellevue Conference Committee	17	18.5
Mercer Island	31	20.2
Mt. Baker	41	21.3
Youthful Offender Program	5	35.8
Average Total	112	19.8

It can be seen in Table 42 that three of the main restitution programs, Mt. Baker, Mercer Island and Bellevue Conference Committee had very similar total amounts of restitution per participant. Mt. Baker required 21.3 units, Mercer Island required 20.2 units, while the Bellevue Conference Committee required 18.5 units. The other major restitution program in terms of number of participants, Bellevue Y.E.S. required only 11.3 units per participant. The Youthful Offender Program required the greatest number of units of restitution with 35.8 for its five participants.

The major conclusions in terms of amount of restitution is that Mt. Baker had the toughest program because it required a lot of restitution to be made within a short amount of time. Mercer Island and Bellevue Conference Committee were the next most demanding while the Bellevue Y.E.S. was the least demanding of the youths' resources. The Youthful Offender Program did not use restitution all that frequently, but when it did, it was the most severe.

The preceding data has described some of the major aspects of the restitution programs. One of the uniquenesses of this study is that after it was begun it was discovered that there were four YSB programs which emphasized restitution and that each program was different in terms of how it implemented restitution. The four programs will now be discussed in terms of their approach to providing this service. The overview of the Mercer Island process of implementing restitution is presented in Figure 8. The service begins with a call to the youth informing him that the YSB expects

RESTITUTION PROCESS OF THE  
MERCER ISLAND YOUTH SERVICES

Figure 8

Initial Interview with Youth

1. "From your perspective, what happened?"
2. Catharsis -- Tell whole story to one person. Complete details.
3. "What were other alternatives?"
4. "How will you behave in the future?"
5. "How did your parents deal with it?"
6. Find out if parents came on too strong.
  - a. Usually youth being punished by parents.
7. Move back to consequences.
8. Describes alternatives to youth.
  - a. Apology
  - b. Essay
  - c. Community Service
  - d. Attend Counseling
  - e. Financial

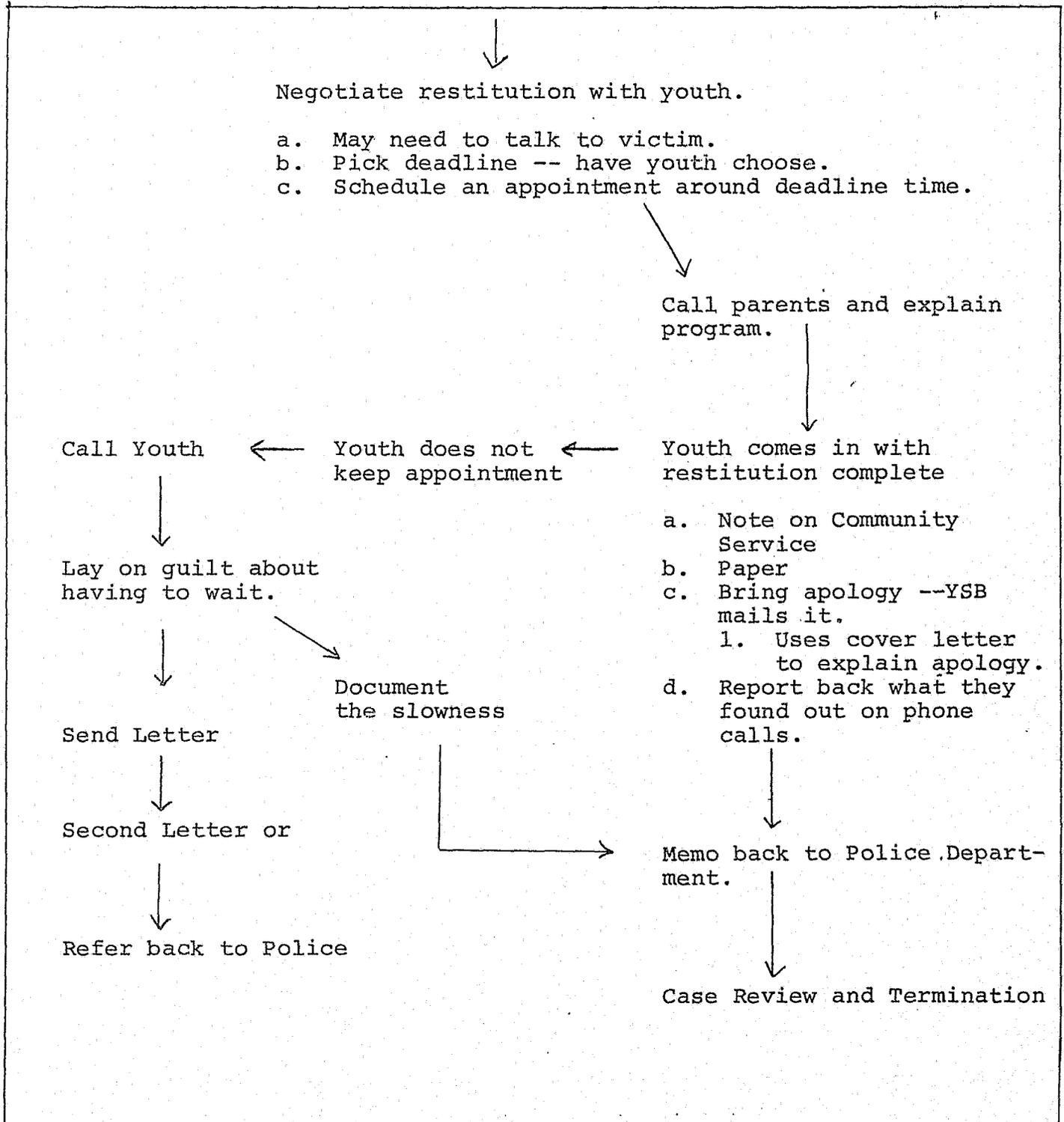


Give youth two additional assignments.

- a. Call police to find out if records will be destroyed because he or she is a juvenile.
- b. Call adult court to find out what would happen if he or she were an adult.



Figure 8, continued



him or her to be responsible for handling the legal problem without extra help from the parents. The YSB counselor sets up a time for the youth to come for the initial interview.

Figure 8 describes the major issues handled in the initial interview. The purpose of having the youth with a legal referral describe the offense incident in detail is to provide some emotional release to the youth by confessing what happened in a non-threatening atmosphere. The YSB counselor also is able to use the problem to teach the youth alternative ways of behaving. The first part of the initial interview provides the counselor with background information which can be used to assess the extent of the youth's problems. The second part of the interview involves explaining the restitution alternatives to the youth and letting them help pick what they want to do.

The Mercer Island counselors also sets the amount of restitution after some communication with the victim. Because some of the youths thought that because they were juveniles they would not have a police record, the counselor required the youth to call the police. The youths then discovered that they would have a record with the police department. As part of the educational aspects of the program the youth was also required to call the adult court to find out what would have happened if she or he had been an adult and committed the same offense. The counselor determines the amount of the restitution, but the youth is allowed to choose within reason how long it will take to complete the assignments. The last

piece of business conducted by the counselor and the youth before he or she goes off to complete the assignment is to schedule an appointment around completion time.

Shortly after the restitution has been negotiated with the youth, the counselor calls the youth's parents and informs them about what has happened and why. After the youth has completed the restitution assignment, he or she comes back to the YSB with documentation of completion. The youth also reports to the counselor on the results of the two phone calls which were assigned. One report entails a call to the courts to determine the results of the same crime when committed by an adult. The second report encompasses information gathered through the police department concerning the youth's police records. The Mercer Island program uses a phone call and several letters if necessary to get youths who are reluctant to complete their restitution motivated. If the phone calls and letters do not work, the case is referred back to the police.

For the youth who did successfully complete the program a memo is sent to the police describing the restitution and how the youth handled it. The case is then briefly reviewed and terminated. The Mercer Island approach is unique in that some teaching occurs with the youth during the meetings with the counselor and the emphasis is upon the YSB working primarily with the youth. The message which is communicated to the youth is that, you got yourself into trouble, now you must assume the responsibility for

working your way out of it. This approach has some advantages in that adolescence is a time when the youth does want to become more independent. The drawback with this procedure is that some families might resent not being involved sufficiently and might try to sabotage the process.

The Mt. Baker restitution program is presented in Figure 9 and on two continuation pages following the description of the home visit. It should be remembered throughout this discussion that the Mt. Baker program dealt with minority youths, whereas the other programs handled mainly white youth. The home visit by the Mt. Baker restitution outreach worker is the beginning point of the restitution program. As can be observed in Figure 9, a number of different issues are discussed. The worker introduces the program to the youth and the parents and establishes its credibility. The worker obtains the consent of the parents for their child's participation in the program. The investigative report information is collected to help diagnose the youth's needs in a restitution program. For example, the question regarding the youth's daily and week-end routine not only provides the worker with a capsule picture of the youth's life, but gives information which may be used in planning a restitution work schedule. Each part of the investigative report has a similar purpose in information gathering.

Throughout the home visit the Outreach Worker is warm and understanding, but does not allow the youth or parents to turn the visit into a counseling session. The worker also tries to get an idea of the parent's ability to control their child's behavior and

RESTITUTION PROCESS OF THE  
MT. BAKER YOUTH SERVICE BUREAU

Figure 9

Home Visit with youth and parents.

1. Explain program: There have to be consequences.
2. Establish if youth will acknowledge guilt.
3. Have consent form signed.
4. Set date for accountability board hearing at their convenience.
5. Complete investigative report on youth.
  - a. Describe background on the offense.
  - b. "Are you willing to come before the accountability board and tell them what you told me?"
  - c. Describe school -- grades, attendance who knows you.
  - d. What is your routine -- daily and weekend.
  - e. "What do you do for money?"
  - f. Have you had other police contact.
  - g. Have you had health problems, medication.
  - h. Family history.
  - i. Chores.
  - j. How have your parents handled your offense? Punished?
  - k. How do you feel about going before board meeting.
6. Ask parents their perspective about the youths offense and check what the youth said in the above areas.
7. Be warm and understanding, but do not create a counseling session.

(continued on next page)

Figure 9, continued

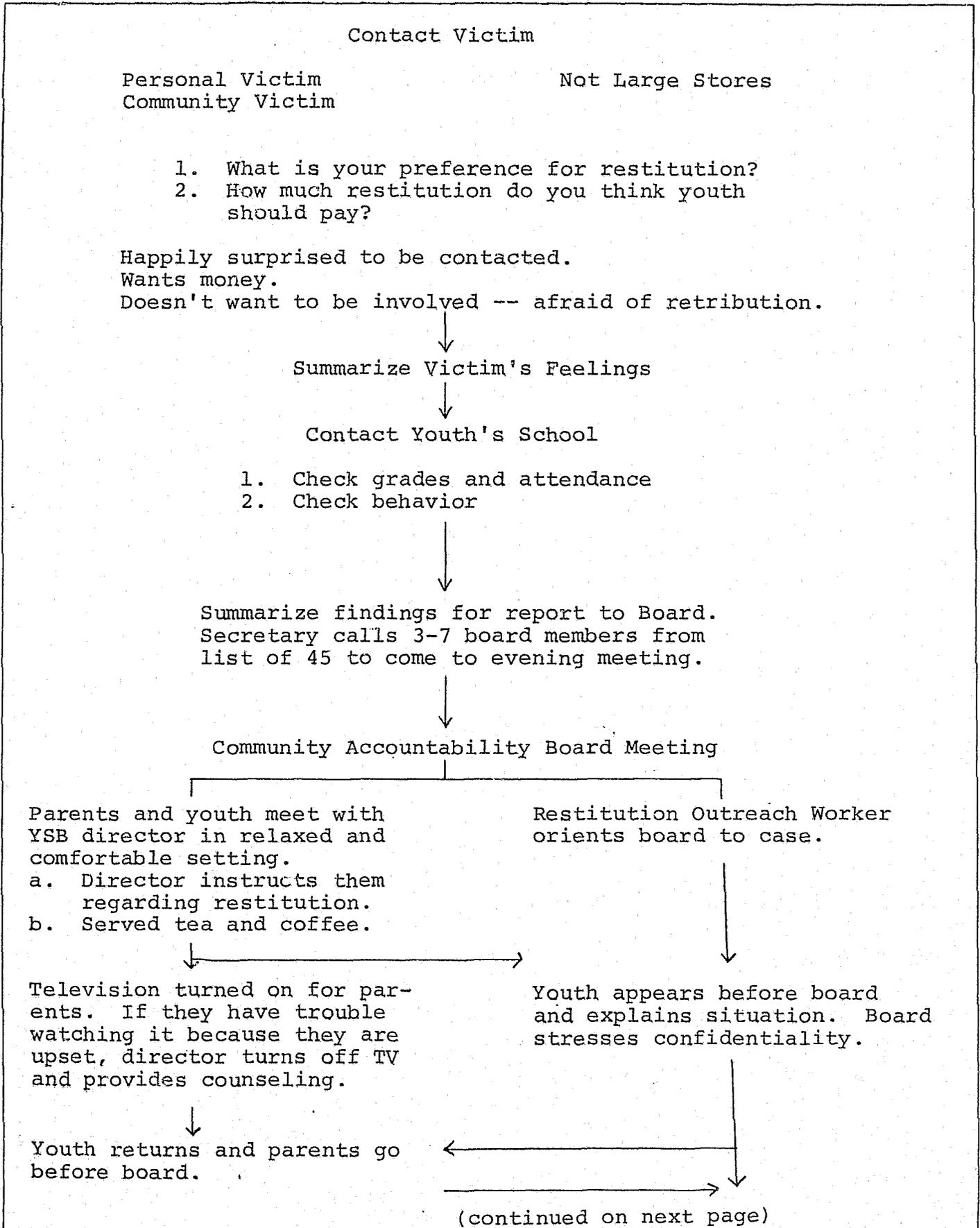
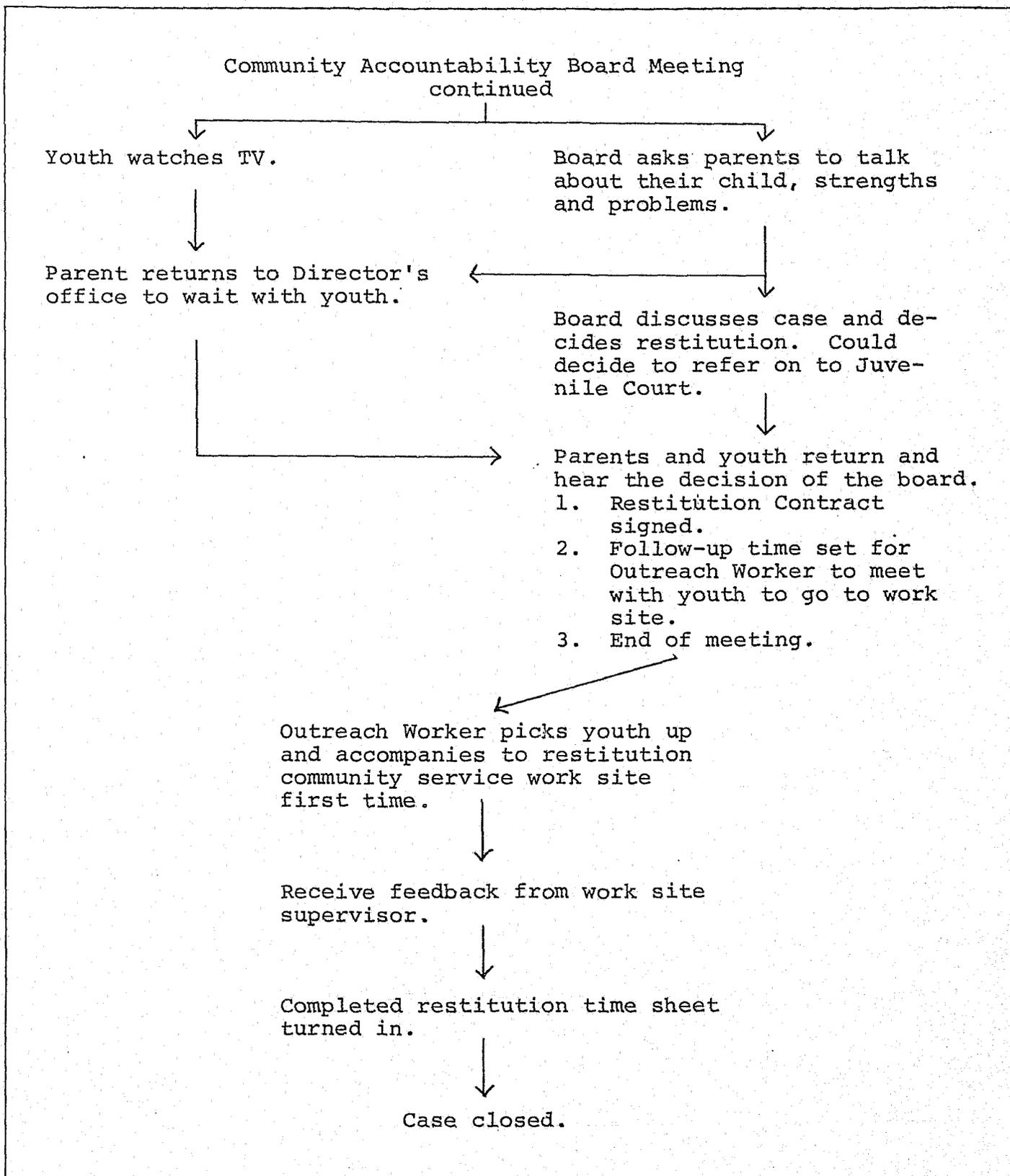


Figure 9, continued



what they have done in terms of punishment already. Both the Mercer Island program and the Mt. Baker program are interested in how the parents have already punished the child, to prevent the combined effects of the parents punishment and the restitution program from being overly severe.

The Mt. Baker staff contacts the youth's victim if it was an individual or a business in the Mt. Baker community. From past experience it has not proven useful to contact the large stores. The victims are asked their perspectives on what the youth should be required to do for restitution. Most of the victims are pleased to be contacted and generally they want money for the problem. The youth's school is contacted to investigate any attendance or behavior problems that the youth may be experiencing.

All of the background information is succinctly summarized for the accountability board meeting. The Mt. Baker community accountability board is composed of three to five individuals selected from a roster of 45 members of the community who are eligible for participation in one of the weekly sessions. The board meets twice a week in the evenings and usually two cases are heard an evening. The format of the accountability board meeting involves a fairly systematic process which has been diagrammed in Figure 9. The key to the process is that the Mt. Baker YSB director uses the relaxed setting of his office to work with the youth and the parents throughout the meeting while one or the other is with the board. The Director also meets with the youth and parents at the beginning and

diagrammatically explains the restitution and accountability process. A main point in his teaching lesson is that the youth, after committing the offense, has to earn his or her way back into being a part of the community, and that after completing the restitution, the community will accept him or her back.

The Community Accountability Board members meet with the restitution outreach worker to go over the youth's case, while the youth and his or her parents are with the director. The youth appears first before the board alone and describes the offense and its background. The board maintains both formality and concern. Their concern is communicated by their attentiveness to the youth and some warmth in their manner as they question the youth. Formality is communicated by having all of the board members sitting on one side of a conference table with the youth sitting alone on the other side. While trying to communicate warmth and interest, the board makes it clear to the youth that they do not in any way excuse or condone the unlawful action taken by the youth.

The board then meets with the parents alone to get any of their views about their child and the problem. After the parents are finished and wait back in the director's office, the board discusses and agrees upon what will be required of the youth. The parents and the youth then come before the board to learn what the restitution requirements are going to be. At the end of the board meeting, the youth signs a restitution contract and sets up an appointment to go with the outreach worker to the restitution assignment

site. The board and the worker try to select a work site for the youth which will involve the youth in work tasks which might leave him or her with a favorable attitude about work. Perhaps, because of this consideration the board is not reluctant to assign a large number of hours of restitution work.

The outreach worker schedules the first work session and accompanies the youth to the work site the first time. Because a number of the youths may be either afraid or unconcerned about doing the work, they might never show up in the absence of the outreach worker initially taking them. The youth continues his or her work assignment until it is completed and documentation of its completion is received by the YSB. The youths case is then closed.

A major uniqueness of the Mt. Baker restitution program is its emphasis upon the community being hurt by the youth's actions and the responsibility of the youth to work his way back into the community by paying something back. The Mt. Baker program has also addressed an important issue in trying to make the restitution work experience somewhat favorable. Otherwise, the message which is being communicated to the youth is that when you do bad, you are punished by being made to work. Such a message could engender in the youth negative attitudes towards work. Mt. Baker tries to handle this issue by trying to select a work experience which matches the youth's interests.

The restitution program utilized by the Bellevue Conference Committee is presented in Figure 10. It primarily utilizes one

RESTITUTION PROCESS OF THE  
BELLEVUE CONFERENCE COMMITTEE

Figure 10

Juvenile Court refers youth.



Letter sent to parents by Conference Committee volunteer secretary. Parents told to call secretary to set up appointment to appear before Committee.



Parents call. Meeting scheduled.



Conference Committee secretary checks to see if youth has been referred prior within one year.



Conference Committee meeting held.

1. Introduction given to parents.
2. Parents leave the room, Committee talks to youth.
3. Youth leaves the room, Committee talks to the parents.
4. Committee meets alone to determine disposition.
  - a. Adjust and require no further actions by family.
  - b. Assign restitution.
  - c. Refer back to Juvenile Court.
5. Inform youth and parents of disposition. Time limit set on restitution.



Youth does restitution.



Conference Committee team secretary does follow-up.



When restitution complete, case closed by Committee.

meeting with the youth and his or her parents to implement the program. The Bellevue Conference Committee is similar to the Mt. Baker Community Accountability Boards in that it is composed of interested citizens from the community who volunteer their time. The Bellevue Conference Committee is a part of the system of Conference Committees established and supported in King County. The program is run entirely by volunteers, including the secretary, except for one evening a week of the time from two King County juvenile probation officers. The officers attend the Conference Committee meeting and serve as consultants to the members.

The restitution program begins with a letter and brochure being sent by the Conference Committee secretary to the parents. A unique aspect of this program is that the parents are required to initiate the first phone call. The letter instructs the parents to call the YSB within a specified time. The purpose of the phone call is to schedule the Conference Committee Meeting at a convenient time. The secretary checks to make sure that the youth has not participated in the program within the previous twelve months. As an inducement to the youths to stay out of trouble for at least twelve months, they are told that if they commit another offense within that time it will be handled by the Juvenile Court.

The next major step in the process is for the youth and his or her parents to attend the Conference Committee meeting. The basic process used by the Conference Committee is to clarify the purpose of the meeting, talk to the youth alone, talk to the

parents alone and then meet without the parents or the youth to determine the disposition. The major dispositions are to assign restitution, refer back to the juvenile court, or adjust. Youths are referred back to the juvenile court if they have already been seen within one year, if they appear to still have problems or if they do not go along with the restitution requirements.

A youth's case is adjusted and no restitution is required if the youth appears properly concerned and regretful, and the parents are actively handling the problem. It may be remembered from Table 36 in this section how almost half of the youths studied from the Bellevue Conference Committee did not have to do restitution. For most of those youth, their case was adjusted. After the Conference Committee has determined the proper disposition, the youth and parents are brought back to meet with the Committee. They are informed of the Committee's decision. If some form of restitution is the chosen alternative, a time limit is set by which time the youth should have the assignment completed.

The youth then works on the restitution project until it is completed. The Conference Committee team secretary checks with the youth until the restitution is completed. When some form of documentation is presented indicating that the assignment was properly executed, the youth's case is closed. A unique aspect of the Bellevue Conference Committee restitution program compared to the other YSBs is the almost total reliance on volunteers to implement the program. With the use of volunteers, the direct costs of the program are very low.

The final restitution program which was evaluated was the Bellevue Y.E.S. program. The overview of the process is presented in Figure 11. The program utilizes a volunteer, para-professional intake workers who are community members. In this sense there is a community accountability aspect in the program. The intake worker in the first contact with the youth tries to gain enough information about the youth to formulate an individualized approach to the youth's restitution and any counseling needs which are indicated. After the intake interview, the intake worker meets with the YSB staff intake supervisor. Together they try to determine what type of restitution assignment would best help the youth.

The agreed upon restitution assignment is then discussed with the youth's parents either by phone or in person. The assignment for most youths is a certain number of community service hours. However, if a youth has been involved in causing some form of monetary damage then the youth must pay back the victim. A volunteer worker helps the youth get involved with the community service work assignment. After the youth completes the restitution, the community agency for which he worked sends documentation of the youth's successful completion of the program. At that point the youth's case is closed. The strongest difference between the Bellevue Y.E.S. restitution programs and the other programs is its emphasis upon an individualized approach. It also, like the Conference Committee program, had a strong reliance upon volunteer help.

RESTITUTION PROCESS FOR  
BELLEVUE Y.E.S.

Figure 11

Police Referral



Intake Worker schedules appointment with youth.



Intake Worker sees youth.

1. Learns about background of offense.
2. Determines youth's attitude about offense.



Intake Worker meets with Intake Supervisor to determine youth's restitution.

1. If monetary damage was involved, require youth to pay victim
2. Generally assign community service hours.
3. Try to individualize restitution assignment in terms of what would best help the youth.



Restitution assignment discussed with youth's parents; either meeting or phone call.



Volunteer worker helps youth start working in a community agency.



Youth completes restitution.



Community agency sends documentation of youth's satisfactory completion.

The above discussion has presented four different major types of restitution programs which were utilized in YSB diversion programs for first time juvenile delinquent offenders. Two of the programs emphasized determining restitution by board hearings and committees, Mt. Baker and the Bellevue Conference Committee. The other two programs utilized either professional or paraprofessional counselors to determine the restitution, Mercer Island and Bellevue Y.E.S.. The unique aspects of each program were also described.

## 2. YSB Counseling Services

In a preceding section it was reported that the most frequently delivered service for the group of seven YSBs as a whole was some form of counseling. When each youth's case record was examined to discover the type of services which were provided the following information regarding counseling was collected. Table 43 presents an overview of the number of youth who participated in counseling from each site. Overall there were 178 youths, or 67% who received some form of counseling. This finding means that, at least, two-thirds of the group of 267 youths received counseling during the course of their involvement with the Youth Service Bureau.

The YSB with the greatest proportion of counseling participants was the Youthful Offender Program with 100%. Mercer Island had 98% of its youth involved, while Olympia had 84% participation.

SUMMARY OF COUNSELING

SERVICES PROVIDED

Table 43

Youth Service Bureau Site	Counseling Services Provided		No Counseling		Total Number of Youth
	Number	Percent	Number	Percent	
1. Olympia	36	84%	7	16%	43
2. Bremerton	23	66%	12	34%	35
3. Bellevue Y.E.S.	24	75%	8	25%	32
4. Bellevue Conference Committee	13	38%	22	62%	35
5. Mercer Island	39	98%	1	2%	40
6. Mt. Baker	2	5%	39	95%	41
7. Youthful Offender Program	41	100%	-	-	41
TOTAL	178	67%	89	33%	267

1. It should be recognized that the Bellevue Conference Committee form of counseling was primarily composed of the interaction between the youths and his or her parents and the Conference Committee which occurred at the Conference Committee meeting. Youths in this program who needed more intensive counseling were referred to the Bellevue Y.E.S. program and other programs.

Bellevue Y.E.S. had 75% of its sample receiving counseling. It should be pointed out that almost all of the Mercer Island youths received both restitution and counseling. For youths receiving both, the counseling generally focused on their restitution program. The Bremerton program had 66% involvement with the service, while Bellevue Conference Committee only had 38% participation. The YSB with the least number of youth receiving counseling was Mt. Baker with only two youths or 5 % receiving some type of counseling. Therefore, the major counseling programs were the Youthful Offender Program, Mercer Island, Olympia, and Bellevue Y.E.S.

The next table, Table 44, describes the type of counseling which was provided for each of the youths. The major forms of counseling are individual, which involves the youth alone with a counselor; group counseling with one or two adult counselors working with a group of youths; and family counseling. Family counseling is when one or two counselors meet with the youth and all or part of his or her family. In this study all three forms of counseling were used as well as some youths receiving family counseling along with either individual or group counseling.

For all of the youths across all seven sites the greatest percentage of the youths participated in the multiple counseling category, 39%, which involved receiving family counseling and individual or group counseling. The primary type of counseling used in the Youthful Offender Program was the multiple counseling approach, with 71% of the counseling participants receiving this form. Mercer Island's most frequent approach was also the multiple counseling approach for 74% of its participants. The most frequent form of counseling received by the youth from Olympia,

TYPE OF COUNSELING SERVICES PROVIDED

Table 44

Youth Service Bureau Site	<u>Individual</u>		<u>Family</u>		<u>Group</u>		<u>Family and Individual or Group</u>	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
1. Olympia	4	11%	2	6%	30	83%	-	-
2. Bremerton	8	35%	12	52%	-	-	3	13%
3. Bellevue Y.E.S.	5	21%	10	42%	2	8%	7	29%
4. Bellevue Conference Committee	3	23%	10	77%	-	-	-	-
5. Mercer Island	7	18%	3	8%	-	-	29	74%
6. Mt. Baker	1	50%	1	50%	-	-	-	-
7. Youthful Offender Program	3	7%	9	22%	-	-	29	71%
TOTAL	31	71%	47	26%	32	18%	68	39%

83%, was group counseling. The Bremerton youths most frequently received family counseling, 52% of the youths. For both the Bellevue Conference Committee and Bellevue Y.E.S. the most frequent type of counseling was family counseling. All of the YSBs utilizing counseling, except for Olympia, emphasized family counseling either alone or in combination with some other approach.

The next area of evaluation of the counseling program was concerned with who provided the counseling. Table 45 summarizes the different options in terms of who did the counseling, the YSB or some referral source. For 84% of the youths receiving counseling across all of the YSBs, their counseling was provided by the YSB itself. For the Youthful Offender Program, Mt. Baker, Mercer Island, and the Bellevue Conference Committee, 100% of the counseling which was provided was provided by the YSB itself. In Olympia and the Bellevue Y.E.S. the percentages for in-house counseling were 86% and 96% respectively. Only the Bremerton program made extensive use of existing agencies with 100% of the counseling referred out.

The above results indicate that the majority of the counseling is provided by the YSB itself. This documents that the Washington State Youth Service Bureaus are more in the role of a direct provider of services than a service broker for other agencies. Only the Bremerton program is consistent with this earlier formulation of what the role of YSB should be. However, the other YSBs in this study assumed the direct delivery of services model because there were no other sources of help for delinquent youths in their communities.

SOURCE OF COUNSELING SERVICES PROVIDED

Table 45

Youth Service Bureau Site	<u>YSB Provided</u>		<u>Referred Out</u>		<u>YSB Provided and Referred Out</u>	
	Number of Youth	Percent of Youth	Number of Youth	Percent of Youth	Number of Youth	Percent of Youth
Olympia	31	86%	0	-	5	14%
Bremerton	0	-	23	100%	0	-
Bellevue Y.E.S.	23	96%	1	4%	0	-
Bellevue Conference Committee	13	100%	0	-	0	-
Mercer Island	39	100%	0	-	0	-
Mt. Baker	2	100%	0	-	0	-
Youthful Offender Program	41	100%	0	-	0	-
<b>Total</b>	<b>149</b>	<b>84%</b>	<b>24</b>	<b>13%</b>	<b>5</b>	<b>3%</b>

Table 46 presents the data for the average number of times each youth was counseled and the average length of counseling. The total averages for both of these factors were calculated both as means and medians because of the heavy influence of the Youthful Offender Program on the total average across all sites. The average number of times the youths received counseling had a mean of 8.4 times and a median of 4.8 times. Therefore the average youth was counseled about 5 times. The Youthful Offender average youth was counseled 17 times while the Bremerton youths averaged 12 sessions of counseling.

Mt. Baker, Mercer Island, Bellevue Y.E.S. and Olympia all averaged between 4-6 counseling sessions per youth. The Bellevue Conference Committee had an average of 1.5 sessions of counseling for its youths. These results indicate that the majority of the programs which had counseling provided between 4-6 sessions of counseling. The Youthful Offender Program had approximately three times more contacts but they were usually short telephone contacts with either the youth or the mother.

The median average length of counseling across all sites was approximately one month. The average length of counseling for the Youthful Offender Program was again the greatest and was over four and one half months. Bremerton's youths averaged almost two and one half months of counseling. Three programs averaged near one month of counseling per youth, Mt. Baker, Bellevue Y.E.S. and Olympia. Mercer Island's youth had almost one and one half months

SUMMARY OF THE AMOUNT OF  
COUNSELING PROVIDED BY THE YOUTH SERVICE BUREAUS

Table 46

Youth Service Bureau Site	Average Frequency Counseled	Average Length of Counseling
Olympia	5.8 times	38.2 days
Bremerton	12.0 times	75.1 days
Bellevue Y.E.S.	4.7 times	24.9 days
Bellevue Conference Committee	1.5 times	14.1 days
Mercer Island	4.3 times	42.7 days
Mt. Baker	4.0 times	30.0 days
Youthful Offender Program	17.0 times	136.4 days
Mean total	8.4 times	62.9 days
Median total	4.8 times	30.4 days

of involvement in counseling, while the youths in the Bellevue Conference Committee were only involved for approximately one half a month. For most of the YSBs in this study the average length of counseling was between two and six weeks.

The final major aspect of the counseling programs which was evaluated was the skill level of the counselors. Each YSB was asked to have the majority of their staff who counseled youth to make an audio cassette tape recording of, at least, one of their counseling sessions. The tape recordings were then rated on a 1.0 to 5.0 rating scale developed by Carkhuff and previously utilized in over 50 studies of counseling psychology. The method involved rating the first counseling response of the counselor to the youth's first statement. Then two intermediate responses of the counselor were rated along with his or her final response. Table 47 presents the four ratings of the various counselors for their submitted counseling sessions. The counselors were instructed to tape and select what they thought was the best representation of how they tried to work with the youths.

The rating scale which was used to evaluate the performance of the counselors is presented in Table 48. The scale emphasizes the counselor responding to the client in such a way that communicates empathetic understanding of the client's feelings and reasons for the feelings. The counselors evaluated in this study were not aware that this particular rating scale would be utilized with their taped counseling session.

COUNSELING AND INTERPERSONAL SKILLS RATINGS

Table 47

	First Response	Intermediate Responses		Last Response
I. Mt. Baker				
Counselor A, Intake	1.5	1.25	2.0	1.5
Counselor B, Intake	1.5	1.5	1.25	1.5
Counselor B, Restitu- tion Intake (Observed)	3.0	3.5	4.0	4.0
II. Union Street				
Counselor A, Intake	1.5	2.0	1.25	2.0
Counselor B, Intake	1.0	1.5	1.25	1.0
Counselor C	3.5	4.0	3.5	4.0
Counselor D, Staff Interview	1.25	2.0	2.0	1.5
III. Bremerton				
Counselor A, Progress Review	1.0	2.0	4.0	2.0
Counselor B Progress Review	1.25	1.25	1.0	2.0
IV. YOP				
Counselor A	1.25	2.0	2.5	3.5
Counselor B	2.5	2.0	3.5	3.5
Counselor C, Intake	2.5	3.5	2.0	2.5
Counselor D, Intake	1.25	2.0	2.0	3.5
Counselor E	2.0	2.0	4.0	2.0
Counselor F	2.0	2.0	4.0	2.0

Table 47, continued

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	First Response	Intermediate Responses		Last Response
V. YES				
Counselor A	2.0	2.0	3.5	3.0
Counselor B	1.5	1.0	2.0	2.5
Counselor C	2.0	2.0	1.5	1.5
Counselor D	1.5	1.5	4.0	2.0
Counselor E	2.0	2.0	3.5	3.0
Counselor F	3.5	2.0	2.5	2.0
VI. Mercer Island				
Counselor A	2.0	4.0	4.0	2.0
Counselor B, 1	2.0	2.0	5.0	3.5
Counselor B, 2	3.0	4.0	2.0	3.5
Counselor C, Intake	1.25	2.0	1.5	1.5

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COUNSELING AND INTERPERSONAL SKILLS RATING SCALE

Table 48

Scale Score	Criteria
1.0	No comment or very inaccurate response.
1.25	"Uh, Uh", "yes", or "Okay".
1.5	Some of the youth's content is responded to.
2.0	Most of the youth's content is responded to or rephrased.
2.5	Youth's feeling is identified and responded to.
3.0	General, but accurate feeling and reason for the feeling responded to.
3.5	Accurate and personal feeling and reason for the feeling responded to.
4.0	Accurate identification of problem and goal or very accurate solution without laying a base by responding to the youth's feelings.
5.0	Accurate solution or first step of a program after accurately responding to the youth's feelings.

Adapted from: Carkhuff, Robert R. Helping & Human Relations  
A Primer for Lay and Professional Helpers, Vol. 1.  
 New York: Holt, Rinehart and Winston, Inc., 1969.

The responses of each YSB's counselors were averaged to arrive at an average level counseling skill for each site. Table 49 presents the average scores which were utilized as program empathy ratings. The highest average empathy score, 2.7, was obtained by the Mercer Island program. The Youthful Offender Program had the next highest score, 2.5. Bellevue Y.E.S. counselors who were mainly volunteers had an average rating of 2.3. Mt. Baker's score was 2.2 while the Olympia average rating was 2.1.

The lowest score was obtained by the workers in the Bremerton program. It may be remembered that the Bremerton program did not do the counseling itself, but referred the youth's to other programs for this service. The counseling scores may appear low on the 5.0 scale, but other studies have reported the average empathy ratings for similar staff to be between 1.5 and 1.7.<sup>1</sup> So in this sense the empathy skill level of the selected YSBs in Washington is above average.

### 3. Description of the Bremerton Community Resources Consolidated Program

The Bremerton program will be discussed in some detail because of its uniqueness as a community based program for more serious delinquent offenders. It will be remembered from an earlier section how the youth in the Bremerton program had committed almost four times the number of offenses as the youth referred to the other programs. As a community-based program Bremerton is also unique

<sup>1</sup>Carkhuff Associates, Texas Juvenile Corrections Master Plan, Austin, Texas, 1975.

PROGRAM EMPATHY RATINGS

Table 49

Youth Service Bureau Site	Average Empathy Score
Olympia	2.1
Bremerton	1.8
Bellevue Y.E.S.	2.3
Bellevue Conference Committee	None
Mercer Island	2.7
Mt. Baker	2.2
Youthful Offender Program	2.5

in that it attempts to get all of the agencies in the community working for the referred youths. During the course of the evaluation study, the Bremerton program was observed.

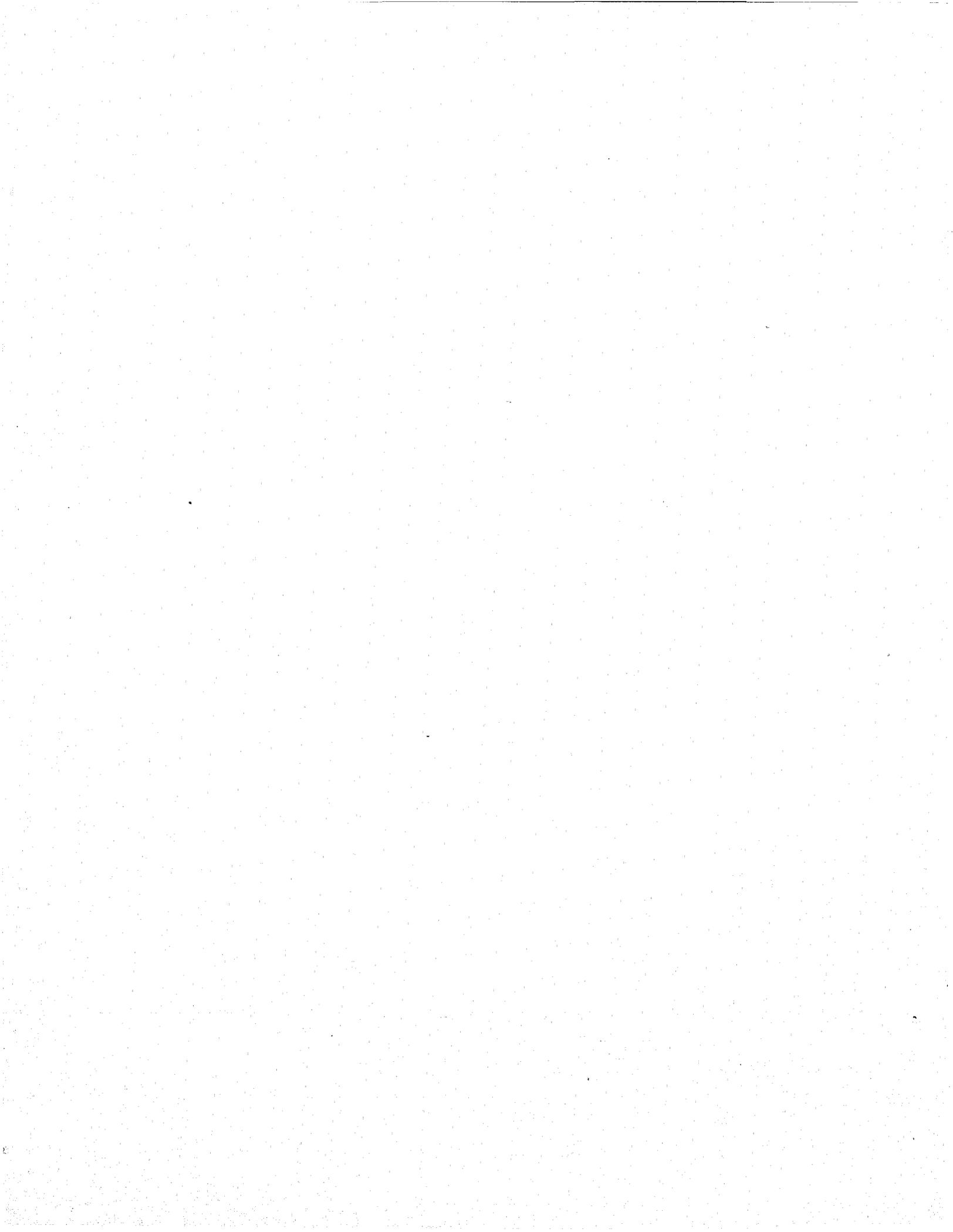
The Community Resources Consolidated, which up to this point has been referred to as the Bremerton YSB, emphasized three main ingredients in working with youth. Intensive community diagnosis, intensive community services, and intensive follow-up. The first aspect of Community Resources Consolidated, CRC, that was observed was the staff meeting that precedes the weekly diagnostic meeting. The staff meeting was very relaxed with different individuals presenting various problems or comments concerning the past week. The meeting had a balance of trying to provide and develop the intellectual resources of the staff members while also focusing on their emotional needs. The relaxation provided an open atmosphere for in-depth and extensive give and take on the various issues that were discussed. Another observation is that different youth were discussed by name. This is interesting because in many staff meetings the clients or the youth are sometimes forgotten and not even mentioned.

After reviewing the past week, the primary focus of the meeting shifted to any particular problems or issues concerned with that day's diagnostic meeting, which would shortly follow. The issues discussed were any particular problems of the youth or the family, which community resource specialist would present the case, and any particular issues that might occur in the meeting. One strength

of the CRC staff is that they know the community resources of their community. They know the resources intimately in terms of the physical, emotional, and intellectual dimensions that will be provided to youth referred to the programs. Another strength of the staff which was observed was their emphasis on four areas: Child development, family dynamics, relationships with the youth who is in trouble, and the skills or lack of skills of the youth. The staff meeting was adjourned to allow the various staff to continue their preparation for the Diagnostic Meeting.

The Diagnostic Meeting was held in a large room where approximately twenty adults and the one youth sat around in a circle. Each aspect of the meeting was highly structured and systematically implemented. Certain aspects of even the seating arrangement were predetermined. The community youth advocate staff member who interviewed the youth and his friends sat next to the youth. The staff member from CRC who spent time with the family collecting the social history information sat next to the family. The group leader from CRC sat somewhere in the middle of the circle, and the final staff member from CRC sat near the edge of the circle near a large green chalkboard.

Prior to actually beginning the meeting at 10:45 a.m. a summary sheet of information was passed out on the family including the age, relationships, birth date, birth place, and residence of all family members. This material was presented on a letterhead of the Community Resources Consolidated stationary. It is thought



**CONTINUED**

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that passing out this simple piece of paper which had very little volatile information on it, but did include some basic background on the youth, helped to professionally structure the meeting. Also, having the material presented on the Community Resources Consolidated stationery which has the names and positions of all of the staff members helped to identify the CRC staff and their roles in the meeting.

The meeting was called to order by the particular CRC staff member who will chair the diagnostic meeting. The chairman introduced himself and the agency and very calmly but directly explained the purpose of the meeting. The chairman then asked each person in the circle to identify themselves and the agency to which they were associated. After all the individuals had identified themselves, the chairman asked the staff member from the probation department to present the delinquency history information. Throughout the meeting as each community agency staff member presented material, at least three staff members from CRC were taking notes on the information being shared in the meeting. At the conclusion of the delinquency history presentation, the chairman asked the family and the youth if they had any comments or revisions regarding the material just presented. There was some give and take on a couple of issues.

The chairman then summarized those points and moved on to the next area which was the social history information. The social history was presented by Clint Smith of the CRC staff. He covered

information concerning the youth's school behavior and progress. He discussed the parents' current attitude and behavior toward their child, and included a description of the parents' viewpoint of their son. He basically tried to present the information in a factual non-judgmental fashion. For example, when discussing how the parents felt about their son, he said, "K.'s parents feel that K. is now more irresponsible and has lately been lying". In other words, Mr. Smith placed no value judgment on what the parents said, but simply reported it factually. When he presented the positive things, he made a point of using a positive tone of voice and facing the parents.

All of the CRC staff whenever they spoke, spoke calmly but loudly enough for everyone to hear them. They professionally projected their voices. It is the opinion of the evaluator that the CRC staff set a professional and calm tone for the meeting, which allowed the parents, the youth, and any community agency staff to speak freely about their feelings or ideas concerning the youth and his problems. The CRC staff also modeled taking a very non-judgmental viewpoint which emphasized presenting factual information concerning the youth's behavior and the attitudes or feelings of the people who were working with the youth.

The third major presentation was the results of the interview that the youth advocate had with the youth himself. The advocate reported how the youth described himself and described his parents. The advocate also presented how the youth felt about

discipline and what he thought about his future. The youth was asked to name a couple of his friends whom he felt would speak favorably of him. The results of those interviews were presented. At the end of this presentation, as with the preceding presentations, the parents and the youth were asked if the information was accurate or if they had anything to add.

The fourth major presentation was by the school psychologist who discussed the results of past and more recent psychological evaluations of the youth. The fifth area was the school report which included a description of the youth's grades, his school behavior, and attendance. Each presenter tried to present the strengths of the youth in each area as well as the problem areas. The sixth area was the learning disability report, while the seventh area was the counseling and social service information. The final report was presented by the psychiatrist.

The role of the chairman of this meeting was to keep the meeting moving along but always allowing the opportunity for anyone to present any additional facts or contradictory information. Toward the end of this phase of the diagnostic meeting, the chairman tended to respond to the various presentations by summarizing the content themes. At this point, there was a break in the meeting to divide this portion of the meeting with the next portion, where the community group would formulate the recommendations for the youth.

A definite impact of the meeting upon the family and the youth was observed. They sat through almost an hour of presentations by representatives of all the social service agencies that were or had been involved with their son. The themes in most of the reports were consistent concerning the youth's difficulty with authority, his breaking rules, and the way that the youth was not held accountable for his behavior. Hearing this from so many different directions, appeared to impact the parents in terms of increasing their understanding that their son probably was not as blameless as they had thought him to be. In fact, part of this particular youth's problem was that his parents overprotected him and kept him from being held accountable.

Another value of this part of the meeting was that different agency representatives were able to hear reports from different disciplines which either supplemented or confirmed their findings. The reports and presentations also put the youth's behavior into a larger perspective. The meeting did function to consolidate the community resources at least in terms of an extensive and composite diagnosis of the youth.

In terms of the negative observations of this process, the main one is that some of the different disciplines tended to talk in different diagnostic languages. This could confuse or complicate movement toward a consensus diagnosis of the youth's problem. A recommendation would be to develop a common diagnostic vocabulary or to keep the diagnostic vocabulary as behavior focused as possible.

Another observation was that so much information was presented from so many different directions that it appeared that some of the common themes were not logically integrated in a way where everyone in the group could see what the youth's problems really were.

The CRC Diagnostic Meeting process is so systematic that even during the break the CRC staff has certain assignments. One of the assignments is for some of the staff to circulate among the group and solicit individual feedback concerning how the meeting was progressing and if all of the important issues were being addressed. While this was going on, the chairman talked to the parents and the youth to learn how they felt about the process to this point. While this was going on, one of the CRC staff was summarizing the results of the first half of the meeting on a large blackboard under three headings: Court Problems, Assets, and Issues. After this material was on the board, the break ended and all of the 15 to 20 individuals came back into the large circle.

The second half of the meeting focused entirely on the recommendations. One of the CRC staff members presented the information that was on the blackboard which was a summary of part one of the meeting. However, it appeared that some of that summary had been prepared at the CRC offices prior to the diagnostic meeting. For this reason, some of the current issues that were presented in the meeting itself were overlooked. The issues which were listed were read and members of the group were asked to add additional issues.

The recommendations were then formulated for the youth and his family. As the recommendations were developed, comments from the group were solicited, especially from the parents and the youth himself. As a consensus was reached, the chairman summarized the consensus and informed the parents that if they had any problems with the recommendations or if they wished to disagree with these, that they would have that opportunity at the judicial hearing when the youth's disposition would occur. The findings of the diagnostic meeting were then written up and sent to the court.

An additional aspect of the diagnostic meeting was that the five agency heads who serve on the board of directors for the CRC program were present at the meeting to serve as consultants to the CRC staff. Both during the meeting and during the breaks these consultants interacted with the CRC staff. It is considered valuable that those board members were present not only in their capacity as board members but as heads of agencies which might receive the youth or his family for services.

The diagnostic meeting process was an example of applied democracy where all of the community agencies and individuals who have worked with the youth and the family are present to help work on the youth's problems. The process allows each report which is presented to carry equal weight, and an attempt is made to arrive at a consensus based on all of the reports. The problem with this process is that in some instances the quality of the diagnostic information varied from agency to agency. However, it is thought

that this CRC diagnostic approach probably has in the past been a factor in upgrading each agency's diagnostic process through this on-going once a week, applied in-service training.

Different diagnosticians and agency representatives have probably improved in professionalism and learned to focus on the factors emphasized by the CRC staff. The diagnostic process may still break down when equal weight or more weight is given to a poor quality diagnosis or an unimportant issue. A possible recommendation might be to somehow focus more specifically on the priority areas of problems that the youth is experiencing and be sure that sufficient data is presented around those priority issues. This was implemented somewhat by the CRC staff in the diagnostic meeting that was observed, but the other participants did not know some informal priority setting was occurring.

Another key issue is the transition from the presentation of the diagnostic information and issues to the recommendations. It almost seemed that another blackboard was necessary to link up each specific issue with its corresponding recommendation. In this way, none of the important issues would be overlooked. Considerable discussion was presented concerning the diagnostic meeting, not only because it is a key ingredient of the Bremerton CRC program, but because it is an exemplary approach which could be utilized on all aspects of human services where diagnosis is important.

The next strongest aspect of CRC is that after a youth has been placed in the various programs which were recommended, the CRC staff does extensive follow-up. The staff basically makes contact with the youth and the agencies working with him or her on a monthly basis for the first six months. One goal is to keep the communication channels as open as possible while trying to get the best programs for the youth. The staff monitors the youth's school behavior by finding out how the youth is doing in school in terms of grades and credits.

They also talk to whomever is providing counseling for the youth to determine if the issues that were presented in the diagnostic meeting are being worked on. Part of one staff member's system is to determine which professionals are working with more than one of the CRC youths at once, and interview these professionals on all of the youth's at once. One of the goals of the follow-up program is to insure that the CRC youth get a lot of professional attention. A step in one staff member's system is to wait to call the counselor last after the other follow-up information is gathered. In this way he is not only gaining information from the counselor, but he is prepared to share the progress reports with the counselor of all the other workers who he has interviewed. Because so many individuals are involved the process focuses upon using the telephone for follow-up contacts.

CRC is sometimes required to be a buffer agency, when it has to mediate between agencies or agency workers who are mad at

each other or who are operating with hidden agendas rather than being concerned with the welfare of the client. The CRC acts as a leg agency in that much of the nitty gritty detail work is done by CRC that other agencies sometimes do not have time or desire to engage in. Examples of this role are when CRC staff will take a youth to dentist and doctor appointments when this is in fact the responsibility of another agency. However, all of these roles of CRC are consistent with its goal of consolidating community resources for youthful offenders.

As can be seen from the above description, not only is the diagnostic meeting process very systematic, but other parts of the program have been developed into little systems of implementation. Two overriding issues should be presented at this time. First, in terms of a system intervention, the goal of CRC appears to be to reduce institutional commitment of serious offenders without the creation of new community treatment agencies. The goal, therefore, has been to consolidate the existing community resources to the maximum extent to serve the youth and his or her family. It appears that the Bremerton CRC program has made positive progress in reaching this goal.

However, a second issue remains. The diagnosis for a youth could be of the highest quality possible. The agencies could be held strictly accountable for implementing the various recommendations through an extensive follow-up program. Still in spite of this, if the programs and staff of the community agencies are

low in quality, the overall intervention will fail. The issue is the quality of the existing community resources. It has already been observed that CRC has probably made strides in community resource development from the standpoint of improving the diagnostic process used by community agencies simply through modeling during the past diagnostic meetings. It is thought that other avenues of improving the quality of program interventions in the community resources are necessary if the total process of helping serious offenders in the community is to be reached. In other words, there will have to be some kind of intervention to improve the quality of the existing programs, the counseling, the residential care, etc. Various ways that this could occur is by providing program consultation with agency directors and staff, and facilitating the development of improved agency staff selection, recruitment, training, and evaluation programs.

This section has documented the restitution and counseling programs utilized by the selected YSBs, as well as Bremerton's diagnostic and follow-up program. The innovative and exemplary aspects of all of these programs have been noted as well as some of their weaknesses. The next section will present the effects of the seven YSBs programs as well as their delivery systems upon the subsequent reductions in delinquent behavior.

G. Discussion of the YSB Program Results

1. Results for the Selected Sites

In this portion of the Washington State Youth Service Bureau evaluation, primary attention will be given to how well the selected YSB's affected the youths' subsequent behavior. The first set of results are concerned with the number of offenses which were reported for the youths while they were participating in their respective YSB program. These during program offenses are reported in Table 50. It should be recalled that the offense data for this study was collected from the youth's home town law enforcement agency as well as law enforcement agencies from adjoining jurisdictions. The first column of data in Table 50 presents the fact that there were 26 status offenses for the entire group of 267 youths at the same time they were still participating in their program. There were also 51 delinquent offenses for a total of 77 offenses.

As useful as the number of offenses at each site is, it is more valuable for comparison purposes to know the average offense per youth. Inspecting this data we find that there was .29 of an offense per youth during program participation. The Bellevue Conference Committee had the most favorable rate, .03 offense per youth. Low rates of offenses were also found for youth from Mercer Island and Mt. Baker Youth Service Bureaus, .08 and .05, respectively. The rate per youth for Olympia was

NUMBER OF DURING PROGRAM OFFENSES

Table 50

Youth Service Bureau Site	Number of Status Offenses	Number of Delinquent Offenses	Total Number of Offenses	Total Number of Offenses per Youth	Offenses per Youth per Month
Olympia	2	6	8	.19	.05
Bremerton	19	18	37	1.06	.21
Bellevue Y.E.S.	1	3	4	.13	.05
Bellevue Conference Committee	0	1	1	.03	.01
Mercer Island	0	3	3	.08	.02
Mt. Baker	0	2	2	.05	.02
Youthful Offender Program	4	18	22	.54	.18
Total	26	51	77	.29	.08

.19, while it was only .13 of an offense for the Bellevue Y.E.S. youth. The largest rates of during program offenses were for the Youthful Offender Program, .54 and for Bremerton, 1.06 offense per youth.

The greatest amount of offending was in the Bremerton and Youthful Offender Programs. However, it was also known that youth participated in these programs for longer amounts of time. Therefore, the youth in these programs had a greater length of at risk time in which to acquire a greater number of offenses compared to the rest of the YSBs. To control for this factor, each youth's during program offenses were averaged by the amount of time the youth was involved in his or her respective YSB. The final column in Table 50 presents the results of these calculations in terms of the average number of offenses per youth per month for each site.

Overall the average offenses per month of during program participation was .08 of offense. The Bellevue Conference Committee still had the lowest rate, .01 offense. Mercer Island and Mt. Baker both had .02 during program offenses per youth per month. Olympia and Bellevue Y.E.S. had .05 offenses. The Youthful Offender Program and Bremerton still had the highest during program offenses, .18 and .21 respectively. However, proportionally Bremerton had a rate only four times as great as Bellevue Y.E.S. instead of eight times larger when the at risk time was not considered. The higher

rates are predictable for the Bremerton program which had the more delinquent offenders. The results also showed that the Youthful Offender Program did not perform as well as the other YSB's in terms of a low rate of during program offenses.

The data in Table 51 informs us what kind of during program offenses were committed by the youths from each YSB. The most common and the second most common during program offenses are reported for each YSB along with the percent of youth committing each offense. Three of the programs, Olympia, Bremerton, and Mt. Baker, had youths committing burglary as their most common or second most common offenses. Shoplifting and larceny were common during program offenses for the Youthful Offender Program, Mercer Island, and Olympia YSB's. The most common during program offense, runaway, was observed for the Bremerton program. It will be remembered from data presented earlier that Bremerton youths were serious offenders with whom the community tried to hold accountable and work with intensively. The runaway behavior may have been a reaction against such approaches.

The data presented in Table 52 summarizes the program completion status of the 267 youths in the study. Overall 77 percent of the youth were reported by their YSB as successfully completing their programs. Across all sites 17 youths, or 6 percent, dropped out of their programs while 2 percent were referred to other services. A total of 41 youth, primarily Bremerton youth, scored in

MOST COMMON DURING PROGRAM

OFFENSES COMMITTED BY YOUTH SERVICE BUREAU YOUTH

Table 51

Youth Service Bureau Site	Most Common During Offense	Percent of Youth	2nd Most Common During Offense	Percent of Youth	Other During Offenses
Olympia	Burglary	5%	Shoplifting	2%	None
Bremerton	Runaway	17%	Burglary	9%	Assault; Auto theft
Bellevue Y.E.S.	Strong-arm robbery	3%	Runaway	3%	None
Bellevue Conference Committee	Marijuana	3%	None	-	None
Mercer Island	Larceny	8%	None	-	None
Mt. Baker	Burglary	2%	Property damage	2%	None
Youthful Offender Program	Shoplifting	12%	Breaking and entering	5%	Arson; Petty larceny

SUMMARY OF THE  
YOUTHS' PROGRAM COMPLETION STATUS

Table 52

Youth Service Bureau Site	<u>Successful</u>		<u>Drop-Out</u>		<u>Referral</u>		<u>Unknown</u>	
	Number of Youth	Percent of Youth	Number of Youth	Percent of Youth	Number of Youth	Percent of Youth	Number of Youth	Percent of Youth
Olympia	31	72%	6	14%	1	2%	5	12%
Bremerton	1	3%	0	-	0	-	34	97%
Bellevue Y.E.S.	25	78%	4	13%	3	9%	0	-
Bellevue Conference Committee	34	97%	1	3%	0	-	0	-
Mercer Island	39	97%	1	3%	0	-	0	-
Mt. Baker	40	98%	1	2%	0	-	0	-
Youthful Offender Program	35	85%	4	10%	0	-	2	5%
<b>Total</b>	<b>205</b>	<b>77%</b>	<b>17</b>	<b>6%</b>	<b>4</b>	<b>2%</b>	<b>41</b>	<b>15%</b>

the unknown category with regard to program completion status. The reason the 34 youth from the Bremerton YSB were in the unknown category is because most of the youth are still in the program, though perhaps on inactive status. All youths in the Bremerton program remain on the program until their 18th birthday.

The main interpretation that can be made from successful program completion data is that the youth did not completely drop-out of the program. However, we know from Table 36 regarding completion of restitution, that 22 percent of the Mercer Island youths and 15 percent of the Mt. Baker youths did not successfully finish their assignments. Therefore the program completion data does not necessarily ensure a high quality performance by the youths. Three programs which had drop-out rates above 10 percent were Olympia, Bellevue Y.E.S. and the Youthful Offender Program. Two of the programs, Y.E.S. and Y.O.P., emphasize voluntary participation and a higher drop-out rate is anticipated. The fact that 6 youths, 14 percent, dropped-out from the Olympia program with its rather strong letter to the parents regarding participation is surprising. This finding probably reflects a breakdown in the Olympia delivery system.

Table 53 presents some of the most important information collected in the study. This data begins to address the evaluation question, how well did the YSB's perform in terms of reducing delinquency in the youth referred to their programs.

NUMBER OF 6 MONTH POST-PROGRAM OFFENSES

Table 53

Youth Service Bureau Site	Number of Status Offenses	Number of Delinquent Offenses	Total Number of Offenses	Total Number of Offenses per Youth
Olympia	9	6	15	.40
Bremerton	6	7	13	.37
Bellevue Y.W.S.	1	2	3	.09
Bellevue Conference Committee	0	16	16	.46
Mercer Island	2	5	7	.18
Mt. Baker	1	9	10	.24
Youthful Offender Program	1	16	17	.42
Total	20	61	81	.30

The number of six month post program offenses for each YSB are presented. There were 20 status offenses and 61 delinquent offenses committed overall by the 267 youths in the time period six months immediately following their program termination. The greatest number of recidivism status offenses, 9, were committed by youths from the Olympia YSB. Six status offenses were committed by Bremerton youths in the follow-up period. To develop comparable follow-up data for Bremerton the six month period immediately following the first five months of program participation was selected for each youth's post-program at risk period.

The Youthful Offender Program and the Bellevue Conference Committee both had the greatest number of delinquent offenses, 16, committed during the six month follow-up period. The least number of delinquent offenses, 2, were committed by youths from the Bellevue Y.E.S.. The total number of offenses are also presented for each site in Table 53. However, because the different YSBs had different numbers of youths in the study groups, the total offenses are not in the best form for comparison purposes. By calculating the total number of offenses per youth for each site, as was done, a better basis of comparison is available. There was an average of .30 offense per youth across all sites for the six month follow-up period.

The Bellevue Y.E.S. program had the lowest post-offense rate per youth with .09 of an offense. The next lowest rate was .18 for the Mercer Island program. The Mt. Baker program which worked

with a large proportion of minority youth was not far behind with a rate of .24 of an offense per youth. Bremerton youths had a rate of .37, while Olympia youths had a per youth rate .40. The rate for the Youthful Offender Program was the second highest, .42. The program with the highest offense rate was not Bremerton as might be expected, but the Bellevue Conference Committee, with .46 offense per youth. It should also be pointed out that all of those post-offenses committed by Conference Committee youths were delinquent. Three programs which had low post-program offense rates were Bellevue Y.E.S., Mercer Island, and Mt. Baker. Later, in this section program evaluation data will be presented to understand why those programs did so well.

The previous tables have presented the during and post-program offense rates. Table 54 presents the recidivism rates for those same two time periods. Whereas the offense rates were concerned with the number of offenses, recidivism rates in this study dealt with the number of youths who got in further trouble. The overall during program recidivism rate across all sites was 15 percent, while the six month follow-up rate was 17 percent across all sites. The program with the lowest during program recidivism rate was the Bellevue Conference Committee with 3 percent. Mt. Baker, Mercer Island, Bellevue Y.E.S. and Olympia all had low during recidivism rates between 5 percent and 8 percent.

The second greatest during program recidivism rate was 29 percent for the Youthful Offender Program. The highest during

RECIDIVISM RATES

Table 54

Youth Service Bureau Site	<u>During Program Offenses</u>			<u>Six Month Post Offenses</u>		
	Num. of Youth	Recidivism Rate	Severity	Num. of Youth	Recidivism Rate	Severity
Olympia	3	7%	3.6	13	30%	2.1
Bremerton	16	46%	3.0	7	20%	2.8
Bellevue Y.E.S.	2	6%	3.7	2	6%	3.0
Bellevue Conference Committee	1	3%	2.0	5	14%	3.9
Mercer Island	3	8%	4.0	6	15%	3.2
Mt. Baker	2	5%	3.5	8	20%	3.8
Youthful Offender Program	12	29%	3.8	5	12%	4.1
<b>AVERAGE TOTAL</b>	<b>39</b>	<b>15%</b>	<b>3.0</b>	<b>46</b>	<b>17%</b>	<b>3.0</b>

recidivism rate, 46 percent was obtained by Bremerton, which means that 46 percent of the youth committed, at least, one offense during the first five months of program participation. The average offense severity for each programs during program offenses are also presented. The offense severity is based upon a 1-7 severity scale where seven is the most severe. The scale which was used is an adaptation of the Springer-King County scale presented in the Appendix. The average seriousness for all during offenses was 3.0.

The site with the lowest average during offenses severity was the Bellevue Conference Committee, with an average of 2.0. While Bremerton's youths committed a large number of during program offenses, it can be seen that their average severity was only 3.0. The next lowest average offense severity was 3.5 for the Mt. Baker youths. Three programs, Olympia, Bellevue Y.E.S., and the Youthful Offender Program had severity levels of 3.6, 3.7, and 3.8 respectively. The highest during program offense severity, 4.0, was for the Mercer Island offenses. To help the reader understand this scale a 2.0 offense for example is runaway; driving while intoxicated is a 3.0 offense and shoplifting is a 4.0 offense.

How did the seven YSBs do in terms of their six month post program recidivism rates? The lowest recidivism rate was found for the Bellevue Y.E.S. program and was only 6 percent. The next lowest recidivism rate came surprisingly from the Youthful

Offender Program and was 12 percent. Since the YOP program had the largest offense rate, .42, per youth, it must be concluded that 12 percent of the youths or only 5 youths committed 17 offenses between them. The Bellevue Conference Committee rate was 14 percent while Mercer Island had a 15 percent six month recidivism rate. Mt. Baker and Bremerton both had 20 percent. The low rate of 20 percent for Bremerton is favorable because this was with more serious offenders.

The 20 percent recidivism rate for the Mt. Baker YSB is also favorable because this program dealt with a large number of minority youths from lower socio-economic backgrounds than the other programs. Olympia had the largest recidivism rate, which was 30 percent. However, it can be observed that the Olympia youths also had the lowest severity, 2.1, for those post offenses. The highest post offense severity was for the Youthful Offender Program and was 4.1. The Bellevue Conference Committee had an average severity score of 3.9, while Mt. Baker's score was 3.8. Surprisingly, the second lowest average severity score was for the Bremerton YSB, which is another indication that YSB's serious offenders were positively affected.

The overall interpretation of the offense and recidivism rate data is that three YSBs' youths consistently performed favorably, Bellevue Y.E.S., Mercer Island and Mt. Baker. Based upon the six month offense data there is strong evidence that those programs are having a favorable impact upon their youths'

juvenile delinquency. The Bellevue Conference Committee youths had low recidivism rates which were positive indications of impact, but they had a high average offense rate per youth.

Bremerton, which worked with the multiple offenders, had a high during program recidivism rate, but was able to obtain a relatively low 6 month follow-up offense rate of 20 percent. To understand the impact of the Bremerton project it is important to understand the impact of the number of prior offenses on expected recidivism. For example, utilizing the following three studies of juvenile recidivism:

Wolfgang, Figlio & Sellin, Delinquency in a Birth Cohort, Appendix. 1-1.3, 1972 (Philadelphia)

Springer and Mathews, Youthful Offender Criminal History Survey, Final Report, p. 4, 1976 (Seattle)

Carr, Molof, & Weller, Characteristics and Recidivism of Juvenile Arrestees in Denver, Section C, 1974

rates of recidivism were found for the different number of increasing offenses as shown in Chart 1. The Youthful Offender Program had a high during program recidivism rate, 29 percent, a high rate of post offenses per youth, .42, but was able to obtain the second lowest follow-up recidivism rate, 12 percent. Olympia's youth had a high post program recidivism rate, 30 percent, a high rate of post offenses per youth, but had a low rate of recidivism for the during program offenses, 7 percent. Three of the YSB's studied had consistently favorable results in terms of this offense data, while the other four YSB's each had, at least, one area where they obtained favorable results.

EXPECTED RECIDIVISM RATES

Chart 1.

Study Group	Number of Prior Offenses	Discovered Rate
A. Philadelphia (Males Only)	1 Prior Offense	45% to 65% Recidivism
	2 Prior Offenses	55% to 74% Recidivism
	5 Prior Offenses	65% to 78% Recidivism
B. Seattle (Males and Females)	1 Prior Offense	34% Recidivism
	2 Prior Offenses	55% Recidivism
	5 Prior Offenses	76% Recidivism
C. Denver - Delinquent Offenses Only (Males Only)	1 Prior Offense	50% Recidivism
	2 Prior Offenses	65% Recidivism
	5 Prior Offenses	75% Recidivism

Table 55 presents the type of offenses which the youths from each YSB committed during the six month post program follow-up period. Larceny was the most common offense across all seven YSB's. Runaway and loitering were the two most common post offenses for the Olympia YSB. At Bremerton, shoplifting and auto theft were committed as post offenses. Bellevue Y.E.S. youths were involved in larceny and possession of alcohol. Bellevue Conference Committee youths committed one assault and one auto theft. Larceny and taking a motor vehicle without permission were the

MOST COMMON 6 MONTH POST-PROGRAM

OFFENSES COMMITTED BY YOUTH SERVICE BUREAU YOUTH

Table 55

Youth Service Bureau Site	Most Common Post Offense	Percent of Youth	2nd Most Common Post Offense	Percent of Youth	Other Post Offenses
Olympia	Runaway	14%	Loitering	5%	Marijuana; Larceny
Bremerton	Shoplifting	3%	Auto theft	3%	Probation violation; Vandalism
Bellevue Y.E.S.	Larceny	3%	Possession of alcohol	3%	None
Bellevue Conference Committee	Assault	3%	Auto theft	3%	Fraud; Marijuana
Mercer Island	Larceny	5%	Taking motor vehicle without permission	3%	Juvenile drinking; Marijuana
Mt. Baker	Burglary	5%	Larceny	5%	Auto theft; Runaway
Youthful Offender Program	Breaking and entering	5%	Aggravated assault	2%	Disorderly conduct; Shoplifting

most frequent post-program offenses at Mercer Island. For Mt. Baker, burglary and larceny were the most common. Finally, the Youthful Offender Program youths most frequently committed breaking and entering and aggravated assault. However, it should be made clear that the 5 percent usually represented only two youths committing a particular offense and 3 percent represented one youth.

Table 56 presents a summary of the percent of youths who committed status offenses within six months prior to program entry and recidivism rates for during program and 6 month post-program status offenses. The status offense rate continually dropped across the three time periods for youths from all seven YSBs. Bremerton's youths dropped from 71 percent prior, 38 percent during, to only 9 percent post recidivism rate. The seven programs as a whole decreased from 28 percent prior, 7 percent during to only 6 percent post recidivism rate for status offenses.

Table 57 presents a similar summary of the different rates youth committed delinquent offenses only across the three time periods. The seven YSBs as a group had a decrease from 85 percent of the youths committing 6 month pre-program offenses to 11 percent committing during program delinquent offenses. However, there was a slight increase to 13 percent post program delinquent recidivism rate. The 13 percent rate is still significantly lower than the 85 percent rate which the youths had prior to program entry during a similar six month at risk time period.

SUMMARY OF YOUTH COMMITTING

STATUS OFFENSES

Table 56

Youth Service Bureau Site	Youth with 6 Month Prior Status Offense		Youth with During Program Status Offense		Youth with 6 Month Post-Program Status Offense	
	Number	Percent	Number	Percent	Number	Percent
Olympia	21	49%	1	2%	7	16%
Bremerton	25	71%	13	38%	3	9%
Bellevue Y.E.S.	8	25%	1	3%	1	3%
Bellevue Conference Committee	5	14%	0	-	0	-
Mercer Island	4	10%	0	-	2	5%
Mt. Baker	3	7%	0	-	1	2%
Youthful Offender Program	9	22%	4	10%	1	2%
Total	75	28%	19	7%	15	6%

SUMMARY OF YOUTH COMMITTING

DELINQUENCY OFFENSES

Table 57

Youth Service Bureau Site	Youth with 6 Month Prior Delinquency Offense		Youth with During Program Delinquency Offense		Youth with 6 Month Post-Program Delinquency Offense	
	Number	Percent	Number	Percent	Number	Percent
Olympia	29	67%	3	7%	6	14%
Bremerton	29	83%	9	26%	6	17%
Bellevue Y.E.S.	28	87%	1	3%	1	3%
Bellevue Conference Committee	30	86%	1	3%	5	14%
Mercer Island	38	95%	3	8%	4	10%
Mt. Baker	40	97%	2	5%	7	17%
Youthful Offender Program	34	83%	10	24%	5	12%
Total	228	85%	29	11%	34	13%

Bellevue Y.E.S. had the most significant decrease across the three time periods, 87 percent prior, 3 percent during and 3 percent post. Both Mercer Island and Mt. Baker had favorable decreases from 95 percent and 97 percent pre-levels to 10 percent and 17 percent post-levels, respectively.

Just as this study has looked at how the amount of offending changed over the different time periods, Table 58 presents how the severity of those offenses changed. It can be observed first, how the average severity of 12 month pre-program offenses were very similar to 6 month pre-program offense severity for all seven programs. In fact, the total average severity for both time periods was identical, 3.5. The average referral offense severities were in turn almost identical to each program's 6 and 12 month pre-program average severities. Only Olympia's programs had a moderate change from 3.1 to 2.9 for the referral offenses. The implication is that some of the youths are referred to the Olympia programs for a somewhat less severe offense than what they have committed six and twelve months prior to program entry.

The seven programs averaged between 3.1 and 3.9 severity for the prior offenses. Five of the seven programs, Bremerton, Bellevue Y.E.S., Bellevue Conference Committee, Mercer Island, and the Youthful Offender Program had average offense severities which were very similar, between 3.4 and 3.6. The Olympia YSB had the lowest prior offense severity which was 3.1. Mt. Baker's

AVERAGE SEVERITY OF YOUTHS' OFFENSES

DURING DIFFERENT TIME PERIODS

Table 58

Youth Service Bureau Site	12 Month Pre-Program Offense Severity	6 Month Pre-Program Offense Severity	Referral Offense Severity	During Program Offense Severity	6 Month Post-Program Offense Severity
Olympia	3.1	3.1	2.9	3.6	2.1
Bremerton	3.5	3.6	3.5	3.0	2.8
Bellevue Y.E.S.	3.5	3.5	3.4	3.7	3.0
Bellevue Conference Committee	3.4	3.4	3.4	2.0	3.9
Mercer Island	3.6	3.5	3.7	4.0	3.2
Mt. Baker	3.9	3.9	3.8	3.5	3.8
Youthful Offender Program	3.7	3.6	3.7	3.8	4.1
Average Total	3.5	3.5	3.5	3.0	3.0

average offense severity was the highest, 3.9, and indicated in terms of offense severity, Mt. Baker had the most delinquent youths. The surprising finding is that Bremerton's prior offense severity was only 3.6. It has been described throughout this study how Bremerton works with more serious offenders than the other YSBs. It can now be concluded that the greater delinquency of the Bremerton youths is not based upon the severity of their offenses, but upon the greater quantity of offenses. Bremerton averaged 4.8 twelve month prior offenses while the other programs averaged 1.4. The Bremerton youths were more delinquent only in that they committed a larger number of repeat offenses.

Still focusing upon Table 58, it can be seen how the average total offense severities decreased for the seven programs, from 3.5 prior to 3.0 during and 3.0 post severity. The decrease in offense severity is another indication of how the selected YSBs did favorably impact juvenile delinquency. The most significant decrease from prior to post severity was with the Olympia youths from 3.1 to 2.1. Bremerton had the next most favorable decrease, from 3.6 to 2.8. Bellevue Y.E.S., Mercer Island and Mt. Baker also had decreases in the average offense severities. Both the Youthful Offender Program and the Bellevue Conference Committee had .5 increases in offense severity to post-offense levels of 4.1 and 3.9 respectively.

The conclusion overall is that the YSBs did favorably affect offense severity. Two programs, Olympia and Bremerton,

which have not always been in the top group in this study for positively decreasing the quantity of offenses are now ranked the highest for their reductions in offense severity. The other programs, except for the Conference Committee and the Youthful Offender Programs, also reduced offense severity but not as dramatically. The Bellevue Conference Committee and the Youthful Offender Program had significant increases in offense severity from the pre-program level to the post-program level.

This portion of the discussion of the results has answered the question, How effective were the selected Youth Service Bureaus? from a number of different directions. As a group, the seven YSB's reduced the amount and severity of delinquent behavior. All of the programs had favorable results on, at least, one of the outcome criteria. However, these programs, Bellevue Y.E.S., Mercer Island, and Mt. Baker consistently obtained favorable results across the majority of the measurements of decreased delinquent behavior. The results of a series of t-tests for independent samples will now be presented for the restitution and counseling programs.

## 2. Results of the Restitution Program

One uniqueness which emerged in this evaluation study was the presence of restitution programs in the majority of the seven selected Youth Service Bureaus. A preceding section has described the structure and uniquenesses in the restitution programs. Four of the YSB's utilized restitution programs extensively while two programs, Olympia and the Youthful Offender

Program, had from one to five youths in restitution programs. Only the Bremerton program participants did not have documentation of involvement in a formal restitution program.

The follow-up results for those youth who participated in a restitution program compared with the youths who did not participate are presented in Table 59. The average number of six month post-program offenses was calculated and compared for restitution participants and non-participants. The 112 restitution program participants had a significantly lower total offense rate, .18 of an offense per youth, compared to the 152 non-participants who had .38 of an offense. The calculated statistical significance of the difference was .02 and was highly significant. These results indicate that for the entire group of youths, participants in a restitution program have half the number of follow-up offenses as non-participants.

Because the more delinquent youths from the Bremerton site were included in the above comparison, it was decided to run a similar comparison excluding the Bremerton youths. This was done in order that it could not be argued that the Bremerton sample was inordinately influencing the comparison. The results of comparing the youths who participated in a restitution program with those that did not, excluding the Bremerton youths, are presented in Table 60. Once again the total offense results were statistically significant in favor of the youths participating in a restitution program.

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION  
 PROGRAM PARTICIPANTS WITH  
 NON-RESTITUTION PROGRAM PARTICIPANTS

All Sites

Table 59

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Restitution Participants	112	.03	.01
2. Non-participants in Restitution	152	.11	
B. Delinquent Offenses			
1. Restitution Participants	112	.15	r.s
2. Non-participants in Restitution	152	.27	
C. Total Offenses			
1. Restitution Participants	112	.18	.02
2. Non-participants in Restitution	152	.38	

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION  
 PROGRAM PARTICIPANTS WITH NON-RESTITUTION  
 PROGRAM PARTICIPANTS

All Sites Excluding Bremerton

Table 60

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Restitution Program Participants	112	.03	
2. Restitution Non- participants	117	.09	.03
B. Delinquent Offenses			
1. Restitution Program Participants	112	.16	
2. Restitution Non- participants	117	.29	ns
C. Total Offenses			
1. Restitution Program Participants	112	.18	
2. Restitution Non- participants	117	.38	.05

Table 61 presents the results comparing the restitution participants and non-participants from the Youthful Offender Program. Even though there was no statistical difference in the offense rates of the 5 program participants and the 36 non-participants, the results are noteworthy. The youths participating in the restitution program had no delinquent or status offenses after six months of follow-up while the non-participants averaged .47 offense per youth.

Similar results are found for the Bellevue Conference Committee Youths in Table 62. In spite of the fact that the results were not statistically significant, the non-participants had four times the offense rate, .73 as the restitution program participants, .18. It will be recalled that youths were referred to the Bellevue Conference Committee specifically for some type of restitution. However, the Conference Committee adjusted the disposition for a majority of the 18 non-participants and did not require completion of restitution assignment. A conclusion from the fourfold greater offense rate of the non-participants is that they should not be so lightly disposed of even if their attitudes appear to be good and the family is appropriately handling the offense. The recommendation is that the youths should be required to participate in some form of restitution assignment proportional to the offense which they committed.

Table 63 reports the comparison of the restitution program participants with the non-participants from the Mercer Island

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION  
 PROGRAM PARTICIPANTS WITH  
 NON-RESTITUTION PROGRAM PARTICIPANTS  
 Youthful Offender Program

Table 61

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Restitution Participants	5	.00	
2. Non-participants in Restitution	36	.03	ns
B. Delinquent Offenses			
1. Restitution Participants	5	.00	
2. Non-participants in Restitution	36	.44	ns
C. Total Offenses			
1. Restitution Participants	5	.00	
2. Non-participants in Restitution	36	.47	ns

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION  
 PROGRAM PARTICIPANTS WITH  
 NON-RESTITUTION PROGRAM PARTICIPANTS

Bellevue Conference Committee

Table 62

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Restitution Participants	17	.00	ns
2. Non-participants in Restitution	18	.00	
B. Delinquent Offenses			
1. Restitution Participants	17	.18	ns
2. Non-participants in Restitution	18	.73	
C. Total Offenses			
1. Restitution Participants	17	.18	ns
2. Non-participants in Restitution	18	.73	

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION  
 PROGRAM PARTICIPANTS WITH  
 NON-RESTITUTION PROGRAM PARTICIPANTS  
 Mercer Island

Table 63

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Restitution Participants	31	.06	
2. Non-participants in Restitution	9	.00	ns
B. Delinquent Offenses			
1. Restitution Participants	31	.06	
2. Non-participants in Restitution	9	.33	ns
C. Total Offenses			
1. Restitution Participants	31	.13	
2. Non-participants in Restitution	9	.33	ns

program. The results were not statistically significant, though the participants had a lower offense rate, 1.13, than the non-participants, who had a rate of .33. The comparable data for the Bellevue Y.E.S. is presented in Table 64. Non-participants had more status offenses, .07 compared to .00, but the restitution program participants had more delinquent offenses, .12 compared to .00. A table was not presented for the Mt. Baker youths because of all of those youth in this study had participated in a restitution program.

The overall results regarding participation in a restitution program were favorable in terms of lower post-program offense rates. The next concern involved how well those youths did who completed their restitution assignment versus those youths who did not satisfactorily finish their assignment. The results comparing the participants who completed their program versus the non-completers participants is presented in Table 65. The youths completing the program had a statistically significant lower rate of offending, .11, than the non-completers, .53. The average offense rates for the four major groups are:

- |    |   |     |
|----|---|-----|
| a. | Restitution participants who completed their restitution  | .11 |
| b. | All restitution participants                              | .18 |
| c. | All restitution non-participants                          | .38 |
| d. | Restitution participants who did not complete restitution | .53 |

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION  
 PROGRAM PARTICIPANTS WITH  
 NON-RESTITUTION PROGRAM PARTICIPANTS

Bellevue Y.E.S.

Table 64

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Restitution Participants	17	.00	
2. Non-participants in Restitution	15	.07	ns
B. Delinquent Offenses			
1. Restitution Participants	17	.12	
2. Non-participants in Restitution	15	.00	ns
C. Total Offenses			
1. Restitution Participants	17	.12	
2. Non-participants in Restitution	15	.07	ns

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION PROGRAM  
 PARTICIPANTS WHO COMPLETED THEIR RESTITUTION  
 VERSUS THOSE PARTICIPANTS NOT COMPLETING RESTITUTION

All Sites

Table 65

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
<b>A. Status Offenses</b>			
1. Completed Restitution Program Participants	95	.03	ns
2. Non-Completed Resti- tution Participants	17	.00	
<b>B. Delinquent Offenses</b>			
1. Completed Restitution Program Participants	95	.08	.03
2. Non-Completed Resti- tution Participants	17	.53	
<b>C. Total Offenses</b>			
1. Completed Restitution Program Participants	95	.11	.04
2. Non-Completed Resti- tution Participants	17	.53	

As can be seen the lowest offense rate was for the youths who participated in a restitution program and completed it.

On the other hand, the highest offense rate was for those youths who participated but did not complete their restitution program. A conclusion is that participating in a restitution program and not being held accountable to complete the assignment is worse than never participating in such a program in the first place. This conclusion is also logical when one considers the fact that one purpose of the restitution program is to teach youths that they will be held accountable for their unlawful behavior. The fact that some youths were not fully held accountable by being compelled to complete their restitution assignment taught those youths a negative lesson. The youths who participated in and completed their restitution averaged less than one offense per nine youths after 6 months of post program follow-up.

Table 66 presents the comparison of the offense rates for the restitution program completers in the Bellevue Conference Committee. The 16 youths who completed their programs had a rate of .06 while the one youth who did not complete his program had an offense rate of 2.0 offenses which was statistically significant at the .01 level. The comparable data reported for the Mercer Island youths in Table 67, had a statistically significant difference in favor of the program completers in the delinquent offense rate only. The Mercer Island restitution program completers

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION PROGRAM  
 PARTICIPANTS WHO COMPLETED THEIR RESTITUTION  
 VERSUS THOSE PARTICIPANTS NOT COMPLETING RESTITUTION

Bellevue Conference Committee

Table 66

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Completed Restitution Program Participants	16	.00	
2. Non-Completed Resti- tution Participants	1	.00	ns
B. Delinquent Offenses			
1. Completed Restitution Program Participants	16	.06	
2. Non-Completed Resti- tution Participants	1	2.00	.01
C. Total Offenses			
1. Completed Restitution Program Participants	16	.06	
2. Non-Completed Resti- tution Participants	1	2.00	.01

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION PROGRAM  
 PARTICIPANTS WHO COMPLETED THEIR RESTITUTION  
 VERSUS THOSE PARTICIPANTS NOT COMPLETING RESTITUTION

Mercer Island

Table 67

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Completed Restitution Program Participants	22	.09	ns
2. Non-Completed Resti- tution Participants	9	.00	
B. Delinquent Offenses			
1. Completed Restitution Program Participants	22	.00	.01
2. Non-Completed Resti- tution Participants	9	.22	
C. Total Offenses			
1. Completed Restitution Program Participants	22	.09	ns
2. Non-Completed Resti- tution Participants	9	.22	

had no delinquent offense, while the non-completers averaged .22 delinquent offenses per youth.

Table 68 reports no significant differences for the restitution completers and non-completers from the Mt. Baker YSB. However, the six non-completers had an offense rate, .83, almost six times greater than those youth who did complete their restitution program. In order to rule out any potential influence in the data due to racial or ethnic background, a chi square test was run on the recidivism rates of Black participants compared to White participants. The results of that comparison were non-significant and are presented in Table 69. For similar reasons the potential relationship of sex and age upon participation in restitution was examined. There was no significant difference between the 38% male and 51% female proportions for participation in restitution. There was also no significant relationship between age and participation in a restitution program.

The results of this study regarding the effectiveness of restitution as a program component for juvenile delinquent youths were favorable. The findings in terms of lower follow-up offense rates were even more dramatic when the youths were required to successfully complete their assigned restitution program. The last part of this section will now report the effectiveness of the other most frequently utilized service, counseling.

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF RESTITUTION PROGRAM  
 PARTICIPANTS WHO COMPLETED THEIR RESTITUTION  
 VERSUS THOSE PARTICIPANTS NOT COMPLETING RESTITUTION

Mt. Baker

Table 68

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Completed Restitution Program Participants	35	.03	ns
2. Non-Completed Resti- tution Participants	6	.00	
B. Delinquent Offenses			
1. Completed Restitution Program Participants	35	.11	ns
2. Non-Completed Resti- tution Participants	6	.83	
C. Total Offenses			
1. Completed Restitution Program Participants	35	.14	ns
2. Non-Completed Resti- tution Participants	6	.83	

TEST OF SIGNIFICANCE BETWEEN  
THE SIX MONTH RECIDIVISM  
RATES FOR WHITES AND BLACKS

Table 69

	No Reoffenses.	Reoffenders
Whites (n=236)	84.7%	15.3%
Blacks (n=17)	76.5%	24.5%

$$\chi^2 = 2.54 , df = 1 , p = ns$$

### 3. Results of the Counseling Program

In Section G of this report, it was documented how counseling was the most frequently provided service for the youths from the seven selected Youth Service Bureaus. In fact, 178 youths, or 67 percent of the total group participated in some type of a counseling program. We have just seen how the restitution programs obtained significant differences for participants compared to non-participants. Table 70, now presents the results of comparing participants in the counseling programs with non-participants. There was not a statistically significant difference between the 178 counseling participants and the 89 non-participants. In fact, the participants had a higher delinquency offense rate, .25, than the non-participants, .18. The total offense rate for participants was also greater, .31, than for the non-participants, .29.

The comparisons of the counseling participants and non-participants excluding the Bremerton youths are presented in Table 71. Once again there was no statistically significant difference for the counseling participants. Also the counseling participants had a higher offense rate, .32 per youth, compared to the non-participants, who only had .23 of an offense per youth. The Olympia comparisons are presented in Table 72. There were no statistically significant differences. However, the Olympia counseling participants did have a lower offense rate, .28, than did the non-participants, .71. This was mainly attributed to the fact that the Olympia youths not participating in a

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF COUNSELING  
 PROGRAM PARTICIPANTS WITH  
 NON-COUNSELING PROGRAM PARTICIPANTS

All YSB Sites

Table 70.

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Counseling Participants	178	.06	
2. Non-Participants in Counseling	89	.11	ns
B. Delinquent Offenses			
1. Counseling Participants	178	.25	
2. Non-Participants in Counseling	89	.18	ns
C. Total Offenses			
1. Counseling Participants	178	.31	
2. Non-Participants in Counseling	89	.29	ns

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF COUNSELING  
 PROGRAM PARTICIPANTS WITH  
 NON-COUNSELING PROGRAM PARTICIPANTS

All YSB Sites  
 Excluding Bremerton

Table 71

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Counseling Participants	155	.06	
2. Non-Participants in Counseling	77	.06	ns
B. Delinquent Offenses			
1. Counseling Participants	155	.26	
2. Non-Participants in Counseling	77	.17	ns
C. Total Offenses			
1. Counseling Participants	155	.32	
2. Non-Participants in Counseling	77	.23	ns

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF COUNSELING  
 PROGRAM PARTICIPANTS WITH  
 NON-COUNSELING PROGRAM PARTICIPANTS

Olympia

Table 72

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
<b>A. Status Offenses</b>			
1. Counseling Participants	36	.14	
2. Non-Participants in Counseling	7	.57	ns
<b>B. Delinquent Offenses</b>			
1. Counseling Participants	36	.14	
2. Non-Participants In Counseling	7	.14	ns
<b>C. Total Offenses</b>			
1. Counseling Participants	36	.28	
2. Non-Participants in Counseling	7	.71	ns

counseling program had a higher rate of status offenses.

Table 73 presents the comparisons regarding the influence of counseling upon the Bremerton youths' subsequent offending rates. There was neither a significant difference in favor of or against counseling. The participants, as in Olympia's case, did have a lower offense rate, .22, than the non-participants. Table 74 indicates how the either Bellevue Y.E.S. youths who were not involved in the counseling program had no post-program offenses, while the counseling youths averaged .12 offense per youth. However, this difference was not statistically significant. The Bellevue Conference Committee youths receiving counseling averaged .14 offense per youth. Though it was not statistically significant, participation in the Bellevue Conference Committee counseling program resulted in greater subsequent offending by the youth. Table 76 reports how the one youth from Mercer Island who was not considered a participant in the counseling program had no subsequent post offenses. The other 39 youth involved in some type of counseling program averaged .17 offenses, though greater, it was not statistically significant.

The preceding results document that there was no significant difference in follow-up offense rates for participants in counseling programs compared to non-participants. In fact, in almost every analysis the trend was towards the youths in the counseling programs having a worse reoffense rate. The relationship of sex and age upon participation in a counseling program was also examined. There was no significant difference in the male and

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF COUNSELING  
 PROGRAM PARTICIPANTS WITH  
 NON-COUNSELING PROGRAM PARTICIPANTS

Bremerton

Table 73

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Counseling Participants	23	.04	
2. Non-Participants in Counseling	12	.42	ns
B. Delinquent Offenses			
1. Counseling Participants	23	.17	
2. Non-Participants in Counseling	12	.25	ns
C. Total Offenses			
1. Counseling Participants	23	.22	
2. Non-Participants in Counseling	12	.67	ns

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF COUNSELING  
 PROGRAM PARTICIPANTS WITH  
 NON-COUNSELING PROGRAM PARTICIPANTS

Bellevue Y.E.S.

Table 74

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Counseling Participants	24	.04	
2. Non-Participants in Counseling	8	0	ns
B. Delinquent Offenses			
1. Counseling Participants	24	.08	
2. Non-Participants in Counseling	8	0	ns
C. Total Offenses			
1. Counseling Participants	24	.12	
2. Non-Participants in Counseling	8	0	ns

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF COUNSELING  
 PROGRAM PARTICIPANTS WITH  
 NON-COUNSELING PROGRAM PARTICIPANTS

Bellevue Conference Committee

Table 75

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
<b>A. Status Offenses</b>			
1. Counseling Participants	13	0	
2. Non-Participants in Counseling	22	0	ns
<b>B. Delinquent Offenses</b>			
1. Counseling Participants	13	1.00	
2. Non-Participants in Counseling	22	.14	ns
<b>C. Total Offenses</b>			
1. Counseling Participants	13	1.00	
2. Non-Participants in Counseling	22	.14	ns

T-TEST RESULTS COMPARING 6 MONTH  
 POST-PROGRAM OFFENSE RATES OF COUNSELING  
 PROGRAM PARTICIPANTS WITH  
 NON-COUNSELING PROGRAM PARTICIPANTS

Mercer Island

Table 76

	Number of Cases	Mean Number of 6 Month Post Offenses	Probability
A. Status Offenses			
1. Counseling Participants	39	.05	
2. Non-Participants in Counseling	1	0	ns
B. Delinquent Offenses			
1. Counseling Participants	39	.13	
2. Non-Participants in Counseling	1	0	ns
C. Total Offenses			
1. Counseling Participants	39	.17	
2. Non-Participants in Counseling	1	0	ns

The preceding presentation of evaluation results has shown that while restitution had a favorable influence upon reduced follow-up delinquency, counseling had no such impact. The participants in the counseling program, in fact, had slightly higher offense rates than the non-participants. We can conclude that as far as preferred course of treatment in a Youth Service Bureau, restitution is the preferred alternative.

R E P O R T   T H R E E  
P O L I C Y   A N A L Y S I S   A N D   Y S B   P R O G R A M S

A. Overview

This report focuses on policy analysis and its application to the evaluation of youth service bureau programs in the State of Washington. The report is divided into two major sections: the application of policy analysis to the evaluation of YSB programs and summary recommendations. The application in the Evaluation of YSB Programs presents the results of the application of several policy analysis techniques used in the evaluation of Youth Service Bureau programs in the State of Washington. Also included in this final part of this chapter is a brief discussion of recommendations for subsequent efforts involving the evaluation of youth service bureaus where the purpose of the evaluation is to provide information for decision-makers at various levels in the decision-making hierarchy.

B. Application of Policy Analysis to Selected Youth Service Bureau Programs in Washington State

The preceding sections have discussed various aspects of the policy analysis approach to management and governmental decision making. One potential application of policy analysis to a study of Washington State Youth Service Bureaus might have been to compare the major alternatives on whether or not to have Youth Service Bureaus at all. Such a study would have tried to analyze the benefits of Youth Service Bureaus compared to their

costs. However, as this study was planned it became evident that governmental decision-makers had already decided that Youth Service Bureaus were beneficial. Those leaders were already at various points in the implementation stage of policy analysis. Therefore, an application of policy analysis to the decision of whether to have Youth Service Bureaus or not would be of little value. A much more relevant concern emerged relative to what kind of YSB programs should be recommended for Washington State Youth Service Bureaus. The review of the literature reported in Phase One of this study had examined the results of 21 research projects evaluating the effectiveness of different YSB programs. As over half of the programs obtained negative results it was concluded that there was nothing inherent in a Youth Service Bureau that reduced juvenile delinquency. In other words it was not the YSB as a community diversion and correction effort itself which decreased offending behavior, but the combined effects of the quality staff and programs. Because of the above concerns, the decision was made to apply the methods of policy analysis to determine which program approach should be utilized in Washington State Youth Bureaus.

Table 1 presents the initial policy analysis model for which data was collected and analyzed. Three major types of program alternatives were considered, restitution programs, counseling programs and the Bremerton Community Resources Consolidated Program. Each of these alternatives has been

## POLICY ANALYSIS DATA SUMMARY

Table 1

Program Site	Program Rating	Program Cost Per Youth	Resources Paid Back Per Youth	Total Cost Per Youth	Follow-up Offenses Per Youth	Community Interface Rating
A. Restitution Programs						
1. Mt. Baker	5	\$165	\$21	\$144	.24	5
2. Mercer Island	4	\$ 49	\$20	\$ 29	.13	5
3. Bellevue Y.E.S.	3	\$ 44	\$11	\$ 33	.12	5
4. Bellevue Conf. Comm.	3	\$ 16	\$19	(+\$3)	.18	3
5. Average Restitution	3.8	\$ 69	\$18	\$51	.18	4.5
B. Counseling Programs						
1. Mercer Island	2.7	\$ 44	0	\$ 44	.33	5
2. Youthful Offender	2.5	\$ 79	0	\$ 79	.42	2
3. Bellevue Y.E.S.	2.3	\$ 47	0	\$ 47	.12	5
4. Olympia	2.1	\$ 58	0	\$ 58	.28	3
5. Bellevue Conf. Comm.	-	\$ 22	0	\$ 22	1.00	3
6. Average Counseling	2.4	\$ 50	0	\$ 50	.32	3.6
C. Bremerton Program						
	4.0	\$1612	0	\$1612	.37	5

discussed in detail in Report Two. Within the restitution approach there were four different types of programs, while counseling involved five different alternatives. For each of the ten program alternatives, data was collected for six important factors relative to their programs. Each program was rated on its overall quality relative to the other approaches. Within the restitution programs Mt. Baker received the highest rating, 5, for the degree to which its restitution program was systematized.

The Mercer Island restitution program obtained the second highest rating, four. Both the Bellevue Y.E.S. and the Bellevue Conference Committee received restitution program quality ratings of three. For the four restitution programs the average rating was 3.8. The counseling program ratings are the average counselor empathy scores that were obtained as part of the counseling program evaluation described in Report Two. These average counselor ratings were utilized as the best estimate of the overall quality of the counseling program. The Mercer Island counselors obtained the highest average rating, 2.7, while the Youthful Offender Program counselors had the second highest rating, 2.5. The Bellevue Y.E.S. counselors had an average rating of 2.3 and the Olympia workers had a 2.1 rating.

The Bellevue Conference Committee volunteer workers did not submit counseling ratings as their counseling was provided informally to the youth and parents in the Committee hearing. The average counseling score rating was 2.4. The program rating,

four, for Bremerton's Community Resources Consolidated program was based upon the overall program quality rating presented in Table 29 of Report Two. It should be pointed out the three different types of program ratings are not comparable across approaches because of the different criteria utilized in the three sets of ratings.

The next major factor upon which policy analysis data was collected was the program costs per youth. To insure concurrent validity these program costs were obtained for each program for the time period in which the majority of the 267 youths were participants. In the case of the restitution programs and Bremerton the program costs were directly calculated on per youth cost basis. For the counseling programs, an average cost of counseling per hour was calculated and that cost was multiplied times the average number of counseling hours received by the youths from each program. The least expensive, and therefore from a cost standpoint the most favorable, restitution program was the Bellevue Conference Committee per you costs of \$16. Their costs were the lowest because of the almost total reliance upon volunteers to operate the program.

The second least expensive program was Bellevue Y.E.S. with a cost of \$44 per youth, closely followed by the Mercer Island restitution program cost of \$49. The most expensive program was the Mt. Baker YSB with program costs of \$165. The Mt. Baker program was more expensive because of a greater

amount of professional time allocated per youth. The greater use of professionals in the Mt. Baker restitution program may be necessary because of the greater proportion of minority and low income youths in that service delivery population. The average per youth costs for all of the restitution programs was \$ 69.

The costs of the counseling programs per youth are also presented in Table 1. The least expensive program was once again the Bellevue Conference Committee with a cost of \$ 22 per counseling program participant. The Mercer Island program was the next most favorable in terms of cost with \$44 average amount. Bellevue Y.E.S. costs were once again close to the Mercer Island program amount, \$47 per youth. Olympia's counseling program costs per youth were \$48. The Youthful Offender Program had the most expensive costs, \$79, primarily because the program lasts longer for their youths. The average per youth counseling program costs were \$50. The cost of the Bremerton program which serves the much more serious juvenile delinquent offenders was \$1612 per youth.

The preceding data would fairly well summarize the costs of the YSB programs except for one major factor. The youths in the restitution programs pay back money, time and services to society as part of their restitution program assignments. It is, therefore, necessary to calculate the resources paid back by these youths and subtract it from their program's cost to society. Each dollar paid back by the restitution program participants was added to the number of hours of

community service provided by the youths and their other restitution assignments. This calculation assumed that each hour of community service was equal to one dollar. The amount of one dollar an hour is more consistent for part-time community service work by a fourteen or fifteen year old youth than higher amounts.

The greatest amount of average restitution paid back per participant was \$21 by the Mt. Baker YSB youths. The Mercer Island average figure of \$20 per youth was close behind. The Bellevue Conference Committee was able to get their youths to pay back an average of \$19, while Bellevue Y.E.S. had an average of \$11 paid back per youth. For the restitution programs as a whole the average amount reimbursed to society was \$18 per participant. The counseling programs and the Bremerton program did not have their participants systematically pay back money or community service for their offenses.

The average amounts of restitution per youth were then subtracted from the average restitution program costs. The resulting difference became the total costs per youth. The average cost for the restitution programs was \$51 per youth while the comparable amount for the counseling programs was \$50 per youth. Therefore, the total average costs of both programs are almost identical. The least expensive restitution program was the Bellevue Conference Committee with \$3 surplus per youth. The Mercer Island program became less expensive, \$29 per youth, than the Bellevue Y.E.S. program, \$33 per youth.

The program costs of the Mt. Baker program decreased to \$144 per youth.

The next most important factor in the policy analysis relates to the goal of the YSB program intervention which is to decrease subsequent offenses by the youths. Follow-up offense data was collected and analyzed for the six month period of time immediately following the youth's program termination. The offense rate per youth was used rather than the recidivism rate because recidivism rates merely give a measure of the percentage of youth who reoffend. Offense rates, on the other hand, measure the amount of crime that is experienced by the community which is more germane to policy analysis. The number of follow-up, post-program offenses per youth were calculated for each program. Overall the restitution programs had an average offense rate per youth, .18, which was lower than the average offense rate for the counseling programs, .32 of an offense. The restitution program with the lowest offense rate was Bellevue Y.E.S., with .12 offense. However, the Mercer Island rate was also very low, .13. This represents about one offense per eight youths for the six month time period.

The offense rate for the Bellevue Conference Committee restitution program was .18, while the rate for the Mt. Baker YSB was .24 offense per youth. As one considers the higher rate for Mt. Baker it should be kept in mind the more difficult type of offender which they deal with. Still the Mt. Baker restitution program offense rate was lower than all of the counseling programs except one. The best rate for the counseling programs was obtained by the Bellevue Y.E.S. program and was

.12 of an offense. The next best rate was Olympia's, .28 which was followed by Mercer Island's youths who had an average rate of .33 per youth. It should be noted at this point that almost all of Mercer Island youth had counseling including the restitution participants. This data is for those youth who only had counseling. The Youthful Offender Program offense rate was .42. The highest follow-up offense rate was obtained by Bellevue Conference Committee and averaged 1.0 offense per youth. The offense rate of the Bremerton serious offender program was .37. Though high, it was still lower than the rate of two of the counseling programs which worked with much less delinquent youth. Also, as we saw earlier, having more prior offenses as the Bremerton group had, should have resulted in even greater amounts of reoffending.

One of the major purposes of the Youth Service Bureau approach to combating juvenile delinquency was to have local communities involved in trying to solve their youth problems themselves. Even with a YSB, the community can be isolated if the YSB program and staff do not make and keep a place for the community in their program. Community involvement in the YSB program is also an important factor from the standpoint that the citizens then are aware of what is available for their youths. All of the YSB programs in this policy analysis phase of the study were rated on a one to five scale of interface with their local communities. These ratings were discussed in more detail in Report Two.

Three of the restitution programs all obtained the highest rating, 5, for community interface. These programs were Mt. Baker, Mercer Island and Bellevue Y.E.S. The Bellevue Conference Committee restitution program obtained a rating of

3. The Bellevue Y.E.S. and Mercer Island counseling programs also had the highest ratings, 5, for the counseling programs. The Olympia and Bellevue Conference Committee counseling programs both had community interface ratings of 3. The Youthful Offender Program had the lowest rating on this factor with a two. The average community interface rating for the restitution programs was 4.5 while the average rating for the counseling programs was 3.6. The Bremerton program obtained the high rating of 5 for its involvement with the community.

This completes the discussion of the policy analysis data summary. The next step in the analysis was to rank each of the programs on the three major factors, cost, effectiveness, and community interface. Table 2 presents the results of the first set of rankings of the counseling and restitution components in each of the YSBs. These rankings are based upon each of the three factors being weighted equally in the policy analysis. The first column ranks the four restitution programs and the five counseling programs in terms of the degree to which each program had the lowest total costs per youth. The highest rank, 4, was given to the Bellevue Conference Committee restitution program for its lowest per youth costs. Mercer Island received a three for the second lowest costs of those programs. As can be seen the higher rankings indicate better performance on that dimension.

The Bellevue Conference Committee had the lowest costs for the counseling programs and therefore received the highest rank, 5. The next highest rank went to Mercer Island for low total costs. The second factor which the program approaches

were ranked on was lowest follow-up offense rate. Bellevue Y.E.S. had the highest ranking of both the restitution and counseling programs on this dimension, because of its low offense rates in both programs. The Mercer Island restitution program had the next highest rank and was followed in order by Bellevue Conference Committee and Mt. Baker.

After Bellevue Y.E.S., the next best counseling program in terms of low offense rate was the Olympia Counseling program. Mercer Island was the third best and was followed by the Youthful Offender Program and the Bellevue Conference Committee. The rankings of the final factor, degree of community interface had several tied ranks because of identical rating scores. Three restitution programs, Mt. Baker, Mercer Island, and Bellevue Y.E.S. had high rankings on this factor. The Bellevue Conference Committee had the lowest ranking of the restitution programs on community interface. The highest ranking in the Counseling programs for community involvement was shared between Mercer Island and Bellevue Y.E.S.

Table 2 then presents the average composite rankings for the two sets of programs across the three factors. Two programs were tied for the highest composite ranks of the restitution programs, Mercer Island and Bellevue Y.E.S. The Bellevue Conference Committee was next followed by Mt. Baker. However, it should again be emphasized that the Mt. Baker youths were different from the other programs' participants in terms of ethnic and socio-economic background. The highest ranking of the counseling programs was obtained by Bellevue Y.E.S. followed closely by Mercer Island.

YOUTH SERVICE BUREAU POLICY ANALYSIS RANKING

All Factors Weighted Equally

Table 2

	Total Cost Rank	Follow-up Offenses Rank	Community Interface Rank	Average Composite Rank
<b>A. Restitution Programs</b>				
1. Mt. Baker	1	1	3	1.6
2. Mercer Island	3	3	3	3
3. Bellevue Y.E.S.	2	4	3	3
4. Bellevue Conference Committee	4	2	1	2.3
<b>B. Counseling Programs</b>				
1. Mercer Island	4	3	4.5	3.8
2. Youthful Offender Program	1	2	1	1.3
3. Bellevue Y.E.S.	3	5	4.5	4.2
4. Olympia	2	4	2.5	2.8
5. Bellevue Conference Committee	5	1	2.5	2.8

1 = highest in cost; highest in recidivism; and highest in lack of quality community contacts.

Next in order were Olympia, Bellevue Conference Committee and the Youthful Offender Program.

The preceding table reports the results of the composite rankings when cost factors were equally considered along with follow-up offenses and community interface factors. Policy analysis enables the decision-maker to modify the policy analysis model in terms of giving higher priority weights to one or more factors relative to the other factors. The model presented in Table 3 assumes that the decision-makers, members of a City Council, place the highest priority upon the cost of the program with the other factors remaining equal. Among both the restitution and counseling programs it can be seen how the Bellevue Conference Committee now emerges as the preferred program in each area by receiving the highest rankings. Mercer Island becomes the second most preferred approach under each area when cost is the primary determining factor.

Assuming that cost is important, but that the highest importance for another group of decision-makers is reduced juvenile crime, we observe the new rankings in Table 4. For the restitution programs and the counseling programs, Bellevue Y.E.S. clearly has the top rankings. Mercer Island is the second highest ranked restitution program, while Olympia is the second ranked counseling program.

In terms of recommendations for this final report of which program approach should be utilized, there can be no one answer. The recommendations which will shortly be formulated will be cast in terms of the different ways in which we have seen above that decision-makers can establish priorities among factors. However,

YOUTH SERVICE BUREAU POLICY ANALYSIS RANKING

Low Total Costs Weighted Five

Table 3

	Total Cost Rank (Weight = 5)	Follow-up Offense Rank (Weight = 1)	Community In-terface Rank (Weight = 1)	Average Composite Rank
<b>A. Restitution Programs</b>				
1. Mt. Baker	5	1	3	3
2. Mercer Island	15	3	3	7
3. Bellevue Y.E.S.	10	4	3	5.7
4. Bellevue Conference Committee	20	2	1	7.6
<b>B. Counseling Programs</b>				
1. Mercer Island	20	3	4.5	9.2
2. Youthful Offender Program	5	2	1	2.7
3. Bellevue Y.E.S.	15	5	4.5	8.2
4. Olympia	10	4	2.5	5.5
5. Bellevue Conference Committee	25	1	2.5	9.5

1= highest in cost; highest in recidivism; and highest in lack of quality community contacts.

YOUTH SERVICE BUREAU POLICY ANALYSIS RANKING

Low Follow-up Offenses Weighted Five

Table 4

	Total Cost Rank (Weight=5)	Follow-up Offense Rank (Weight=5)	Community Interface Rank (Weight=1)	Average Composite Rank
A. Restitution Programs				
1. Mt. Baker	1	5	3	3
2. Mercer Island	3	15	3	7
3. Bellevue Y.E.S.	2	20	3	8.3
4. Bellevue Conference Committee	4	8	1	4.3
B. Counseling Programs				
1. Mercer Island	4	15	4.5	7.8
2. Youthful Offender	1	10	1	4
3. Bellevue Y.E.S.	3	25	4.5	10.8
4. Olympia	2	20	2.5	8.2
5. Bellevue Conference Committee	5	5	2.5	4.2

1 = highest in cost; highest in recidivism; and highest in lack of quality community contacts.

before completing this section an additional set of data was collected relative to the whole area of improving policy analysis when Youth Service Bureaus are considered. In conducting an analysis of an important problem and its potential range of alternatives, it is necessary to examine the secondary benefits and costs as well as the primary costs and benefits.

To make a first attempt at understanding Youth Service Bureau secondary benefits and secondary costs, the factors presented in Table 5 were identified. Each YSB director was asked to identify the secondary or hidden benefits and costs associated with his or her program. The Olympia YSB's primary secondary benefit is that it provides an advocacy function for Olympia and Thurstone County youth in their home school and work settings. The major secondary costs was volunteer time. Bremerton was able to identify the utilization of community resources, the development of a model for working with delinquent youth in the community, and getting the parents to help as secondary benefits. A hidden cost in the Bremerton program is the use of in-kind services, like the detention center.

Bellevue Y.E.S. identified as a major benefit the primary prevention of juvenile delinquency and emotional problems by the training which is received by the volunteers. In turn the major secondary costs were the costs of the volunteer time and donations. A number of secondary benefits were identified for Mercer Island. The YSB provided a way for youths to get linked with other Services which they might need, a process in which volunteers can gain in growth in their own lives, and a program which saves paperwork

SUMMARY OF REPORTED SECONDARY  
BENEFITS AND COSTS OF YSBs

Table 5

Youth Service Bureau Site	Secondary Benefits	Secondary Costs
1. Olympia	Advocacy for youthy in their home, school and work settings	Volunteer's time
2. Bremerton	a. Utilization of com- munity resources b. Model for dealing with delinquent youth in the community c. Parents get help	In kind costs-- Detention Services
3. Bellevue Y.E.S.	Primary prevention with volunteers through the training they receive	a. Costs of volunteer time b. Volunteer donations
4. Mercer Island	a. Way for youths to get linked up for other services they may need b. Volunteers gain in growth in their own lives c. Saves paperwork for the police	a. Costs of volunteer time b. Costs of volunteer psychiatrist's time
5. Mt. Baker	a. Victims feel better because they see something is done b. Able to identify the youth's needs in terms of home, school and work	a. Cost of board volunteer's time b. Transportation costs
6. Youthful Offender Program	Improvement in policy and community relations	a. Program overhead b. Materials

and related time for the police department. The Mercer Island secondary costs included the time contributed by a volunteer psychiatrist and all of the other volunteers' time.

Mt. Baker's secondary benefits which emerged were that the victims' attitudes became more positive, because they saw something was being done and the the YSB was able to identify the youth's needs in terms of home, school, and work. Major secondary costs were transportation costs and the cost of the board volunteer's time. A major secondary benefit of the Youthful Offender Program was the improvement in police and community relations that occurred in King County as a result of the YSB's interventions. The secondary costs of the program included the program overhead and materials costs.

The most common secondary cost above was that of volunteer time. One can expect that if that factor were figured into the program costs, those YSB programs obtaining such high favorable rankings on cost, would have lower ranking. The most common secondary benefit was that parents and volunteers received services either for the present or the future.

The above information was presented to provide a perspective on additional factors which might have been included in a policy analysis model for Youth Service Bureaus. The next section will present the policy analysis recommendations regarding the various YSB programs.

### C. Summary Recommendations

After examining the seven selected Youth Service Bureaus from a number of different perspectives, it is now possible to formulate recommendations based upon the results obtained both in Report Two and Report Three. The youths from five of the seven programs, Olympia, Bellevue Y.E.S., Bellevue Conference Committee, Mercer Island and the Youthful Offender Program were similar on age, race, sex and prior offenses. The youths were White, with an average age of 15 years and had committed only one or two prior offenses. For these youths it appears that a restitution program is effective in reducing subsequent delinquency. The counseling programs from the selected programs were not able to affect such changes in their participants.

In terms of a recommended restitution program, the preceding policy analysis models indicate how recommendations have to take into consideration the priorities of policy decision-makers. For example, if the three major values, cost, subsequent offense rates, and community interface are weighted with the cost factor higher than the other factors, the the recommended restitution program is the Bellevue Conference Committee. If decreased subsequent offense rates is a value to be rated a higher priority, then the Bellevue Y.E.S. restitution model is the preferred choice. Finally, if all of the above three factors are weighted equally the Bellevue Y.E.S. and Mercer Island restitution programs are recommended.

The specific components of each of the above recommended restitution programs are discussed in detail in Report Two, so that

program directors can choose from those aspects which could best integrate with their existing program. However, just as it has been documented that there is nothing inherent in a Youth Service Bureau which reduces delinquency, a similar conclusion must be articulated: There is nothing inherent in a restitution program which will effectively reduce delinquency in and of itself. We saw in the preceding section how the different restitution programs varied in their effects upon juvenile crime. Therefore, the prediction must be made that: A restitution program will only be successful to the degree it systematically addresses the important program components to, at least, the quality level to that of Bellevue Y.E.S. and Mercer Island's programs. The evaluation also revealed the importance of the youth completing the restitution assignment as well. These stipulations about the potential effects of restitution are important as nationally restitution programs become the new trend in juvenile corrections.

The above program recommendations are made primarily for YSBs and other Community-based programs which deal with middle or upper class first offenders. For youths from minority racial backgrounds and lower socio-economic status the above restitution models would probably not be as effective as the Mt. Baker approach. The Mt. Baker restitution program obtained favorable follow-up results with minority youths, but was ranked low on cost because of its greater use of professional staff. The activities carried on by professional staff usually involved a more assertive approach in dealing with the youths and their families. For example, the professional restitution outreach worker went into the home to

gather the intake data and went to pick the youth up the first time to deliver him or her to the restitution work assignemnt.

It is thought that the more outgoing approach of the Mt. Baker program and its associated higher costs are probably necessary for minority youths. Therefore, for either minority and/or lower income first time juvenile offenders, the Mt. Baker restitution program is recommended. Aspects of the Mt. Baker program such as finding out about how the youth spends his or her time in the intake investigation are recommended for other non-minority youth programs.

The final recommendations to be discussed are concerned with Bremerton's Community Resources Consolidated program. For youths who are multiple offenders, but the offenses are of severity similar to shoplifting or less, the Bremerton program is recommended. The Community Resources Consolidated significantly reduced the quantity and severity of the juveniles' offenses after five months of participation. For the Bremerton program two recommendations are made. First, because of the apparent success of the restitution programs for first offenders, it might be advantageous to include some restitution component for their multiple offenders. The development of recommendations for restitution could be incorporated into the diagnostic process.

The second recommendation is concerned with improving the quality of the services delivered to youths in the CRC program. The CRC program has direct control of the quality of the input,

diagnosis, goal setting, and follow-up phases of the youths program. The diagnosis and goals could be of the highest level possible and if the implemented programs are low in quality the net effect would be zero or less. Therefore, the Bremerton program should investigate ways to systematically assess and improve the services which their youths receive.

The above recommendations have been made based upon the collected data and analysis of findings. The greatest value of this entire study is that it has extensively documented the goals, management, community interface, the youths served, the delivery system, the programs, the staff and the results of this social service called Youth Service Bureau in, at least, one State. The results reported throughout the three reports and the process used to organize them are as important as the above recommendations.

A P P E N D I C E S

REPORT ONE APPENDIX

1. COMMON FILE -- CODE BOOK CONTINUED

Item Number	Item Name	Item Description	Item Columns	Item Coding
13	Family Status	Marital status of client's parents	19	1 = Intact 2 = Broken 3 = One or Two Step-parents 4 = Other
14	School Status	School Status of client	20	1 = In School 2 = Not in School 3 = Graduated 4 = Expelled 5 = Suspended 6 = Drop-Out 7 = YSB or Alternative School 8 = Other School Misbehavior 9 = Unknown or Other
15	Counseling by YSB	Counseling provided as direct service to client	21	1 = Yes Blank = No
16	Vocational Training by YSB	Vocational training provided as direct service to client	22	1 = Yes Blank = No

Item Number	Item Name	Item Description	Item Columns	Item Coding
17	Academic Training	Academic Training provided as direct service to client	23	1 = Yes Blank = No
18	Job Placement by YSB	Job Placement provided as direct service to client	24	1 = Yes Blank = No
19	Family Counseling by YSB	Family Counseling provided as direct service to client	25	1 = Yes Blank = No
20	Follow-up by YSB	Follow-up provided as direct service to client	26	1 = Yes Blank = No
21	Accountability/Restitution by YSB	Accountability/Restitution provided as direct service to client	27	1 = Yes Blank = No
22	Counseling from Referral Source	Counseling provided by a referral source to the client	28	1 = Yes Blank = No
23	Family Counseling from Referral Source	Family Counseling provided by a referral source to the client	29	1 = Yes Blank = No

Item Number	Item Name	Item Description	Item Columns	Item Coding
24	Tutor Services from Referral Source	Tutor services provided by a referral source to the client	30	1 = Yes Blank = No
25	Job Training from Referral Source	Job training provided by a referral source to the client	31	1 = Yes Blank = No
26	Job Placement from Referral Source	Job placement provided by a referral source to the client	32	1 = Yes Blank = No
27	Shelter Help from Referral Source	Shelter help provided by a referral source to the client	33	1 = Yes Blank = No
28	Intake Date Month	Month date of intake by client in YSB program	34-35	01-12 = Month
29	Intake Date Year	Year date of intake by client in YSB program	36-37	70-76 = Year

Item Number	Item Name	Item Description	Item Columns	Item Coding
30	Termination Date Month	Month date YSB services were terminated by the client	38-39	01-12 = Month
31	Termination Date Year	Year date YSB services were terminated by the client	40-41	70-76 = Year
32	Recidivism Incidents	Was there a recidivism incident for the client	42	1 = Yes 2 = No 3 = Missing Data
33	Number of Recidivism Incidents	Number of recidivism incidents there were per client	43-44	Blank = Unknown 0 = ∅∅ 1 = ∅1 01-99
34	6 Month Recidivism Incidents	Whether the youth had a law enforcement contact within 6 months of referral or intake	45	1 = Yes 2 = No 3 = Missing Data
35	12 Month Recidivism Incidents	Whether the client had a law enforcement contact within 12 months of referral or intake	46	1 = Yes 2 = No 3 = Missing Data

Item Number	Item Name	Item Description	Item Columns	Item Coding
36	Length of Service	Length of time client was receiving service from the YSB program	47-48	00-99 Months

## 2. Data Transformations

### OLYMPIA

<u>Item Number</u>	<u>Transformation</u>
13	Card #1, Col. 18 ----- 19
14	Card #1, Col. 15 same----- 20
15	Card #1, Col. 47 ----- 21
16	Card #1, Col. 48 ----- 22
17	Card #1, Col. 49 ----- 23
18	Card #1, Col. 50 ----- 24
19	Card #1, Col. 51 ----- 25
20	Card #1, Col. 53 ----- 26
21	Card #1, Col. 54 ----- 27
22	Card #1, Col. 55 ----- 28
23	Card #1, Col. 56 ----- 29
24	Card #1, Col. 57 ----- 30
25	Card #1, Col. 59 ----- 31
26	Card #1, Col. 59 ----- 32
27	Card #1, Col. 64 ----- 33
28	Card #1, Cols. 33-34 ----- 34-35
	37-38 ----- 36-37
29	Card #1, Cols. 41-42 ----- 38-39
	45-46 ----- 40-41





BREMERTON, Continued

Item Number

Transformation

33

- a. Diagnostic Services date (DSD)  
Bremerton C: Card #1, Col. 7-10
- b. Add 12 months to DSD. This gives  
DSD+12.
- c. If DSD+12 is greater than  
Bremerton C: Card #2, Col. 10-13,  
then = 2 ----- 46
- d. If DSD+12 is less than  
Bremerton C: Card #2, Col. 10-13,  
then = 1 -----
- e. If Bremerton C: Card #2, Col. 10-13 = ~~0000~~  
or Blank, then = 2 -----

KING COUNTY

Item Number

Transformation

13

Card #1, Col. 28

1 ----- 19

2 -----

3 = 2 -----

4 = 3 -----

5 = 4 -----

6 = 4 -----

7 = 4 -----

8 = 4 -----

14

Card #1, Col. 29

1 ---same--- 20

2 = 1 -----

3 ---same---

4 = 5 -----

5 = 4

6 ---same---

7 ---same---

8 = 9

KING COUNTY, Continued

ITEM NUMBER

TRANSFORMATION

15	Card #3, Col. 40	1 ----- )	
	(Long term	2 = blank--- )	
	individual	3 = 1 ----- )	
	counseling)	Blank ----- )	
	(If still blank)	)	
	Card #3, Col. 41	1 ----- )	
	(Short term	2 = blank--- )	
	individual	3 = 1 ----- )	
	counseling)	Blank----- )	--- 21
	(If still blank)	)	
	Card #3, Col. 45	1 ----- )	
		2 = blank--- )	
		3 = 1 ----- )	
		Blank----- )	

NOTE: Only one 1 necessary for 1 to go into new column, but all 3 old columns must be blank for new column to be blank.

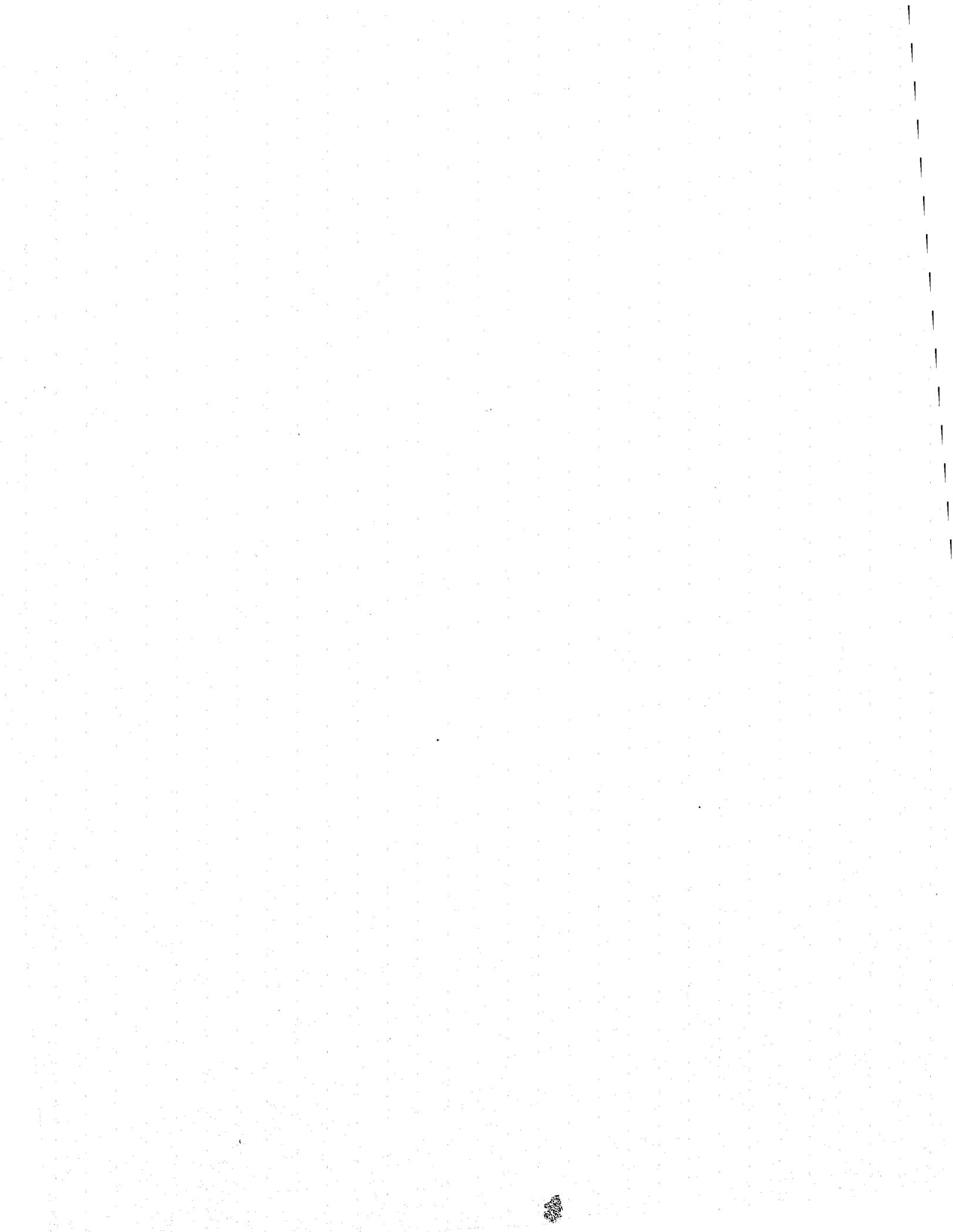
16	Card #3, Col. 52	1 ----- 22
		2 = blank---
		3 = 1 -----
		Blank-----



KING COUNTY, Continued

<u>Item Number</u>	<u>Transformation</u>	
21	Card #3, Col. 66	1 ----- 27
		2 = 1 -----
		3 = 1 -----
		Blank -----
22	Card #3, Col. 40	1 = blank -- )
	(Long-term	2 = 1 ----- )
	individual	3 = 1 ----- )
	counseling)	Blank ----- )
	(If still blank)	)
	Card #3, Col. 41	1 = blank -- )
		2 = 1 ----- )
		3 = 1 ----- )
		Blank ----- )
	(If still blank)	)
	Card #3, Col. 45	1 = blank -- )
		2 = 1 ----- )
		3 = 1 ----- )
		Blank ----- )

NOTE: Only one 1 necessary for 1 to go into new column, but all 3 old columns must be blank for blank to go in.



**CONTINUED**

**3 OF 5**

KING COUNTY, Continued

<u>Item Number</u>	<u>Transformation</u>
23	Card #3, Col. 43      1 = blank-- )
	(Long-term family      2 = 1 ----- )
	counseling)            3 = 1 ----- )
	Blank ----- )
	(If still blank)        ) --- 29
	Card #3, Col. 44      1 = blank-- )
(Short term family      2 = 1 ----- )	counseling)            3 = 1 ----- )
	Blank ----- )

NOTE: Only one 1 necessary for 1 to go into new column, but both 2 old columns must be blank for new column to be blank.

24	Card #3, Col. 56      1 = blank -- 30
	2 = 1 -----
	3 = 1 -----
	Blank -----

25	Card #3, Col. 52      1 = blank -- 31
	2 = 1 -----
	3 = 1 -----
	Blank -----



KING COUNTY, Continued

<u>Item Number</u>	<u>Transformation</u>
31, Continued	Card #5, Continued 50-55 = Offense date 61-66 = Offense date
32	<p>a. Intake date (ITD) Month/Day/Year Card #4, Col. 6-11</p> <p>b. Add 6 months to ITD. Be sure that over twelve months converts to new year. This gives ITD+6.</p> <p>c. If any of the following columns of dates are greater than Intake Date, but less than ITD+6, then = 1. Card #4, Cols. 27-32 38-43 49-54 60-65 Card #5, Cols. 6-11 17-22 28-33 39-44 50-55 61-66</p> <p>d. Add 1's, if <math>\geq 1</math>, then 1 ----- Col 45 if <math>\emptyset</math> or blanks, then 2-----</p>

KING COUNTY, Continued

Item Number

Transformation

33

a. Intake date (ITD) (Month/Day/Year)

Card #4, Col. 6-11

b. Add 12 month to ITD. This gives

ITD+12.

c. If any of the following columns of  
dates are greater than Intake date,  
but less than ITD+12, then = 1

Card #4, Cols. 27-32

38-43

49-54

60-65

Card #5, Cols. 6-11

17-22

28-33

39-44

50-55

61-66

d. Add 1's, If  $\geq 1$ , then = 1 ----- 46

If  $\emptyset$  or blanks, then = 2 -----

EVERETT

<u>Item Number</u>	<u>Transformation</u>
22	Card #2, Col. 10 ----- 28
23	Card #2, Col. 11 ----- 29
24	Card #2, Col. 12 ----- 30
25	Card #2, Col. 13 ----- 31
26	Card #2, Col. 14 ----- 32
27	Card #2, Col. 19 ----- 33
30	Card #1, Col. 61-62 90 = 2 ----- 42 Any 2-digit number = 1
31	Card #1, Col. 61-62 90 - 00 ----- 43-44

## CAP

<u>Item Number</u>		<u>Transformation</u>	
13	Card #1, Col 28	1 -----	19
		2 -----	
		3 = 2 -----	
		4 = 2 -----	
		5 = 2 -----	
		6 = 4 -----	
		7 = 4 -----	
		8 = 4 -----	
14	Card #1, Col. 35	1 = 7 -----	20
		2 = 7 -----	
		3 ---same-----	
		4 ---same-----	
		5 ---same-----	
		6 ---same-----	
		7 ---same-----	
		0 = 9 -----	
		8 = 9 -----	
15	Card #1, Col 19	0 = blank -----	21
		1 -----	
16	Card #3, Col 42	0 = blank -----	22
		1 = blank -----	
		2 = 1 -----	



CAP, Continued

Item Number

Transformation

28,  
Continued

15 = 12/74

16 = 01/75

17 = 02/75

18 = 03/75

19 = 04/75

20 = 05/75

21 = 06/75

22 = 07/75

23 = 08/75

24 = 09/75

25 = 10/75

26 = 11/75

27 = 12/75

28 = 01/76

29 = 02/76

30 = 03/76

31 = 04/76

32 = 05/76

33 = 06/76

34 = 07/76

35 = 08/76

36 = 09/76

29

Card #4, Col 22-23

Codes same as intake. 01-36, and ----- 38-41

98 = blank -----



SPANAWAY

Item Number

Transformation

13

Card #1, Col 32

1 = 4 ----- 19

2 = 4 -----

3 = 1 -----

4 -----

5 = 2 -----

6 = 4 -----

7 = 2 -----

8 = 4 -----

9 = 2 -----

SPOKANE

<u>Item Number</u>	<u>Transformation</u>
13	Card #1, Col. 18 ----- 19
15	Card #1, Col. 47 ----- 21
16	Card #1, Col. 48 ----- 22
17	Card #1, Col. 49 ----- 23
18	Card #1, Col. 50 ----- 24
19	Card #1, Col. 51 ----- 25
20	Card #1, Col. 53 ----- 26
21	Card #1, Col. 54 ----- 27
22	Card #1, Col. 55 ----- 28
23	Card #1, Col. 56 ----- 29
24	Card #1, Col. 57 ----- 30
25	Card #1, Col. 58 ----- 31
26	Card #1, Col. 59 ----- 32
27	Card #1, Col. 64 ----- 33
28	Card #1, Col. 33-34 ----- 34-35 Col. 37-38 ----- 36-37
29	Card #1, Col. 41-42 ----- 38-39 Col. 45-46 ----- 40-41

## TACOMA

<u>Item Number</u>	<u>Transformation</u>
14	Card #1, Col. 15 -----Same----- 20
15	Card #1, Col. 47 ----- 21
16	Card #1, Col. 48 ----- 22
17	Card #1, Col. 49 ----- 23
18	Card #1, Col. 50 ----- 24
19	Card #1, Col. 51 ----- 25
20	Card #1, Col. 53 ----- 26
21	Card #1, Col. 54 ----- 27
22	Card #1, Col. 55 ----- 28
23	Card #1, Col. 56 ----- 29
24	Card #1, Col. 57 ----- 30
25	Card #1, Col. 58 ----- 31
26	Card #1, Col. 59 ----- 32
27	Card #1, Col. 64 ----- 33
28	Card #1, Col. 33-34 ----- 34-35 Col. 37-38 ----- 36-37
29	Card #1, Col. 41-42 ----- 38-39 Col. 45-46 ----- 40-41
30	Card #1, Col. 30 Blank = -3 ----- 42
31	Card #1, Col. 31 ----- 44 ø ----- 43

YOP

Part A.

Item Number

Transformation

13

Card #1, Col. 71-72

00 = 4 ----- 19  
01 = 1 -----  
02 = 3 -----  
03 = 3 -----  
04 = 2 -----  
05 = 2 -----  
06 = 4 -----  
07 = 2 -----  
08 = 3 -----  
09 = 4 -----  
10 = 4 -----  
11 = 4 -----  
12 = 4 -----

14

Card #2, Col. 13

0 = 9 ----- 20  
1 -----same-----  
2 = 1 -----  
3 = 1 -----  
4 = 8 -----  
5 = 8 -----  
6 = 2 -----

YOP, Continued

<u>Item Number</u>	<u>Transformation</u>
15	Card #2, Col. 63
	0 = blank ----- 21
	1 = blank -----
	2 = blank -----
	3 = blank -----
	4 = blank -----
	5 = 1 -----
19	Card #2, Col. 61
	0 = blank ----- 25
	1 = blank -----
	2 = blank -----
	3 = blank -----
	4 = blank -----
	5 = blank -----
	6 = 1 -----
	7 = blank -----
	8 = blank -----
	9 = blank -----
	(If still blank)
	Card #2, Col. 62
	0 = blank
	1 = blank
	2 = blank
	3 = blank
	4 = blank
	5 = blank

YOP, Continued

Item Number

Transformation

19,  
Continued

Card #2, Col. 62, Continued

- 6 = 1
- 7 = blank
- 8 = blank
- 9 = blank

NOTE: Only one 6 = 1 is necessary  
for 1 to go into new column

20

Card #2, Col. 64 0 = blank ----- 26

- 1 = blank -----
- 2 = blank
- 3 = 1
- 4 = 1
- 5 = 1

Part B.

21

Card #1, Col. 68-69

- 01 = blank ----- 27
- 02 = blank -----
- 03 = blank -----
- 04 = blank -----
- 05 = blank -----
- 06 = blank -----
- 07 = blank -----

YOP, Continued

Item Number

Transformation

21,  
Continued

Card #1, Col. 68-69, Continued

08 = blank -----  
09 = 1 -----  
10 = blank -----  
11 = blank -----  
12 = blank -----  
13 = blank -----  
14 = blank -----  
15 = blank -----

22

Card #2, Col. 59-60

00 = blank ----- 28  
01 = blank -----  
02 = blank -----  
03 = 1 -----  
04 = blank -----  
05 = blank -----  
06 = blank -----  
07 = 1 -----  
08 = blank -----  
09 = blank -----  
10 = blank -----  
11 = blank -----  
12 = blank -----  
13 = blank -----

YOP, Continued

Item Number

Transformation

22,  
Continued

Card #2, Col. 59-60, Continued

14 = blank -----

15 = 1 -----

23

Card #2, Col. 57-58

00 = blank ----- 29

01 = blank -----

02 = 1 -----

03 = blank -----

04 = 1 -----

05 = blank -----

06 = blank -----

07 = blank -----

08 = blank -----

09 = blank -----

10 = blank -----

11 = blank -----

12 = blank -----

13 = blank -----

14 = blank -----

15 = blank -----

16 = blank -----

YOP, Continued

Item Number

Transformation

24

Card #2, Col. 59-60

- 00 = blank ----- 30
- 01 = blank -----
- 02 = blank -----
- 03 = blank -----
- 04 = blank -----
- 05 = blank -----
- 06 = blank -----
- 07 = blank -----
- 08 = blank -----
- 09 = blank -----
- 10 = blank -----
- 11 = 1 -----
- 12 = blank -----
- 13 = blank -----
- 14 = blank -----
- 15 = blank -----

27

Card #2, Col. 57-58

- 00 = blank ----- 33
- 01 = blank -----
- 02 = blank -----
- 03 = blank -----
- 04 = blank -----
- 05 = blank -----

YOP, Continued

Item Number

Transformation

27,  
Continued

Card #2, Col 57-58, Continued

06 = blank -----  
 07 = blank -----  
 08 = blank -----  
 09 = blank -----  
 10 = 1 -----  
 11 = blank -----  
 12 = blank -----  
 13 = blank -----  
 14 = blank -----  
 15 = blank -----  
 16 = blank -----

28

Card #1, Cols. 29-30 ----- 34-35

Col. 33

3 = 73 ----- 36-37  
 4 = 74 -----  
 5 = 75 -----  
 6 = 76 -----

29

Card #1, Cols 34-35 ----- 38-39

Col. 38

3 = 73 ----- 40-41  
 4 = 74 -----  
 5 = 75 -----  
 6 = 76 -----

YOP, Continued

Item Number

Transformation

30

Card #2, Col. 65-66

00 = 2 ----- 42

Any 2-digit number = 1

32

a. Receipt of Referral Date (RRD)

Card 1, Col. 24-28

Month 24-25

Day 26-27

Year 28

3 = 73

4 = 74

5 = 75

b. Add 6 months to RRD. Be sure that  
over 12 months converts to new year.

This gives RRD+6.

c. If RRD+6 is greater than Card #2,

Cols, 67-71, then = 2 ----- Col. 45

d. If RRD+6 is less than Card #2,

Cols. 67-71, then = 1 -----

e. If Card #2, Cols 67-71 =  $\emptyset\emptyset\emptyset\emptyset$  or

blank, then = 2 -----

YOP, Continued

Item Number

Transformation

33

a. Receipt of Referral Date (RRD)

Card 1, Col. 24-28

Month 24-25

Day 26-27

Year 28

3 = 73

4 = 74

5 = 75

b. Add 12 months to RRD. This gives  
RRD+12.

c. If RRD+12 is greater than Card #2,  
Cols. 67-71, then = 2 ----- Col. 46

d. If RRD+12 is less than Card #2,  
Cols. 67-71, then = 1 -----

e. If Card #2, Cols 67-71 = ~~00000~~ or  
blank, then = 2 -----

R E P O R T   T W O   A P P E N D I X

SUMMARY OF MOST SEVERE PRIOR 12 MONTH OFFENSES

Olympia

Prior 12 Months Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	10	23%
Runaway	7	16%
Burglary	4	9%
Marijuana	4	9%
Incorrigible	4	9%
Drugs	2	5%
Larceny	2	5%
Obstructing police	2	5%
Resisting	2	5%
Assault	1	2%
Joy riding	1	2%
Disorderly conduct	1	2%
Possession of stolen property	1	2%
Truant	1	2%
Property damage	1	2%
Total	43	

SUMMARY OF MOST SEVERE PRIOR 12 MONTH OFFENSES

Bremerton

Prior 12 Months Most Severe Offense	Number of Youth	Percent of Youth
Burglary	7	20%
Auto theft	3	9%
Breaking and entering	3	9%
Incorrigible	3	9%
Assault	2	6%
Joy riding	2	6%
Runaway	2	6%
Shoplifting	2	6%
Aggravated assault	1	3%
Taking motor vehicle without permission	1	3%
Forgery	1	3%
Indecent liberties	1	3%
Grand larceny	1	3%
Petty larceny	1	3%
Murder	1	3%
Robbery	1	3%
Truant	1	3%
Vandalism	1	3%
Miscellaneous sex offenses	1	3%
Total	35	

SUMMARY OF MOST SEVERE PRIOR 12 MONTH OFFENSES

Bellevue Y.E.S.

Prior 12 Months Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	17	53%
Burglary	3	9%
Marijuana	3	9%
Possession of alcohol by minor	2	6%
Property damage	2	6%
Forgery	1	3%
Juvenile drinking	1	3%
Runaway	1	3%
Possession of stolen property	1	3%
Vandalism	1	3%
Total	32	

SUMMARY OF MOST SEVERE PRIOR 12 MONTH OFFENSES

Bellevue Conference Committee

Prior 12 Months Most Severe Offense	Number of Youth	Percent of Youth
Breaking and entering	18	51%
Marijuana	3	9%
Juvenile drinking	2	6%
Possession of alcohol by minor	2	6%
Assault	1	3%
Auto theft	1	3%
Burglary	1	3%
Driving while intoxicated	1	3%
Larceny	1	3%
Petty larceny	1	3%
Lewdness	1	3%
Runaway	1	3%
Property damage	1	3%
Trespassing	1	3%
Total	35	

SUMMARY OF MOST SEVERE PRIOR 12 MONTH OFFENSES

Mercer Island

Prior 12 Months Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	14	35%
Burglary	4	10%
Larceny	3	8%
Malicious mischief	3	8%
Assault	2	5%
Taking motor vehicle without permission	2	5%
Narcotics	2	5%
Marijuana	2	5%
Forgery	2	5%
Possession of stolen property	2	5%
Trespassing	2	5%
Arson	1	3%
Neglect	1	3%
Total	40	

SUMMARY OF MOST SEVERE PRIOR 12 MONTH OFFENSES

Mt. Baker

Prior 12 Months Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	28	68%
Burglary	3	7%
Larceny	3	7%
Vandalism	3	7%
Petty larceny	2	5%
Robbery	1	2%
Trespassing	1	2%
Total	41	

SUMMARY OF MOST SEVERE PRIOR 12 MONTH OFFENSES

Youthful Offender Program

Prior 12 Months Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	11	27%
Burglary	8	20%
Runaway	5	12%
Vandalism	3	7%
Breaking and entering	2	5%
Non-aggravated assault	1	2%
Auto theft	1	2%
Taking motor vehicle without permission	1	2%
Marijuana	1	2%
False alarm	1	2%
Forgery	1	2%
Larceny	1	2%
Petty larceny	1	2%
Possession of stolen property	1	2%
Carrying concealed weapon	1	2%
Juvenile disturbance, neighbor- hood problem	1	2%
Neglect	1	2%
Total	41	

SUMMARY OF MOST SEVERE PRIOR 6 MONTH OFFENSES

Olympia

Prior 6 Month Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	10	23%
Runaway	7	16%
Burglary	4	9%
Marijuana	4	9%
Incorrigible	4	9%
Drugs	2	5%
Larceny	2	5%
Obstructing police	2	5%
Resisting	2	5%
Truant	2	5%
Joy riding	1	2%
Disorderly conduct	1	2%
Possession of stolen property	1	2%
Property damage	1	2%
Total	43	

SUMMARY OF MOST SEVERE PRIOR 6 MONTH OFFENSES

Bremerton

Prior 6 Month Most Severe Offense	Number of Youth	Percent of Youth
Burglary	8	23%
Auto theft	3	9%
Breaking and entering	3	9%
Runaway	3	9%
Assault	2	6%
Joy riding	2	6%
Incorrigible	2	6%
Shoplifting	2	6%
Aggravated assault	1	3%
Taking motor vehicle without permission	1	3%
Forgery	1	3%
Indecent liberties	1	3%
Petty larceny	1	3%
Murder	1	3%
Robbery	1	3%
Truant	1	3%
Vandalism	1	3%
Miscellaneous sex offenses	1	3%
Total	35	

SUMMARY OF MOST SEVERE PRIOR 6 MONTH OFFENSES

Bellevue Y.E.S.

Prior 6 Month Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	17	53%
Burglary	3	9%
Marijuana	3	9%
Possession of alcohol by minor	2	6%
Property damage	2	6%
Forgery	1	3%
Juvenile drinking	1	3%
Runaway	1	3%
Possession of stolen property	1	3%
Vandalism	1	3%
Total	32	

SUMMARY OF MOST SEVERE PRIOR 6 MONTH OFFENSES

Bellevue Conference Committee

Prior 6 Month Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	18	51%
Marijuana	3	9%
Juvenile drinking	2	6%
Property damage	2	6%
Possession of alcohol by minor	2	6%
Assault	1	3%
Auto theft	1	3%
Driving while intoxicated	1	3%
Larceny	1	3%
Petty larceny	1	3%
Lewdness	1	3%
Runaway	1	3%
Trespassing	1	3%
	<u>35</u>	

SUMMARY OF MOST SEVERE PRIOR 6 MONTH OFFENSES

Mercer Island

Prior 6 Month Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	14	35%
Burglary	3	8%
Marijuana	3	8%
Larceny	3	8%
Malicious Mischief	3	8%
Trespassing	3	8%
Assault	2	5%
Taking motor vehicle without permission	2	5%
Forgery	2	5%
Possession of stolen property	2	5%
Arson	1	3%
Juvenile disturbance, neighbor- hood problem	1	3%
Neglect	1	3%
Total	40	

SUMMARY OF MOST SEVERE PRIOR 6 MONTH OFFENSES

Mt. Baker

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Prior 6 Month Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	29	71%
Burglary	3	7%
Larceny	3	7%
Vandalism	3	7%
Petty larceny	1	2%
Robbery	1	2%
Trespassing	1	2%
Total	41	

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SUMMARY OF MOST SEVERE PRIOR 6 MONTH OFFENSES

Youthful Offender Program

Prior 6 Month Most Severe Offense	Number of Youth	Percent of Youth
Shoplifting	11	27%
Burglary	8	20%
Runaway	5	12%
Vandalism	3	7%
Breaking and entering	2	5%
Non-aggravated assault	1	2%
Auto theft	1	2%
Taking motor vehicle without permission	1	2%
Marijuana	1	2%
False alarm	1	2%
Forgery	1	2%
Larceny	1	2%
Petty larceny	1	2%
Possession of stolen property	1	2%
Carrying concealed weapon	1	2%
Juvenile disturbance, neighbor- hood problem	1	2%
Neglect	1	2%
Total	41	

SUMMARY OF REFERRAL OFFENSES

Olympia

Table

Referral Offense	Number of Youth	Percent of Youth
Runaway	11	26%
Shoplifting	9	21%
Marijuana	3	7%
Larceny	3	7%
Truancy	3	7%
Burglary	2	5%
Incorrigible	2	5%
Juvenile drinking	2	5%
Minor in improper place	2	5%
Auto theft	1	2%
Curfew	1	2%
Disorderly conduct	1	2%
Drugs (VUCSA)	1	2%
Stolen property	1	2%
Vandalism	1	2%
Total	43	

SUMMARY OF REFERRAL OFFENSES

Bremerton

Referral Offense	Number of Youth	Percent of Youth
Runaway	7	20%
Breaking and entering	4	11%
Incorrigible	3	9%
Petty larceny	3	9%
Vandalism	3	9%
Joy riding	2	6%
Truancy	2	6%
Assault	1	3%
Aggravated assault	1	3%
Non-aggravated assault	1	3%
Curfew	1	3%
Disorderly conduct	1	3%
Forgery	1	3%
Indecent liberties	1	3%
Grand larceny	1	3%
Shoplifting	1	3%
Robbery	1	3%
Miscellaneous sex offenses	1	3%
Total	35	

SUMMARY OF REFERRAL OFFENSES

Bellevue Y.E.S.

---

Referral Offense	Number of Youth	Percent of Youth
Shoplifting	15	47%
Juvenile drinking	3	9%
Breaking and entering	2	6%
Marijuana	2	6%
Petty larceny	2	6%
Runaway	2	6%
Vandalism	2	6%
Forgery	1	3%
Aiding and abetting	1	3%
Possession of alcohol by minor	1	3%
Possession of stolen property	1	3%
Total	32	

---

SUMMARY OF REFERRAL OFFENSES

Bellevue Conference Committee

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Referral Offense	Number of Youth	Percent of Youth
Shoplifting	18	51%
Juvenile drinking	4	11%
Marijuana	3	9%
Property damage	3	9%
Non-aggravated assault	1	3%
Auto theft	1	3%
Driving while intoxicated	1	3%
Petty larceny	1	3%
Lewdness	1	3%
Runaway	1	3%
Trespassing	1	3%
Total	35	

---

SUMMARY OF REFERRAL OFFENSES

Mercer Island

Referral Offense	Number of Youth	Percent of Youth
Shoplifting	16	40%
Malicious mischief	4	10%
Burglary	3	8%
Marijuana	3	8%
Auto theft	2	5%
Forgery	2	5%
Possession of stolen property	2	5%
Trespassing	2	5%
Arson	1	3%
Assault	1	3%
Aggravated assault	1	3%
Larceny	1	3%
Juvenile disturbance, neighbor- hood problem	1	3%
Neglect	1	3%
Total	40	

SUMMARY OF REFERRAL OFFENSES

Mt. Baker

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Referral Offense	Number of Youth	Percent of Youth
Shoplifting	30	73%
Petty larceny	3	7%
Vandalism	2	5%
Burglary	1	2%
Breaking and entering	1	2%
Larceny	1	2%
Robbery	1	2%
Trespassing	1	2%
Juvenile disturbance, neighbor- hood problem	<u>1</u>	2%
Total	41	

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SUMMARY OF REFERRAL OFFENSES

Youthful Offender Program

Referral Offense	Number of Youth	Percent of Youth
Shoplifting	10	24%
Burglary	8	20%
Runaway	6	15%
Petty larceny	4	10%
Vandalism	3	7%
Non-aggravated assault	1	2%
Auto theft	1	2%
Breaking and entering	1	2%
Drugs (VUCSA)	1	2%
False alarm	1	2%
Forgery	1	2%
Possession of stolen property	1	2%
Carrying concealed weapon	1	2%
Juvenile disturbance, neighbor- hood problem	1	2%
Neglect	1	2%
Total	41	

SUMMARY OF MOST SEVERE DURING PROGRAM OFFENSES

Olympia

Most Severe During Offense	Number of Youth	Percent of Youth
Burglary	2	5%
Shoplifting	1	2%
No offenses	<u>40</u>	93%
	43	

SUMMARY OF MOST SEVERE DURING PROGRAM OFFENSES

Bremerton

Most Severe During Offense	Number of Youth	Percent of Youth
Runaway	6	17%
Burglary	3	9%
Assault	1	3%
Attempted suicide	1	3%
Auto theft	1	3%
Curfew	1	3%
Incorrigible	1	3%
Shoplifting	1	3%
Probation violation	1	3%
No offenses	<u>19</u>	54%
Total	35	

SUMMARY OF MOST SEVERE DURING PROGRAM OFFENSES

Bellevue Y.E.S.

Most Severe During Offense	Number of Youth	Percent of Youth
Strong-arm robbery	1	3%
Runaway	1	3%
No offenses	<u>30</u>	94%
Total	32	

SUMMARY OF MOST SEVERE DURING PROGRAM OFFENSES

Bellevue Conference Committee

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Most Severe During Offense	Number of Youth	Percent of Youth
Marijuana	1	3%
No offenses	<u>34</u>	97%
Total	35	

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SUMMARY OF MOST SEVERE DURING PROGRAM OFFENSES

Mercer Island

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Most Severe During Offense	Number of Youth	Percent of Youth
Larceny	3	8%
No offenses	<u>37</u>	92%
Total	40	

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SUMMARY OF MOST SEVERE DURING PROGRAM OFFENSES

Mt. Baker

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Most Severe During Offense	Number of Youth	Percent of Youth
Burglary	1	2%
Property damage	1	2%
No offenses	<u>39</u>	95%
Total	41	

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SUMMARY OF MOST SEVERE DURING PROGRAM OFFENSES

Youthful Offender Program

Most Severe During Offense	Number of Youth	Percent of Youth
Shoplifting	5	12%
Breaking and entering	2	5%
Arson	1	2%
Indecent exposure	1	2%
Petty larceny	1	2%
Possession of alcohol by minor	1	2%
Runaway	1	2%
No offenses	<u>29</u>	71%
Total	41	

SUMMARY OF MOST SEVERE 6 MONTH POST OFFENSES

Olympia

6 Month Post Most Severe Offense	Number of Youth	Percent of Youth
Runaway	6	14%
Loitering	2	5%
Marijuana	1	2%
Driving while intoxicated	1	2%
Incorrigible	1	2%
Larceny	1	2%
Malicious mischief	1	2%
No offenses	<u>30</u>	70%
Total	43	

SUMMARY OF MOST SEVERE 6 MONTH POST OFFENSES

Bremerton

6 Month Post Most Severe Offense	Number of Youth	Percent of Youth
Auto theft	1	3%
Incorrigible	1	3%
Petty larceny	1	3%
Shoplifting	1	3%
Juvenile drinking	1	3%
Probation violation	1	3%
Vandalism	1	3%
No offenses	<u>28</u>	79%
Total	35	

SUMMARY OF MOST SEVERE 6 MONTH POST OFFENSES

Bellevue Y.E.S.

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6 Month Post Most Severe Offense	Number of Youth	Percent of Youth
Larceny	1	3%
Possession of alcohol by minor	1	3%
No offenses	<u>30</u>	94%
Total	32	

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SUMMARY OF MOST SEVERE 6 MONTH POST OFFENSES

Bellevue Conference Committee

6 Month Post Most Severe Offense	Number of Youth	Percent of Youth
Assault	1	3%
Auto theft	1	3%
Marijuana	1	3%
Driving while intoxicated	1	3%
Fraud	1	3%
No offenses	<u>30</u>	86%
Total	35	

SUMMARY OF MOST SEVERE 6 MONTH POST OFFENSES

Mercer Island

6 Month Post Most Severe Offense	Number of Youth	Percent of Youth
Larceny	2	5%
Taking motor vehicle without permission	1	3%
Marijuana	1	3%
Juvenile drinking	1	3%
Possession of alcohol by minor	1	3%
No offenses	<u>34</u>	85%
Total	40	

SUMMARY OF MOST SEVERE 6 MONTH POST OFFENSES

Mt. Baker

6 Month Post Most Severe Offense	Number of Youth	Percent of Youth
Burglary	2	5%
Larceny	2	5%
Auto theft	1	2%
Runaway	1	2%
Vandalism	1	2%
Property damage	1	2%
No offenses	<u>33</u>	80%
Total	41	

SUMMARY OF MOST SEVERE 6 MONTH POST OFFENSES

Youthful Offender Program

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6 Month Post Most Severe Offense	Number of Youth	Percent of Youth
Breaking and entering	2	5%
Aggravated assault	1	2%
Disorderly conduct	1	2%
Shoplifting	1	2%
No offenses	<u>36</u>	88%
Total	41	

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SUMMARY OF YOUTH PROBLEMS DIAGNOSED BY THE Y.S.B.

Olympia

Diagnosed Problem	Number of Youth	Percent of Youth
Poor self image	12	28%
Authority problem	9	21%
Legal problem	8	19%
Poor child-parent relationship	6	14%
Lacks assertiveness	6	14%
Needs to express emotions	5	12%
Truancy, poor school attendance	4	9%
Peer problems/social problems	4	9%
Parents separated, divorced, dead, or in process of divorce	3	7%
Lack of parental supervision, discipline	3	7%
Alcohol abuse by parent(s)	2	5%
School behavior problem	2	5%
General school problem	2	5%
Drug or potential drug problem	2	5%
Bad temper or anger	2	5%
Parent involved in legal difficulties	1	2%
Other physical problem	1	2%
No friends/withdrawn	1	2%
Total	73	

SUMMARY OF YOUTH PROBLEMS DIAGNOSED BY THE Y.S.B.

Bremerton

Diagnosed Problem	Number of Youth	Percent of Youth
Parents separated, divorced, dead, or in process of divorce	17	49%
Truancy, poor school attendance	10	29%
Poor child-parent relationship	9	26%
Poor self image	9	26%
Alcohol abuse by parent(s)	7	20%
General school problems	7	20%
Several recent changes in living situation	7	20%
Lack of parental supervision, discipline	6	17%
Peer problems, social problems	6	17%
School behavior problem	5	14%
Drug or potential drug problem	5	14%
Other physical problem	5	14%
Over-protectiveness or over-strictness by parent(s)	4	11%
Depression	4	11%
Child abuse, physical	3	9%
No friends, withdrawn	3	9%
Sexually promiscuous	3	9%

Continued

Diagnosed Problem	Number of Youth	Percent of Youth
Bad temper or anger	3	9%
Parent involved in legal difficulties	2	6%
Hearing	2	6%
Hyperactive, borderline hyperactive	2	6%
Immature	2	6%
Lacks motivation	2	6%
Impulsive	2	6%
Lies	2	6%
Denies responsibility	2	6%
Manipulator	2	6%
Alcohol problem	2	6%
Parent has emotional problem	1	3%
Sibling problems	1	3%
Grades or school achievement problem	1	3%
Learning disabilities, dyslexia	1	3%
Suicide attempt(s)	1	3%
Legal problems	1	3%
Violent or aggressive behavior	1	3%
Authority problem	1	3%
Psychopathic, anti-social	1	3%
Parent has physical problem	1	3%
Total	143	

SUMMARY OF YOUTH PROBLEMS DIAGNOSED BY THE Y.S.B.

Bellevue Y.E.S.

Diagnosed Problem	Number of Youth	Percent of Youth
Legal problem	20	63%
Poor child-parent relationship	14	44%
Parents separated, divorced, dead, or in process of divorce	7	22%
General school problems	5	16%
Alcohol problem	4	13%
Drug or potential drug problem	4	13%
Boredom	4	13%
Peer problems, social problems	3	9%
Psychopathic, anti-social	3	9%
Alcohol abuse by parent(s)	2	6%
Depression	2	6%
Temporary problem of juvenile	2	6%
Parent has physical problem	1	3%
Parent has emotional problem	1	3%
Hearing	1	3%
Other physical problem	1	3%
Poor self image	1	3%
Immature	1	3%
Authority problem	<u>1</u>	3%
Total	77	

SUMMARY OF YOUTH PROBLEMS DIAGNOSED BY THE Y.S.B.

Bellevue Conference Committee

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Diagnosed Problem	Number of Youth	Percent of Youth
Legal problem	35	100%
Alcohol problem	2	6%
Poor child-parent relationship	1	3%
Truancy, poor school attendance	1	3%
Drug or potential drug problem	<u>1</u>	3%
Total	40	

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SUMMARY OF YOUTH PROBLEMS DIAGNOSED BY THE Y.S.B.

Mercer Island

Diagnosed Problem	Number of Youth	Percent of Youth
Legal problem	39	98%
Poor child-parent relationship	11	28%
Parents separated, divorced, dead, or in process of divorce	8	20%
Peer problems, social problems	6	15%
Temporary problem of juvenile	6	15%
Boredom	5	13%
General school problems	3	8%
Alcohol abuse by parent(s)	2	5%
Psychopathic, anti-social	2	5%
Employment problem	2	5%
Lack of parental supervision, discipline	1	3%
Parent has emotional problem	1	3%
Truancy, poor school attendance	1	3%
Physical problem	1	3%
Poor self image	1	3%
Bad temper or anger	<u>1</u>	3%
Total	90	

SUMMARY OF YOUTH PROBLEMS DIAGNOSED BY THE Y.S.B.

Mt. Baker

Diagnosed Problem	Number of Youth	Percent of Youth
Legal problem	22	54%
Parents separated, divorced, dead, or in process of divorce	14	34%
Truancy, poor school attendance	8	20%
Sibling problems	3	7%
Poor child-parent relationship	2	5%
Several recent changes in living situation	2	5%
Lack of parental supervision, discipline	2	5%
Parent involved in legal difficulties	2	5%
Grades or school achievement problem	2	5%
Other physical problem	2	5%

Continued

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Diagnosed Problem	Number of Youth	Percent of Youth
Alcohol abuse by parent(s)	1	2%
Parent has physical problem	1	2%
Parent has emotional problem	1	2%
School behavior problem	1	2%
General school problems	1	2%
Hearing	1	2%
Boredom	1	2%
Lacks motivation	1	2%
Peer problems, social problems	1	2%
Lies	1	2%
Psychopathic, anti-social	1	2%
Employment problem	<u>1</u>	2%
Total	71	

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SUMMARY OF YOUTH PROBLEMS DIAGNOSED BY THE Y.S.B.

Youthful Offender Program

Diagnosed Problem	Number of Youth	Percent of Youth
Parents separated, divorced, dead, or in process of divorce	22	54%
Alcohol abuse by parent(s)	9	22%
Poor child-parent relationship	9	22%
School behavior problem	6	15%
Legal problem	6	15%
Several recent changes in living situation	4	10%
Truancy, poor school attendance	4	10%
No friends, withdrawn	4	10%
Lack of parental supervision, discipline	3	7%
Poor self image	3	7%
Sexually promiscuous	3	7%
Grades or school achievement problem	2	5%

Continued

Diagnosed Problem	Number of Youth	Percent of Youth
General school problems	2	5%
Hyperactive, borderline hyperactive	2	5%
Drug or potential drug problem	2	5%
Other physical problem	2	5%
Child abuse, physical	1	2%
Learning disability, dyslexia	1	2%
Hearing	1	2%
Speech	1	2%
Perceptual problem	1	2%
Immature	1	2%
Lacks motivation	1	2%
Temporary problem of juvenile	1	2%
Lies	1	2%
Total	92	

SUMMARY OF SERVICES PROVIDED TO THE YOUTHS

Olympia

Service Provided	Number of Youth	Percent of Youth
Self counseling training	11	26%
Assertiveness training	11	26%
Educational workshop	8	19%
Individual counseling	4	9%
Family counseling	2	5%
No service	<u>7</u>	16%
Total number of services	36	

SUMMARY OF SERVICES PROVIDED TO THE YOUTHS

Bremerton

Service Provided	Number of Youth	Percent of Youth
Family counseling	15	43%
Group home	14	40%
Individual counseling	12	34%
Probation	12	34%
Special school program	10	29%
Lifestyle assessment class	5	14%
Institutional placement	5	14%
Changed youth's living situation	3	9%
Foster home	2	6%
Recreation	2	6%
Parents attending parenting class	1	3%
Father referred to vocational rehabilitation	1	3%
Worked on school problems with youth	1	3%
Hearing test	1	3%
Referral for medical problems	1	3%
More intensive diagnostic activities	1	3%
Forced to stay away from negative peers	1	3%
Mini-bike program	1	3%
Behavioral contract developed	1	3%
Detention	<u>1</u>	3%
Total number of services	90	

SUMMARY OF SERVICES PROVIDED TO THE YOUTHS

Bellevue Y.E.S.

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Service Provided	Number of Youth	Percent of Youth
Family counseling	17	53%
Restitution	15	47%
Individual counseling	10	31%
Group counseling	4	13%
Youth referred to Alcoholics Anonymous Teens	1	3%
Telephone counseling	1	3%
More intensive diagnostic activities	1	3%
Job training	<u>1</u>	3%
Total number of services	50	

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SUMMARY OF SERVICES PROVIDED TO THE YOUTHS

Bellevue Conference Committee

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Service Provided	Number of Youth	Percent of Youth
Restitution	20	57%
Attended Conference Committee meeting only	10	29%
Youth referred to Alcoholics Anonymous Teens	3	9%
Individual counseling	3	9%
Letter to parents only	<u>2</u>	6%
Total number of services	38	

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SUMMARY OF SERVICES PROVIDED TO THE YOUTHS

Mercer Island

Service Provided	Number of Youth	Percent of Youth
Individual counseling	34	85%
Family counseling	31	78%
Restitution	30	75%
Telephone counseling	17	43%
Jobs	3	8%
Foster care	1	3%
Special school program	1	3%
Values clarification	1	3%
Referral for medical problems	1	3%
Psychiatric counseling	1	3%
Self counseling training	1	3%
Total number of services	121	

SUMMARY OF SERVICES PROVIDED TO THE YOUTHS

Mt. Baker

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Services Provided	Number of Youth	Percent of Youth
Restitution	40	98%
Behavioral contract developed	3	7%
Family counseling	1	2%
Special school program	1	2%
Individual counseling	1	2%
Job training	<u>1</u>	2%
Total number of services	47	

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SUMMARY OF SERVICES PROVIDED TO THE YOUTHS

Youthful Offender Program

Service Provided	Number of Youth	Percent of Youth
Telephone counseling	38	93%
Family counseling	35	85%
Individual counseling	29	71%
Parents attend parenting class	6	15%
Restitution	4	10%
Psychiatric counseling	2	5%
More intensive diagnostic activities	2	5%
Behavioral contract developed	2	5%
Recommended books to parents	1	2%
Special school program	1	2%
Worked on school problem with youth	1	2%
Worked on school problem with teacher	1	2%
Recreation	1	2%
Recommended books to youth	1	2%
Placed in relative's home	<u>1</u>	2%
Total number of services	125	

OFFENSE CODE AND SERIOUSNESS SCALE

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Seriousness	Offense Number	Offense Description
2	1	Aberrant behavior
7	2	Abduction
7	3	Arson
7	4	Assault
7	5	Aggravated assault
7	6	Non-aggravated assault
5	7	Attempted suicide
4	8	Auto accessory theft
6	9	Auto theft
6	10	Joy riding
6	11	Outside auto theft
6	12	Taking motor vehicle without permission
2	13	Absent without leave
4	15	Bicycle theft
5	16	Boat theft

NOTE: This coding table and seriousness scale is an adaptation of the King County, Washington, table.

Continued

Seriousness	Offense Number	Offense Description
5	17	Burglary
5	18	Breaking and entering
5	19	Outside burglary
4	20	Car prowl
5	24	Check fraud
5	25	Bad checks
2	29	Concealing birthdate
2	31	Contributing to delinquency of a minor
5	32	Counterfeiting
5	33	Credit cards
5	34	Illegal use of credit cards
5	35	Theft of credit cards
1	38	Curfew
2	39	Discharge of explosives, firearms
2	40	Disorderly conduct
2	41	False reports
2	43	Drugs
6	44	Narcotics (Herion, Opium, cocaine and derivatives)
2	45	Non-narcotic drugs (glue, marijuana)
3	46	Driving while intoxicated
5	49	Drunkedness

Continued

Seriousness	Offense Number	Offense Description
5	49	Embezzlement
6	50	Extortion
2	51	False alarm
3	52	False representation
3	53	Fighting
3	54	Affray
5	55	Firebomb
5	57	Forgery
5	59	Fraud
5	60	Bunco
5	61	Fugitive
3	63	Gun code
5	67	Incest
5	68	Inciting to riot
3	69	Incorrigible
3	70	Indecent exposure
3	71	Indecent liberties
4	72	Larceny
5	73	Grand larceny
5	74	Outside larceny
4	75	Petty larceny
4	76	Shoplifting

Continued

Seriousness	Offense Number	Offense Description
3	78	Lewdness
2	79	License violation
2	80	Liquor
2	81	Giving or furnishing to minor
2	82	Illegal sale or purchase
2	83	Juvenile drinking
2	84	Possession by minor
2	85	Sale by minor
1	87	Loitering
4	88	Mail theft
4	89	Manslaughter
4	90	Negligent manslaughter (homicide)
4	91	Non-negligent manslaughter
2	92	Minor in improper place
2	93	Minor playing prohibited games
1	95	Malicious mischief
5	96	Molesting
6	97	Motorcycle theft
7	98	Murder
1	100	Noise ordinance
2	101	Obscene phone calls, talking, writing, gestures

Continued

Seriousness	Offense Severity	Offense Description
5	102	Obstructing justice
6	104	Obstructing justice
6	105	Failure to disperse
6	106	Interfering
6	107	Resisting
3	109	Parole violation
3	110	Perjury
4	111	Pickpocket
2	112	Probation violation
4	113	Procuring
1	114	Profanity
3	115	Prostitution
3	116	Prowling
5	117	Purse snatch
7	118	Rape
7	119	Attempted rape
4	120	Riding in stolen boat
4	121	Riding in stolen car
7	122	Robbery
7	123	Strong-arm robbery
2	124	Runaway
2	125	Non-resident

Continued

Seriousness	Offense Number	Offense Description
2	128	Seduction
5	130	Sodomy
5	131	Crimes against nature
4	132	Stolen property
4	133	Buying
4	134	Possession
4	135	Receiving
4	136	Selling
3	137	Threats
4	138	Traffic
4	139	Reckless driving
4	140	Negligent driving
2	141	Truant
2	142	Unlawful assembly
2	145	Vandalism
2	146	Property damage
2	147	Vice (not gambling)
3	148	Weapons
3	149	Carrying concealed
4	150	Possession of dangerous
2	151	Window peeping
4	152	Negligent homicide
4	153	Possession of burglar tools

Continued

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Seriousness	Offense Number	Offense Description
3	154	Miscellaneous sex offenses
1	155	Trespassing
1	156	Juvenile disturbance, neighbor- hood problem
7	160	Kidnapping

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WASHINGTON STATE YOUTH SERVICE BUREAU CLIENT DATA

\_\_\_ \_\_\_ \_\_\_ Identification Number

\_\_\_ Site Number

\_\_\_ Sex

\_\_\_ Race

\_\_\_ \_\_\_ \_\_\_ Year, Month Birthday

\_\_\_ \_\_\_ \_\_\_ Year, Month Program Entry

\_\_\_ \_\_\_ \_\_\_ Year, Month Program Exit

\_\_\_ \_\_\_ \_\_\_ Days for Program Link-up After Referral

\_\_\_ Program Completion (Success = 1, Drop-out = 2,  
Unknown = 9)

\_\_\_ \_\_\_ \_\_\_ Referral Offense

\_\_\_ Referral Offense Severity

\_\_\_ \_\_\_ Specific Problem 1 (See Specific Problem Code)

\_\_\_ \_\_\_ Specific Problem 2

\_\_\_ \_\_\_ Specific Problem 3

\_\_\_ \_\_\_ Specific Problem 4

\_\_\_ \_\_\_ Specific Problem 5

\_\_\_ \_\_\_ Specific Problem 6

\_\_\_ \_\_\_ Specific Problem 7

\_\_ \_\_

Specific Problem 8

\_\_ \_\_

Services Provided 1

\_\_ \_\_

Services Provided 2

\_\_ \_\_

Services Provided 3

\_\_ \_\_

Services Provided 4

\_\_ \_\_

Services Provided 5

\_\_ \_\_

Services Provided 6

\_\_ \_\_

Services Provided 7

\_\_ \_\_

Services Provided 8

\_\_ \_\_

Percent of problems where services were provided

\_\_

Counseling: 1 = Individual, 2 = Family, 3 = Group,  
4 = I & F, 5 = I & G, 6 = G & F,  
7 = I, F & G, 9 = None

\_\_ \_\_

Frequency Counseled

\_\_ \_\_ \_\_

Length (Days)

\_\_

Source ( 1 = In-house, 2 = Referred)

\_\_ \_\_

Card Number

\_\_ \_\_ \_\_

I.D. Number

\_\_

Site Number

\_\_\_ \_\_\_ \_\_\_ Amount of time structured per week  
 \_\_\_ Type of Accountability ( 1 = No, 2 = Implied Threat,  
 3 = Formal threat in writing, 4 = CRC, 5 = Formal  
 meeting with guilt required )  
 \_\_\_ Restitution (Yes = 1, No = 2)  
 \_\_\_ Completed on Time (Yes = 1, No = 2)  
 \_\_\_ \_\_\_ Restitution Type(s) (See Code III)  
 \_\_\_ \_\_\_ Restitution Amount (Dollars)  
 \_\_\_ \_\_\_ Restitution Amount (Service Hours)  
 \_\_\_ \_\_\_ Restitution Amount (Letters)  
 \_\_\_ \_\_\_ Restitution Amount (Essays)  
 \_\_\_ \_\_\_ Restitution Amount (Other)  
 \_\_\_ \_\_\_ Family Involvement (Hours in Accountability)  
 \_\_\_ \_\_\_ Family Involvement (Hours in Diagnosis)  
 \_\_\_ \_\_\_ Family Involvement (Hours in Counseling)  
 \_\_\_ \_\_\_ Total family involvement  
 \_\_\_ Site SES  
 \_\_\_ \_\_\_ \_\_\_ Average Site Empathy Score  
 \_\_\_ Degree Diagnosis is Systematic  
 \_\_\_ Degree Restitution is Systematic

\_\_\_ Degree Accountability is Systematic

\_\_\_ Degree Services are Systematic

\_\_\_ Degree Follow-up is Systematic

\_\_\_ Degree Family Involvement is Systematic

\_\_\_ Degree Feedback is Systematic

\_\_\_ Degree of Community Interface

\_\_\_ \_\_\_ \_\_\_ Average Program Score by Degree of Systematicness

\_\_\_ \_\_\_ Number of Prior Status Offenses

\_\_\_ \_\_\_ Number of Prior Delinquency Offenses

\_\_\_ \_\_\_ \_\_\_ Average Offense Severity - Prior

\_\_\_ \_\_\_ \_\_\_ Most Serious Offense - Prior

\_\_\_ \_\_\_ Number of During Program Status Offenses

\_\_\_ \_\_\_ Number of During Program Delinquency Offenses

\_\_\_ \_\_\_ \_\_\_ Average Offense Severity - During

\_\_\_ \_\_\_ \_\_\_ Most Serious Offense - During

\_\_\_ \_\_\_ Number of Post Status Offenses

\_\_\_ \_\_\_ Number of Post Delinquency Offenses

\_\_\_ \_\_\_ \_\_\_ Average Offense Severity - Post

\_\_\_ \_\_\_ \_\_\_ Most Serious Offense - Post

CODING TABLE FOR SPECIFIC PROBLEM LIST

A. Parent-Family Problems

- 01 Parents separated, divorced, dead, or in process of divorce
- 02 Drinking or alcohol abuse by one or both parents
- 03 Poor child-parent relationship, either
- 04 Over-protectiveness or over-strictness by parent
- 05 Several recent changes in living situation
- 06 Lack of parental supervision, discipline
- 07 Parent has physical problem
- 08 Parent has emotional problem
- 09 Parent involved in legal difficulties
- 10 Child abuse, physical
- 11 Sibling problems

B. School Problems

- 14 Truancy, poor attendance, skipping
- 15 Grades or school achievement problems
- 16 Behavior problem
- 17 Poor interaction with the teachers
- 18 Learning disabilities, dyslexia
- 19 General

C. Physical Problems

- 21 Hearing
- 22 Speech

— Degree Accountability is Systematic

— Degree Services are Systematic

— Degree Follow-up is Systematic

— Degree Family Involvement is Systematic

— Degree Feedback is Systematic

— Degree of Community Interface

— — — Average Program Score by Degree of Systematicness

— — Number of Prior Status Offenses

— — Number of Prior Delinquency Offenses

— — — Average Offense Severity - Prior

— — — Most Serious Offense - Prior

— — Number of During Program Status Offenses

— — Number of During Program Delinquency Offenses

— — — Average Offense Severity - During

— — — Most Serious Offense - During

— — Number of Post Status Offenses

— — Number of Post Delinquency Offenses

— — — Average Offense Severity - Post

— — — Most Serious Offense - Post

$\frac{0}{77}$   $\frac{2}{80}$  Card Number

— — I.D. Number

— Site Number

— — Number of Prior Status Offenses 12 months

— — Number of Prior Delinquency Offenses 12 months

— — Average Offense Severity, Prior 12 months

— — Most Serious Offense Prior 12 months

$\frac{0}{77}$   $\frac{3}{80}$  Card Number

CODING TABLE FOR SPECIFIC PROBLEM LIST

A. Parent-Family Problems

- 01 Parents separated, divorced, dead, or in process of divorce
- 02 Drinking or alcohol abuse by one or both parents
- 03 Poor child-parent relationship, either
- 04 Over-protectiveness or over-strictness by parent
- 05 Several recent changes in living situation
- 06 Lack of parental supervision, discipline
- 07 Parent has physical problem
- 08 Parent has emotional problem
- 09 Parent involved in legal difficulties
- 10 Child abuse, physical
- 11 Sibling problems

B. School Problems

- 14 Truancy, poor attendance, skipping
- 15 Grades or school achievement problems
- 16 Behavior problem
- 17 Poor interaction with the teachers
- 18 Learning disabilities, dyslexia
- 19 General

C. Physical Problems

- 21 Hearing
- 22 Speech

C. Physical Problems (continued)

- 23 Hyperactive, borderline hyperactive
- 24 Perceptual problem
- 25 Alcohol problem
- 26 Drug or potential drug problem
- 27 Other physical problem

D. Emotional/Personal Problems

- 30 Poor self image
- 31 Needs to express emotions
- 32 Boredom
- 33 Depression
- 34 Immature
- 35 Lacks motivation
- 36 Impulsive
- 37 Suicide attempts

E. Peer-Social Problems

- 40 No friends, withdrawn
- 41 Peer problems, social problems
- 42 Lacks assertiveness
- 43 Sexually promiscuous

F. Legal/Behavior Problems

- 46 Legal problem

G. Behavioral Problems

- 47 Temporary problem of juvenile
- 48 Violent or aggressive behavior
- 49 Bad temper or anger

G. Behavioral Problems (continued)

- 50 Lies
- 51 Denies responsibility
- 52 Authority problem
- 53 Manipulator
- 54 Psychopathic, anti-social
- 55 Employment problem

CODING TABLE FOR SERVICES PROVIDED

A. Parent-Family Services

- 01 Family counseling
- 02 Parents attended parenting classes
- 03 Recommended books to parents
- 04 Changed youth's living situation
- 05 Foster
- 06 Relative
- 07 Group home
- 08 Father referred to Vocational Rehabilitation
- 09 Parent referred to Alcoholics Anonymous
- 10 Youth referred to Alcoholics Anonymous Teens

B. School Services

- 11 Special school program
- 12 Worked on school problems with youth
- 13 Worked on school problems with teacher
- 14 Values Clarification
- 15 Letter to parents

C. Physical Services

- 16 Hearing test
- 17 Referral for medical problems
- 18 Recreation

D. Emotional/Personal Services

- 21 Self counseling training
- 22 Lifestyle Assessment Class

D. Emotional/Personal Services (continued)

- 23 Individual counseling
- 24 Group counseling
- 25 Telephone counseling
- 26 Psychiatric counseling
- 27 Recommended books to youth
- 28 More intensive diagnostic activities
- 29 Assertiveness training
- 30 Forced to stay away from negative peers
- 31 Mini-bike program
- 32 Job training
- 33 Jobs

E. Legal/Behavioral Control Services

- 34 Restitution
- 35 Probation
- 36 Behavioral contract developed
- 37 Educational workshop
- 38 Institutional placement
- 39 Detention

CODING TABLE FOR RESTITUTION TYPE

- 1 Money
- 2 Community Service Work
- 3 Work for victim
- 4 Essay or paper
- 5 Letter of apology
- 6 Personal apology
- 7 Attend Conference Committee meeting only
- 8 Return stolen property personally
- 9 Attend school regularly

If more than one, list both

If only one put 0 in first space

REPORT THREE APPENDIX

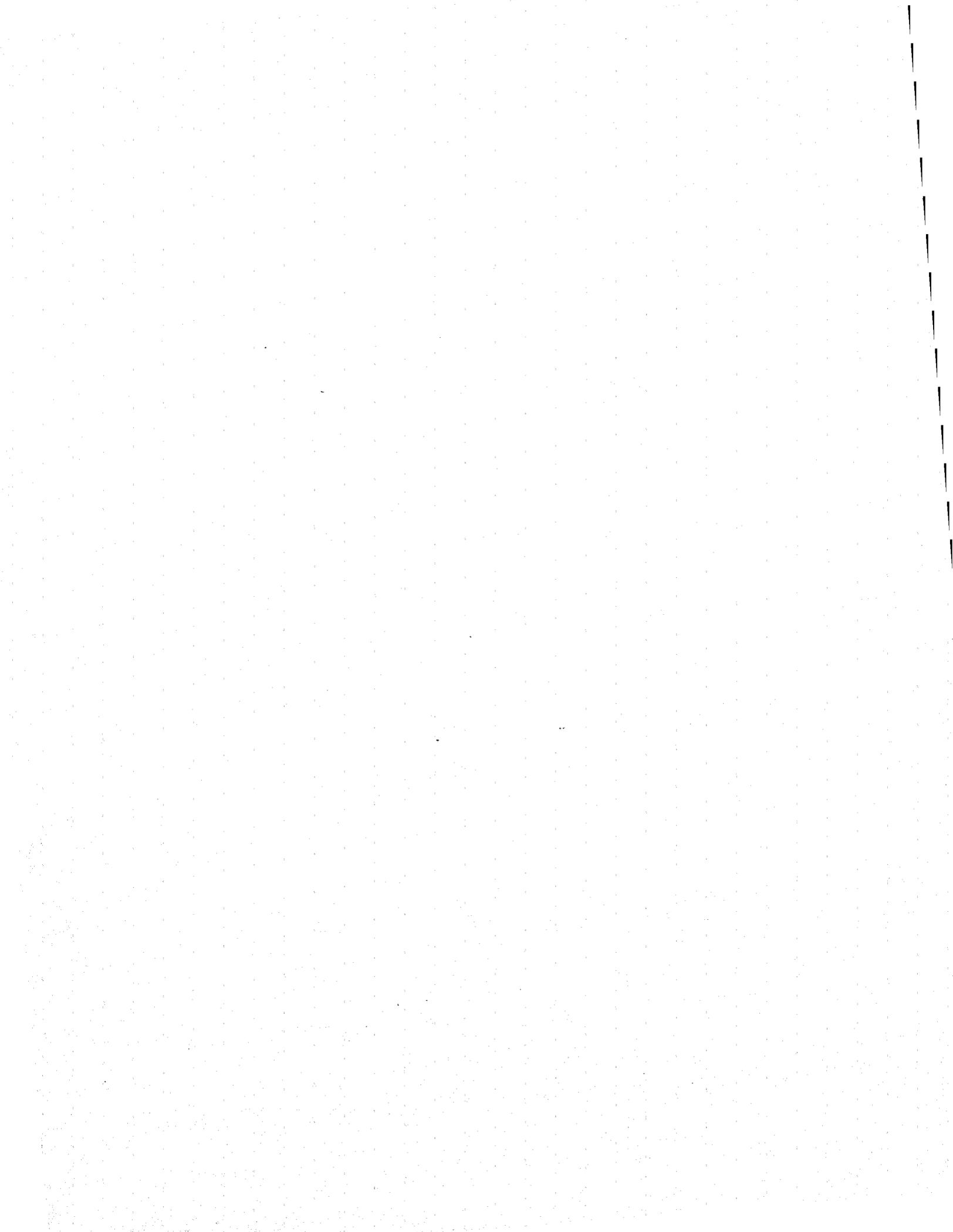
# A . P O L I C Y A N A L Y S I S A N N O T A T E D

## Bibliography

### 1. Overview

This annotated bibliography on Policy Analysis is divided into three major sections: Technical References, Political References, and Criminal Justice References. The technical section includes references on models, policy analysis, cost effectiveness analysis, cost-benefit analysis, and evaluation. The political references include sections on the function of policy analysis and the feasibility of policy analysis. The criminal justice section includes references on planning, policy-cost benefit-cost effectiveness analysis, economics, juvenile justice and adult justice. While the use of these sections and sub-sections helps to organize the references, it should be pointed out that in many cases a selection could have been grouped under one or more additional sub-sections.

The references that appear in this bibliography were selected by means of a comprehensive search process. This process included a review of references provided by the National Planning Association in Washington, D.C., a National Criminal Justice Reference Service search, the libraries of major policy analysis "think-tanks," federal and state governmental agencies, and key policy analysis journals and annual reviews. Research conducted by the National Planning Association in Washington, D.C. resulted in about 4,525 books, articles and report references concerned with policy issues and the analysis of social programs. All of these



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references, especially the 300 that were specifically related to criminal justice, were carefully reviewed. The reference service search provided 399 selections dealing with policy-cost benefit-cost effectiveness analysis in criminal justice areas. About 100 publications from major policy analysis "think-tanks," like The Rand Corporation, The Brookings Institutions and the Graduate School of Public Policy at Berkely, and from federal and state governmental agencies, were included in the review. A similar number of references from policy analysis journals and annual reviews were examined. In many cases one reference was identified through more than one of the search procedures.

While numerous references could have been included in this bibliography, the quality of the possible references, their publication dates (no references published prior to 1970 were included) and the scope of this effort permitted inclusion of only 67 sources. Fifteen technical, 10 political and 42 criminal justice references were included. These references were used to develop the other two major parts of this chapter which focus on history, terms, and processes and on the application of policy analysis. They can also be used to help the reader identify sources for more in-depth discussions of policy analysis.

## 2. Technical References

Technical references include those pertaining to models, policy analysis, cost-effectiveness analysis, cost-benefit analysis and evaluation.

a. Models

Chesler, L. G. and Goeller, B. F. The Star Methodology for Short-Haul Transportation: Transportation System Impact Assessment. Santa Monica: Rand Corporation, R-1359, DOT, 1973.

This report documents the methodology developed by Rand for performing R & D policy analysis studies. This methodology was developed within the framework of the System Impact Assessment approach to systems evaluation. In this approach, impacts are presented in terms of their natural, physical units, rather than being converted to some other scale such as dollars. Types of impacts included in this approach are service, financial, economic, community and social impacts. Steps typically taken by a planner are: describe goals, define and describe set of alternatives to be evaluated, name impacts and develop criteria, predict impacts for each alternative, present comparisons in a decision-making matrix.

Enzer, S. Interactive Cross-Impact Modeling. Center for Future Research, University of Southern California, M-27, 1976.

This article focuses on future research methodology and discusses interactive cross-impact modeling as a method for long-range forecasting. In an interactive cross-impact analysis, the three categories of change that combine to create the future state of an issue are explicitly included and they are: current state of affairs (i.e., key trends and their rates of change), sudden changes (e.g., technology development, resource discoveries, accidents) and social intervention (e.g., resource allocation, laws, regulations). These changes are accommodated by the Interactive Model in the following manner: the cross impact model includes very probabilistic input (e.g., the sudden changes, exogenous trends and contingent social reactions), the trend model is an analytic model which describes the current state of affairs (e.g., endogenous trends and their rates of change) and the human intervention model includes the actions of specific institutions; these three models interact with each other. Longer time periods are projected as a series of shorter intervals and the human interaction is carried out by people simulating the decision maker in a specific societal institution. With the completion of all the intervals, one possible long-term future can be described.

Quade, E. S. "Basic Concepts in Policy Analysis: Analysis of Public Decisions." In Policy Studies Review Annual - Volume I; edited by S. S. Nagel, Beverly Hills: Sage Publications, 1977.

In this reference the author discusses the unsatisfactory state of public policy making, some possible reasons for the present state of affairs, a definition of policy analysis, the current state of analysis in the public sector, why analysis has trouble, and what

can be expected from public policy analysis. He points out that policy analysis with its present models is not a perfected discipline and that changes in method and attitude arising from the inability of the more quantitative and conventional methodologies to handle the political and social aspects of the public problems are needed. Policy analysis models must consider winning the cooperation and assistance of the people currently affected by and dealing with the problem, helping the client formulate his decisions or recommendations so that they will be acceptable, and making sure that solutions are designed so that they can be implemented without being vitiated.

b. Policy Analysis

Cyr, A. and deLeon, P. Comparative Policy Analysis. Santa Monica: Rand Corporation, P-5534, 1975.

The article summarizes a sample of work dealing with public policy issues from cross-national perspectives. Public policy study is viewed as a movement among a variety of scholars and other professionals and not as a formal academic discipline. Those most prominently identified with the field represent a range of disciplinary backgrounds; the varied methodological approaches employed reflect this diversity. The authors indicate that the most important consistent element among policy analysts is their concentration upon the processes by which public policies are identified, initiated and carried through to completion or frustration.

Fisher, G. A. Cost Considerations in Policy Analysis. Santa Monica: Rand Corporation, P-5534, 1975.

In this reference, the author discusses the key issues related to cost considerations in policy analysis. Three major issues are covered: dollar cost measurements as a proxy for real economic cost, non-economic costs, and the distribution of costs and benefits. Dollar cost measurements may not always be sufficient in serving as a proxy for real economic cost (i.e., benefits or opportunities foregone) either because some dollar costs were excluded by too narrow a design or because some costs cannot be so measured. Economic costs, even if measured perfectly, are not the only costs; non-economic costs (e.g., quality of life impacts) are important and only some of them can be reduced to appropriate monetary measurements. Policy makers must also be sensitive to the distribution of costs and benefits - that is, who will pay and who will receive.

Haveman, R. H. et al. (Eds.) Benefit-Cost and Policy Analysis - 1973.  
Aldine Annual on Forecasting, Decision-Making and Evaluation.  
Chicago: Aldine Publishing Company, 1974.

The purpose of this annual is to reproduce a sample of important articles in the policy analysis field that were completed during the previous year. This annual has two main parts. The first focuses on public investment and management policies in the natural resources and environmental areas. The following topics are included: environmental policy, natural resources policy, transportation policy, and the use of land values in benefit-cost analysis. The second part focuses on the evaluation of social programs and policies. Here, the following topics are covered: income maintenance policy, regulatory policy, health insurance policy and human investment policy.

c. Cost-Effectiveness Analysis

Kazanowski, A. D. A Standard Approach to Cost Effectiveness Evaluation.  
North American Rockwell, Space and Information Division, SID 66-1923,  
1970.

The author points out that cost-effectiveness evaluation is deemed good if it is derived in conformance with state-of-the-art techniques. Whether its conclusions are subsequently proven right or wrong is immaterial; its purpose is to clarify complex interrelationships between choices, and this generates a rational consensus for action. The standard approach to the conduct of cost-effectiveness evaluation is presented as moving through the following steps: define the desired goals, identify the mission requirements, develop alternative systems, establish system evaluation criteria, select fixed cost or fixed effectiveness approach, determine capabilities of alternative systems, generate system versus criteria array, analyze merits of alternative systems, perform sensitivity analysis and document bases of previous nine steps.

Massey, H. G., Novick, D., and Peterson, R. E. Cost Measurement: Tools and Methodology for Cost Effectiveness Analysis. Santa Monica: Rand Corporation, P-4762, 1972.

In this article the authors recount recent efforts at cost measurement, survey and illustrate the current methodology and tools of cost measurement, question the underlying assumptions, present limitations of the techniques and discuss the future of cost measurement. Three cost phases are described: research and development, initial investment and systems operations. The following techniques are also discussed: discounting or measurement over time, restructuring total program costs, developing cost-estimating relationships and handling uncertainty through sensitivity analysis and a fortiori analysis. The authors indicate that future efforts must work to broaden narrow contexts so that what are now external costs become internal costs.

Quade, E. S. A Critique of Cost-Effectiveness. Santa Monica: Rand Corporation, P-5524, 1975.

In this reference, the author discusses the deficiencies and virtues of cost-effectiveness and cost-benefit analysis. He briefly traces the history leading to these types of analyses by pointing to operations research and system analysis as forerunners to policy analysis. Operations research sought to do things better; systems analysis sought to do things better and cheaper; and policy analysis seeks to do things better and cheaper and with equity. Both cost-effectiveness and cost-benefit analysis are classified as system analysis techniques. The deficiencies with these types of analyses are related to difficulties with scale of effort, multiple objectives, spillovers, distributional impacts and arbitrary quantification.

d. Cost-Benefit Analysis

Hinrich, H. H. and Taylor, G. M. Systematic Analysis: A Primer on Benefit-Cost Analysis and Program Evaluation. Pacific Palisades, California: Goodyear Publishing Company, Inc., 1972.

This text on systematic analysis deals with improving decision-making in the public (i.e., government) sector. The decision-making topics include improving the quality of life and the quantities of goods and services available now and in the future. The major categories of systematic analysis are surveyed: objectives, constraints, externalities, time, risk and uncertainty. The theory of systematic analysis, case studies and analytic examples and notes on planning, analysis and evaluation are presented. The book summarizes the core of a new generation of systematic analysis in a "how to" and "how was done" fashion.

Layard, R. Cost-Benefit Analysis: Selected Readings. Baltimore, Maryland: Penguin Books, Ltd., 1973.

This is a book of readings that cover the main problems that arise in a typical cost-benefit exercise. Topics include: a survey of the field, measuring costs and benefits when they occur, social time preference rate and the social opportunity cost of capital, the treatment of risk, the treatment of income distribution, and example cases. The following types of issues and concepts are covered: defining a project, externalities, secondary benefits, project life, relevant prices, market imperfections, taxes and controls, unemployment, intangibles, discount rates, uncertainty, rates of return, shadow prices and shadow wages.

Wolfe, J. N. Cost-Benefit and Cost-Effectiveness: Studies and Analysis.  
London: George Allen and Unwin, Ltd., 1973.

Papers included in this reference focus on political economy, theory, application in various fields and areas and frontiers for future applications of cost-benefit and cost-effectiveness analyses. Articles dealing with political economy cover the following topics: defining the area of political judgments, the role of the legislature, and devices for ensuring that political judgments are made explicit. Theoretical articles include discussions on shadow-prices, taxes, inputs-outputs, risk, uncertainty and analytical approaches. Field and area articles include the following subjects; airport runways, airports and research and development. New frontiers include applications in regional policy, journeys to work, and the valuation of time.

e. Evaluation

Froomkin, J. Needed: A New Framework for the Analysis of Government Programs. Policy Analysis, 1976, Spring, 341-350.

In this article the author argues that analysis in the federal government is often hampered by limiting the evaluation to the stated objectives of a program. He points to the need for an overall model to test the effects of new programs and warns analysts that failure to understand the scope of a program may result in underestimating its costs. He also recommends more emphasis on planning and analysis which he suggests could contribute to greater effectiveness of federal programs.

Haveman, R. H. and Weisbrod, B. A. Defining Benefits of Public Programs: Some Guidance for Policy Analysis. Policy Analysis, 1975, Winter, 169-196.

This article attempts to answer the question of how one should define benefits in evaluating public expenditure programs. It looks at: the theoretical basis of the concept of benefits, focusing on the proposition of the "new welfare economics," the willingness-to-pay criterion, and benefits in relation to efficiency and equity; the question of which types of benefits to include in a sound concept of efficiency, exploring the distinctions between primary and secondary, real and pecuniary, external and internal, and tangible and intangible benefits; and the special issues of option price and option value, and of donor benefits and equity benefits. The main point is that we must determine what forms are taken by the benefits of public projects before we can decide how each form can be measured and compared to costs.

Rivlin, A. M. Systematic Thinking for Social Action. Washington, D.C.: The Brookings Institution, 1971.

In this selection the author examines the contributions that systematic analysis has made to decision making in the governments' "social action" programs - education, health, manpower training and income maintenance. She suggests that so far the analysts have probably done more to reveal how difficult the problems and choices are than to make the decisions easier. We have made much progress in identifying and measuring social problems and our knowledge about who wins and who loses has improved. However, little progress has been made in comparing the benefits of different social action programs and little is known about how to produce more effective social services. To do better, she concludes, we must have better ways of distinguishing better from worse and this requires comprehensive, reliable performance measures.

### 3. Political References

Political references include those focusing on the functions of the policy analysts and on the feasibility of performing policy analyses.

#### a. Functions

Abert, J. G. Defining the Policy-Making Functions in Government: An Organizational and Management Approach. Policy Sciences, 1974, Vol. 5, 245-255.

The author applies a roles and missions approach to the management of the office of the chief planner in large scale public operations. While recognizing that such an approach is at variance with modern public administration theories, it states that it is a needed step in organizing and managing the policy-making process, which in most agencies is in constant flux. Five key functions are defined: planning, analysis, research, demonstration and evaluation. The author shows how these functions and their management interact over several years of policy-making and how activities identified with each function can be chronologically spaced and mutually reinforcing.

Archibald, K. A. Three Views of the Expert's Role in Policy Making: System Analysis, Incrementalism and the Clinical Approach. Santa Monica: Rand Corporation, P-4292, 1970.

This paper compares three approaches to improving policy-making: system analysis, disjointed incrementalism, and the clinical approach. Particular attention is paid to the way in which each of these approaches view organizations and the role of the expert.

The system analyst works near the top, is concerned with decision-making and resource utilization, and views information moving up and objectives moving down. The disjointed incrementalist or the piecemeal social engineer views policy making as serial, fragmented and proceeding through long chains of political and analytical steps; objectives move down and data moves up but data comes from outside as well. Incrementalists consider organizational problems as political problems while system analysts tend to ignore them. The clinical approach, proposed by the author, places organizational problems at the center of the concern. This approach attempts to change structure and process within the organization and the clinical analyst works at all levels and is concerned with communication.

Lowi, T. Decision Making vs. Policy Making: Toward an Antedote for Technology. Public Administration Review, 1970, May-June, 314-325.

The author points out that behavioral social science is primarily concerned with microscopic phenomenon of individual behavior and that the macroscopic things within which individual behavior takes place have been neglected. He states that the most important dynamic concept tying together all of the structural variables is coercion which is to the macrosocial level what power is to the behavioral level. He discusses two major consequences of a perverted definition of politics: first, the descent into the technocratic and the concomitant embrace of policies made by others; and second, also concomitantly, the neglect of certain fundamental variables that render the results either insubstantial or irrelevant. He concludes that the policy analyst should define his function in terms of aggregative characteristics - state, public, coercion and real policy - rather than in terms of movements of components of that system.

Meltsner, A. J. Bureaucratic Policy Analysis. Policy Analysis, 1975, Vol. 1, No. 1, 115-132.

The author describes the bureaucratic policy analyst as a fairly new breed. He then explores their motivations for working in the federal government, their notions of success, their relationships with - and perhaps preemption of - the client, and their methods and criteria for selecting, defining and working on problems of public policy. He concludes that, at present, the bureaucratic policy analyst is not a policy scientist - he is more bureaucrat than analyst - and that much of his future value will depend on the informed use of policy analysis by policy makers.

Weidenbaum, M. L. Private Advisors and Government Policymakers. Policy Analysis, Winter, 1975, 101-114.

This article develops a new statistical indicator for measuring the involvement of various interest groups in governmental decision-making. A tabulation of the membership of the advisory committees serving the federal government shows that college and university

faculties constitute the largest body of government advisors, with business executives next. Although there is some tendencies toward specialization, there is substantial variation in membership patterns both within and among the various groups.

b. Feasibility

Lee, R. D. and Staffeldt, R. J. Executive and Legislative Use of Policy Analysis in the State Budgeting Process. Policy Analysis, 1977, Vol. 3, No. 3, 395-406.

This article summarizes the survey of state budget offices and shows that the conduct of policy analysis has increased considerably in state budgetary systems since 1970. The increase is evident in legislatures and in executive branches, including central budget offices, other central executive agencies, and major line agencies. Executive conduct and use of analysis were more extensive than legislative conduct and use, and the survey suggests that the gaps between the two branches may be widening. States with extensive executive conduct and use of analysis are more likely to have legislative conduct and use as well. A major gap exists between the conduct of analysis and its actual use in policy deliberations. Also, policy analysis does not seem to be associated with any particular type of state.

Majone, G. "On the Notion of Political Feasibility." In Policy Studies Review Annual - Volume I, edited by S. S. Nagel, Beverly Hills: Sage Publications, 1977.

The author points out that, as the methodological problems of policy analysis attract more and more attention of social scientists, political feasibility is bound to be recognized as one of the central concepts of this new discipline. He states, however, that if this notion is to acquire the same methodological status as technical or economic feasibility, the relevant constraints must be made explicit and submitted to critical analysis. He discusses three broad classes of critical constraints: political, distributional and institutional.

Meltsner, A. J. Political Feasibility and Policy Analysis. Public Administration Preview, 1972, Nov.-Dec., 859-874.

The author states that a current deficiency of the analysis of public policy issues by governmental agencies is the slighting of political implications. One reason that analysts have not considered political feasibility in their studies is the lack of a convenient methodology. As a beginning, he provides a list of categories that could lead to the mapping of the politics of policy alternatives: the identification of actors, their beliefs

and motivations, resources, and the sites of their interactions. The difficulty of integrating political implications with analytical procedures is explored.

Rosove, P. E. Planning For and Planning In State and County Public Agencies. Center for Future Research, University of Southern California, M-18, 1974.

The purpose of this paper was to identify and explore some of the typical problems encountered during the early attempts to establish or enhance long-range planning in public agencies at state and local levels. Feasible and recommended solutions to the problems are also discussed. The planning process, mechanism, cycle and time horizon are described and three levels of planning - normative, strategic and operational - are defined. The common agency problems that are presented include: viewing planning as a panacea, political constraints, lack of concern for the design of a planning process and information inadequacies.

Van Horn, C. and Van Meter, D. S. "The Implementation of Intergovernmental Policy." In Policy Studies Review - Volume I, edited by S. S. Nagel, Beverly Hills: Sage Publications, 1977.

The author points out that far too little attention has been paid to how policy decisions are transformed into public services. He draws upon the literature and then directs our attention to a set of attributes, processes and behaviors that will help provide a more comprehensive understanding of the policy implementation process and the performance of intergovernmental policy. He describes eight variable clusters that comprise a model for intergovernmental policy implementation: policy resources, policy standards, communications, enforcement, disposition of implementors, characteristics of the implementing agencies, the political conditions and economic and social conditions.

#### 4. Criminal Justice References

References in this section include those emphasizing planning, policy-cost benefit-cost effectiveness analyses, economics, juvenile justice and adult justice.

##### a. Planning

Blumstein, A. and Larson, R. G. "Analysis of a Total Criminal Justice System." In Analysis of Public Systems, edited by A. W. Drake, R. L. Keeney and K. M. Morse, Cambridge, Mass.: Massachusetts Institute of Technology Press, 1972, 317-55.

A method for constructing a model of the criminal justice system, both in a detailed way with a linear model and in a more aggregated way using feedback to account for recidivism, is described. The focus is on the criminal justice system itself; neither the public and private means outside the criminal justice system by which criminal behavior is controlled nor the deterrent effects of the system are considered. A method to study the entire criminal justice system and the interaction of its parts is provided. The parts are examined in terms of costs, workloads, resource requirements and the effects of alternative rehabilitative procedures. The authors suggest that the models provide a research tool that could be used to assess the criminal justice system's impact on crime.

Cho, Yong Hyo. Public Policy and Urban Crime. Cambridge, Massachusetts: Ballinger Publishing Company, 1974, 224.

The author states that public policy analysis can be used to make an important contribution in analyzing the expenditures of public money for crime control. This book examines specific policies in 49 major U.S. cities and in 40 Ohio communities. It reviews the nature and trends of crime and examines crime policies as social and political issues. It also analyzes organizational structure, administrative procedures and expenditures for the criminal justice system. The net impact of governmental decisions are discussed and conclusions and priorities are specified.

Greenwood, P. W. Long-Range Planning in the Criminal Justice System: What State Planning Agencies Can Do. Santa Monica: Rand Corporation, P-4379, 1970.

This paper raises some issues that state planning agencies should address to achieve desired reforms and innovations. It describes what long-range planning involves, how it can be accomplished, and why such efforts typically fail. The planning process outlined requires some degree of analysis at every step. The disciplines required include operations research for modeling, simulation and optimization; economics for cost-benefit analysis and econometric modeling; engineering for hardware evaluation and system design; psychology for personnel testing and evaluation; and information scientists for system evaluation design. The author suggests that the planning agencies assess their resources in each of these areas.

Hoover, L. T. Planning-Programming-Budgeting Systems: Problems of Implementation for Police Management. Journal of Police Science and Administration, 1974, Vol. 2, No. 1, 82-93.

In this article the author discusses planning problems and needs from a police management point of view. He points out that the present state of the art enables us to establish a programmatic budget but does not enable us to initiate a planning, programming, budgeting system. This system requires that various alternative courses of action be analyzed as to their cost-effectiveness in

achieving stipulated objectives. However, he points out that research has not yet produced information that could allow such analyses. He emphasizes that such research must be conducted so that we can act upon crime rates rather than react to crime rates.

Lind, R. C. and Lipsky, J. P. Measurement of Police Output - Conceptual Issues and Alternative Approaches. Stanford University, 1974.

This source discusses the measuring of police production in terms of social and monetary costs within the context of the criminal justice system's institutions and social environment and points out the need for such measurement in the overall planning process. Police services are considered an intermediate step in the production of justice with their effectiveness dependent upon the operation of the courts and corrections systems as well as their own efforts. Good measures of system production and effectiveness meet the following criteria: they have an accepted and valid formula for computing output, they use obtainable data, and they are sufficiently sensitive to measure changes resulting from the activity being evaluated. The strengths and weaknesses of a number of approaches to measuring police output are surveyed, and cost-benefit and cost-effectiveness analyses are discussed. The fundamental ways in which police actions can affect the crime rate are examined in an attempt to isolate those capabilities which account for most of the police impact.

Martin, J. P. and Williams, A. Application of Modern Techniques of Resource Allocation in the Field of Crime Problems. NCJRS Microfiche Program, France, 1973.

This reference contains two reports; one deals with the economic implications of resource allocation and the other focuses on sociological factors and effects. The first report is concerned with the following topics: the original interest in cost-effectiveness methods in the area of criminal policy, the development of relevant work, and the intellectual and financial resources devoted to it; an assessment of the current state of relevant work and its relationship to policy making; and the relationship between work on cost-effectiveness and the general body of criminological research. The emphasis of the second report is on the value of the techniques that are described above from the economist's standpoint. That is, how valuable are they as means of discovering and evaluating more efficient ways of using limited resources.

Nanus, B. A General Model for Criminal Justice Planning. Center for Future Research, University of Southern California, M-15, 1974.

The author points out that criminal justice agencies have fallen under hard criticism for their seeming inability to expand and adapt at a rate commensurate with the accelerated growth of crime. He offers a general planning model for criminal justice agencies and explains how it can help effect the establishment of orderly,

systematic and continuous processes of setting objectives, anticipating the future and bringing these anticipations to bear on critical present decisions. The model includes five distinct, sequenced types of planning: futures studies which makes forecasts about critical trends and leads to policy planning; policy planning which determines what an agency should do and why and which leads to strategic planning; strategic planning which is concerned with what an agency can do and how and which leads to operational planning; operational planning which establishes what an agency will do and when and which leads to implementation, evaluation and the impacts of the agency's efforts and which feeds back into each of the other planning steps.

Nanus, B. and Perry, L. A Planning-Oriented Measure of Crime and Delinquency. Center for Future Research, University of Southern California, M-4, 1973.

This paper discusses an experiment conducted for the Los Angeles Model Cities Program and describes a measure of program impact on level of crime and delinquency. The measure is designed to be useful both for analysis and for guiding planning on current and future crime programs in a given region. Basically, Modus Operandi files are used to generate, utilizing a Sellin-Wolfgang type procedure, an index of crime. The index proved valuable for policy evaluation, monitoring activities, and planning decisions.

Peters, G. W. Applying Systems Analysis to Criminal Justice Systems. NCJRS Microfiche Program, 1974.

This paper provides a summary history of system analysis and documents the adaptation of this planning approach to criminal justice systems. Criminal justice examples of each of the major methodologies involved in system analysis are presented. A discussion of the "system analyzability" of criminal justice systems and the implications for planning is also included.

Tropman, J. E. and Gohlke, K. H. Cost-Benefit Analysis - Toward Comprehensive Planning in the Criminal Justice System. Crime and Delinquency, 1973, Vol. 19, No. 3, 313-322.

The techniques of cost/benefit analysis are presented in a general way so that they can be used by decision-makers in the criminal justice system when evaluating alternatives. The promises and the pitfalls of the techniques are discussed and the question of whether the benefits of cost/benefit analysis are sufficient to outweigh the costs of its adoption is addressed. The author states that the techniques will help identify new worthy programs, develop accurate information systems, enhance use of community and social indicators in decision-making, and equip planners for dealing with legislature, funding bodies, and interest groups. The focus of the article is on the system of thought as opposed to the mathematical processes of cost/benefit analysis.

U.S. Advisory Commission on Intergovernmental Relations. State-Local Relations in the Criminal Justice System. Washington, D.C.: Government Printing Office, 1971.

This report analyzes the structure and operations of state and local criminal justice systems with an emphasis on intergovernmental operational problems. It examines, evaluates and recommends changes designed to strengthen the intergovernmental relationships that form the basis for the entire system. The report is divided into three major areas: an analysis of intergovernmental dimensions of various state and local criminal justice systems, and the intergovernmental policy issues raised by the operations of these systems; an examination of the public role in the criminal justice system; and policy recommendations designed to achieve a better functioning state-local criminal justice system.

Wildhorn, S. et. al. Indicators of Justice: Measuring the Performance of Prosecution, Defense, and Court Agencies Involved in Felony Proceedings. Santa Monica: Rand Corporation, R-1917-DOJ, 1976.

This report discusses the results of a study of the use of statistical performance measures in the context of felony proceedings. The study was designed to identify, screen and evaluate sets of statistical performance measures as indices of progress and to demonstrate the applicability of these performance measures in selected jurisdictions. The study demonstrated that it is feasible to apply performance measures to data already available in court files and to draw inferences about whether and how performance in specified issue areas changed in a jurisdiction.

b. Policy-Cost Benefit-Cost Effectiveness Analyses

Chapman, J. I. A Handbook of Cost-Benefit Techniques and Application: Part I - Techniques. Washington, D.C.: Correctional Economic Center, American Bar Association, 1975.

This handbook provides guidelines for applying cost-benefit analyses to criminal justice system activities including techniques for assessing and "pricing" social outcomes and non-direct costs. Part I presents the theoretical background underlying the basic steps for performing cost-benefit analysis with careful explanation of each step and why it is necessary and how to do it. Included topics are: purposes of cost-benefit analysis, limitations of cost-benefit analysis, specifying project objectives and impact, classification of costs and benefits, collecting and organizing cost-benefit data, estimating benefits, constraints to cost-benefit analysis, and decision rules for the use of cost-benefit analysis.

George Peabody College for Teachers. Juvenile Delinquency Prevention Program: An Evaluation of Policy Related Research on the Effectiveness of Prevention Programs. Springfield, Virginia: NTIS, 1974.

This report gives an overview of the literature on programs and research concerned with the prevention of juvenile delinquency. It is based on a survey of literature published from 1965 to 1974 that described any services to prevent juvenile delinquency without removing youths from their home communities. The report specifies which program areas show promise of success and which have failed to make any progress toward the goal of prevention. The report contains policy recommendations concerning juvenile delinquency programs, including YSB-type programs, and recommendations calling for the greater use of policy planning and analysis.

Henderson, T. A. and Foster, J. L. Urban Policy, A Simulation of the Local Budget Process. Washington, D.C.: Correctional Economic Center, 1976.

This manual describes a simulation game which is designed to introduce a policy planner to the policy making process at the local level. As a simulation, it brings a facsimile of the real world into the learning situation and it specifically deals with the conflicts inherent in operating a city government. Part I outlines the general features of the game and the specific rules. Part II contains descriptions of the roles and suggestions for handling conflicts, and Part III contains technical details on matters such as applying for grants and computing the city's revenue estimate for the upcoming year.

Holahan, J. Measuring Benefits from Prison Reform. In Benefit-Cost and Policy Analysis - 1973. Chicago: Aldine Publishing Co., 1974, 491-516.

An approach to measuring benefits from alternative expenditures in correctional systems is offered. Measurement problems and a model for measuring benefits from programs that "rehabilitate" offenders are discussed. Also, estimates of the direct benefits from hypothetical programs that reduce recidivism rates are calculated. The author concludes that considerable research is needed to determine which reform strategies will have the greatest effect on the crime rate. He states that information on program costs and benefits must be developed and disseminated.

Max, L. and Downs, T. Decentralized Delinquency Services in Michigan - Differential Placement and Its Impact on Program Effectiveness and Cost-Effectiveness. Michigan Department of Social Services, Lansing, Michigan, 1975.

In this evaluation report, the concept of decentralized delinquency services and planned differential placement are analyzed to determine the extent and effectiveness of their application. An analysis

of the relative effectiveness and cost-effectiveness of community and institutional services is presented for categories of youth aligned by critical demographic and offense characteristics. Effectiveness and cost-effectiveness are examined at the third and sixth month after placement. The authors conclude that for most youths, community placement is at least as effective as incarceration as or short-run deterrent to recidivism and that differential treatment is a viable concept.

McGlothlin, W. H. et. al. Alternative Approaches to Opiate Addiction Control: Costs, Benefits and Potential. Washington, D.C.: Bureau of Narcotics and Dangerous Drugs, 1972.

This study estimates the costs, benefits and potential of various approaches to narcotic addiction control. For each of several approaches, estimates are made of the maximum number of addicts that may be treated, the cost of treatment and the social benefits derived. Among the economic costs considered are the costs of addict-related crime, anti-crime measures, foregone production and treatment.

Monkman, G. S. Cost-Benefit Analysis: Three Applications to Corrections - Probation Subsidy, Diversion, Employment. Washington, D.C.: Correctional Economic Center, American Bar Association, 1974.

This report illustrates the uses of several kinds of cost-benefit analysis in evaluating correctional programs. Three analysis are presented and illustrate some of the levels of application of cost-benefit analysis. The first, a management review of California's probation subsidy program, takes a gross costs-savings approach, comparing subsidy costs with construction and operations savings. The second deals with the costs and benefits of the Dade County Pretrial Intervention Project. The costs of prosecution and incarceration or probation are compared with the cost of diverting a case into pre-trial intervention holding recidivism constant. Weighting is done regarding such factors as first offense, incarceration length, and jury vs. non-jury trials. A formal benefit-cost ratio is derived. The last analysis deals with a New York City Supported Work Program. Two cost-benefit ratios are derived through accounting for as many costs and benefits as feasible: an economic ratio and a taxpayer cost-benefit ratio.

NJLECJ Prescriptive Packages. "Cost Analysis and Cost-Benefit Analysis." In Evaluative Research in Corrections: A Practical Guide. Washington, D.C.: LEAA, 1975.

This report discusses the reasons for introducing the monetary criterion into correctional evaluation and describes cost analyses, cost comparisons and cost-benefit comparisons. The monetary criterion is presented as a common denominator that translates behavior into economic consequences and permits easier summation and analysis. It is considered more powerful and more versatile than the behavioral criterion because it speaks the language of the policy maker without

losing sight of the offender behaviors that underlie the problem at hand. Two cost analysis examples are provided: the cost of correcting a juvenile gang and the cost of correcting juvenile offenders. Six examples of cost comparisons are included: the Saginaw Probation project, the PICO Psychotherapy project, the Group Guidance Probation project, a Parole Work Unit project, the Silverlake "Therapeutic Milieu" Experiment, and a comparison among these five. Four examples of cost-benefit comparisons are presented: A Work Release program, Narcotic Addition Treatment, Pre-trial Diversion, and Prison College Programs.

Nelson, C. A Handbook of Cost-Benefit Techniques and Application: Part II - Applications. Washington, D.C.: Correctional Economic Center, American Bar Association, 1974.

This handbook provides guidelines for applying cost-benefit analysis to criminal justice system activities including techniques for assessing and "pricing" social outcomes and non-direct costs. Part II utilizes all the techniques and methods articulated in Part I and displays examples of the application of cost-benefit analysis. Steps for determining a project's scope and its "life" are exemplified, as are methods and sources for obtaining relevant data. Detailed explanations of the classification of benefits and costs, their organization into a coherent framework for evaluation, and the ultimate decision matrix are provided for each application area. These areas include: Pre-trial Manpower Training, Supported Work Program, House of Correction, Pre-Release Center, and Restitution Program.

Nelson, C. Cost-Benefit Analysis and Alternatives to Incarceration. Probation, 1975, Vol. 39, No. 4, 45-50.

The author points out that cost-benefit analysis can facilitate the comparison of alternative correctional programs on a common basis, provided that standardized definitions of economic gains and losses are adopted by program evaluation. He suggests that a governmental, societal or individual budget concept should first help to establish an unambiguous point of view for the analysis. Relevant costs and benefits should be grouped as either directly, indirectly, or unmeasurably affecting their budgets. Two brief illustrations of the problems and potential of such analysis are presented.

Thurow, C. C. and Rappaport, C. "Law Enforcement and Cost-Benefit Analysis." Public Finance, 1970, Vol. 24, No. 1.

This article develops a framework for applying cost-benefit analysis to law enforcement activities. Economic crimes are the primary area of interest. The analysis in this paper indicates that common sense does not lead one to the optimum distribution of enforcement activities. No one can predict the proper distribution from a-priori knowledge. Systematic empirical analyses can lead to large improvements in the net benefits received from law enforcement or large cost reductions.

Wayson, B. L. Program in Correctional Economics and Policy Analysis. Washington, D.C.: Correctional Economic Center, 1977.

This report describes the Center's workshop program which is designed to increase the capability of correctional agencies to perform policy analysis and to integrate the products of that analysis into the on-going decision process. The report also describes the policy analysis process as including the following steps: issue formulation, specification of objectives and measures of impacts, search for alternatives, assessment of impacts of each alternative, comparison of impacts, and the development of recommendations.

c. Economics

American Bar Association. Economics of Crime and Correction - Bibliography, 1974.

This source includes a listing of 479 references which provide information on resource allocation, costs, budget information and economic analysis of crime and criminal justice operations and programs. The bibliography is sub-divided into seventeen categories including: cost-benefit analysis, costs of crime, econometrics, juveniles, property and economic crimes, a system analysis of crime, and the economics of crime.

Becker, G. S. and Landes, W. M. (Eds.). Essays in the Economics of Crime and Punishment. New York: National Bureau of Economic Research, 1974.

This reference is a collection of articles applying empirical and theoretical economic approaches to the study of the criminal justice system. Resource allocation theory is employed to develop proposals for optional public and private policies to combat illegal activities. A proposed social benefit function for the bail system incorporates both the gains to defendants from release and the related costs and gains to the community. In a study of the court system, a utility-maximization model is developed that explains the determinants of the choice between a trial and pre-trial settlement, the terms of a settlement, and the outcome of a trial. A similar model is employed to predict administrative agencies' budgetary allocations across classes of cases, and dismissal and successful prosecution rates for different classes of cases.

Richmond, M. S. "Measuring the Cost of Correctional Services." Crime and Delinquency, 1972, Vol. 18, No. 3, 243-52.

The paper identifies and examines major issues related to the concept of the offender as a consumer of resources. These perspectives are expected to contribute to increased effectiveness of correctional

planning and program management. Major problems identified include: costs of dealing with the offender are enormous and increasing; there are few indications that correctional methods are effective; and goals of the criminal justice system are not well defined and synthesized. A number of goal-setting assumptions are proposed and several cost-effectiveness approaches to program design are illustrated. The major thesis advanced is that resource consumption must become goal-oriented rather than process-oriented.

Rottenburg, S. (Ed.). The Economics of Crime and Punishment. Washington, D.C.: American Enterprise Institute for Public Policy Research, 1973.

The articles in this reference explore the use and limitations of economic analysis in understanding and preventing crime. The difficulties of determining criminal motivations from available data, the effectiveness of punishment as a deterrent to criminal activity, and the role of economics in organized crime are considered. The articles point out that economists tend to believe that crime, far from being the result of sickness or mental disorder, in most cases is simply a business oriented economic activity which is undertaken for much the same reason as other types of economic activity.

Sullivan, R. F. "The Economics of Crime: An Introduction to the Literature." Crime and Delinquency, 1973, Vol. 19, No. 2, 138-49.

The author points to the rapidly growing influences of the economic approach to criminology in academic study and in policy making. He makes the following observations: the economists have revived the model of the "rational" criminal; because of this, there is a danger of ignoring the long-run social costs of any particular policy or law; in some circumstances it would be "irrational" for an ex-convict not to return to crime; by using methods such as cost-benefit analysis, system analysis, and program budgeting, economists can develop criteria for an improved allocation of resources in law enforcement; and that economists assume one major goal for criminal justice - the protection of society - and all other goals - deterrence, rehabilitation, prevention, punishment and the laws themselves - are alternative programs implemented to achieve this one major goal.

Tullock, G. "Economics of Crime." Modern Political Economy, Radical and Orthodox Views of Critical Issues. Chapter 17, Boston: Allyn and Bacon, Inc., 1973.

In this reference, orthodox economic theory is applied to the economics of crime. The criminal is viewed as an individual who is rational and engages in a kind of cost-benefit analysis in deciding whether to enter a life of crime. Rehabilitation is considered unsound because the basic premise is that the criminal is sick, although this has not yet been demonstrated. Criminals and non-criminals, however, have different job opportunities and social environments that lead to significant differences in the cost-benefit ratios. The implication is that an attack on crime might include an upgrading of opportunities in the job market.

d. Juveniles

Dawson, R. E. et. al. Hillsborough County (Fl.) - Pre-Trial Intervention Program - Evaluation, NCJRS Microfiche Program, 1975.

This report describes the assessment of a pre-trial diversion program for youthful first offenders charged with misdemeanors or certain third degree felony offenses. The aim of the program was to reduce court congestion and stigmatization of first offenders. Results of a cost-benefit analysis, a post-program survey of clients, and an opinion questionnaire are discussed.

Dixon, M. C. and Wright, W. E. Juvenile Delinquency Prevention Programs: Policy Related Research. George Peabody College for Teachers, NTJS, 1974.

This volume gives an overview of the literature on programs and research concerned with the prevention of juvenile delinquency. It is based on a survey of literature published from 1965 to 1974 that described any services to prevent juvenile delinquency without removing youths from their home communities. About 6,600 abstracts were reviewed and more than 200 municipal, state, federal and private agency reports were examined. The literature was evaluated on the basis of internal and external validity and the policy implications of each project was reported. Specific recommendations calling for the greater use of policy analysis in conjunction with delinquency prevention programs were specified.

Dixon, M. C. and Wright, W. E. Juvenile Delinquency Prevention Programs: Empirical Studies. George Peabody College for Teachers, NTIS, 1974.

This reference is a supplement to the policy related research volume and contains abstracts and ratings of the empirical studies. It is an attempt to index the literature on juvenile delinquency prevention programs. It collects and collates the best of the empirical research studies now available on this subject. Included in this document are: the search procedures used, a series of tables summarizing the empirical literature, an abstract of each of the studies contained in the tables and a brief rating of each study.

Glaser, D. Routinizing Evaluation - Getting Feedback on Effectiveness of Crime and Delinquency Programs. Superintendent of Documents, 1973.

This is a manual of evaluation techniques that include statistical and cost-benefit analysis. The manual discusses how to encourage routine application of evaluative findings; the crucial problems of how to make evaluative research actually guide policy and practice on a routine basis is emphasized. How to define and measure success, choose among alternatives, assess efficiency in monetary terms, determine control groups and process the data are discussed. Since effectiveness is often determined by the type of client an organization receives, it is recommended that alternative treatments be evaluated for a given type of client.

Philadelphia - St. Elizabeth's Community Service Center - Final Evaluation Report. NCJRS Microfiche Program, 1975.

The center discussed in this report provides a short-term high impact type of counseling service designed to deal with delinquency prevention in the form of early intervention with pre-delinquent youth and their families. The program was assessed based on an evaluation of administrative policies and project management, a cost-benefit analysis, an evaluation of program coordination-referral-operation, an evaluation of staff utilization and performance evaluation. Problems were identified and recommendations were outlined.

Stratton, J. G. Effects of Crisis Intervention Counseling on Pre-delinquent and Misdemeanor Juvenile Offenders. Juvenile Justice, 1975, Vol. 26, No. 4, 7-18.

This is a report on a study which investigated whether family crisis intervention shortly after initial police contact is more effective than traditional methods of dealing with juvenile status and juvenile misdemeanor offenders. The differences between this approach and the traditional approach were compared with regard to days in detention, recidivism rates, and cost efficiency. Cost-indices included superior court costs, probation service costs, and detention costs.

e. Adults

Bailey, S. E. Can the Influence of Police Activity on Driver Behavior, Traffic Flow and Accidents be Quantified in Cost-Benefit Terms? Police Research Bulletin, 1972, No. 20, 37-41.

This report discusses experiments measuring the effect of police activity and enforcement symbols on speed and traffic accidents. The author reports that static police presence has a greater impact on driver behavior than a mobile patrol. He concludes that by maximizing the effectiveness of manpower, it is possible to minimize the cost of an increase in police activity and provide benefits in the road traffic field.

Chitren, U. R. and Reynolds, R. J. Cost-Benefit Analysis of the Monroe County (NY) Pilot Program for Vocational Upgrading of Probationers. University of Rochester, Rochester, New York, 1973.

The goal of this program was to reduce recidivism through a combination of academic upgrading, vocational assessment, job placement, and job coaching. It was evaluated by comparing net costs and benefits of an experimental and a control group. The analysis indicated that recidivism was not reduced by increased wages and that the benefits equalled the costs within three years. Beyond three years, the benefits exceeded the costs.

Friedman, L. N. and Zeisel, H. Vera Institute of Justice - Supported Employment. Annual Research Report, 1973.

The aim of this supported employment program was to remove ex-addicts from welfare rolls by providing group work situations, on-job orientation and training, graduated performance demands, and close supervision and feedback. Two types of cost-benefit analysis were performed. The social cost-benefit analysis indicated that the program's social benefit in the first year was 1.4 times greater than the cost. The taxpayer - cost-benefit analysis showed that the program does not cause a substantial redistribution of income.

Fujii, E. T. Public Investment in the Rehabilitation of Herion Addicts. NCJRS Document, 1972.

This is a review of costs and benefits of various treatment models using techniques based on the economics of human capital, health and crime. These techniques are used to establish a set of criteria for evaluating the relative effectiveness of six programs: detoxification, civil commitment, imprisonment and parole, methadone maintenance, heroine maintenance and heroine legalization.

Hawaii - Cost-Benefit Study of an Alternative to Incarceration. Hawaii Department of Social Services and Housing, 1974.

This report summarizes the evaluation of the usefulness of conditional release center experience as a causal predictor variable in an offender's behavior subsequent to release from corrections. The major benefits and costs accrued to an experimental and a control group are compared. Felons who were in the experimental program incurred less cost to society in relation to benefits because of lower release center costs, wages earned by center residents in the community and better parole performance.

Holahan, J. F. Benefit-Cost Analysis of Project Crossroads. Manpower Administration, U.S. Department of Labor, Washington, D.C., 1970.

This report describes the cost-benefit analysis of a manpower-trial diversion program for offenders without previous adult convictions. Estimates are made of the economic costs of crimes and of the services of the police, courts, probation and corrections departments. These estimates are then related to the benefits from the program. Benefits are defined as reduced resource costs from diversion of cases from the criminal justice system, increased earnings of productivity due to job development and placement, and reduced criminal justice system costs due to reduction in recidivism. Social benefits are compared to investment costs and using an appropriate discount rate, benefit-cost ratios are determined.

## B . H I S T O R Y , T E R M S A N D P R O C E S S E S

This discussion of History, Terms and Processes provides a historical perspective on the development and use of policy analysis, the definition of major terms used in policy analysis, and a description of the processes involved in policy analysis. The historical perspective provides a base for understanding the present thrust in the area and describes examples of early, modern and recent efforts to utilize policy analysis. The definition of terms includes an outline and definition of major terms used to describe and compare the forms of policy analysis and to define and relate the major elements involved in policy analysis. The final sections on the processes of policy analysis includes brief discussions of the context of policy analysis, the iterative nature of policy analysis, major activities involved in policy analysis and the policy implementation process.

### 1. Historical Perspective

Science and technology have advanced further in the twentieth century than in all previous history. However, scientific and technological developments have brought not only their expected benefits, but also unexpected problems. Sometimes these problems have exceeded the benefits, and sometimes people, places and parts of the environment not considered in the initial stages of the development have been adversely affected. Our efforts to plan for the impacts of scientific and tech-

nological developments have not kept pace with such developments.

In recent years we have devoted a growing share of our national resources to public programs for social needs. Funds for education, health services, manpower training, income maintenance, criminal justice and related programs have expanded rapidly in local, state and federal budgets. Still, dissatisfaction with these programs has never been more widespread. Our demands for more effective social services have risen as fast as the funds expended for such services.

It is obvious and clear that we must do a better job planning and implementing our public policies. Recently, increased attention has turned to measuring problems and needs, developing alternatives to solve such problems and meet needs, comparing the impacts of these alternatives, and organizing programs so that the effectiveness and efficiency of alternatives can be continually increased. While this emphasis on public policy analysis has just developed, some type of public policy analysis has been going on for a long, long time. The following summaries of past efforts at public policy analysis will provide a perspective for understanding the present thrust in this area.

## 2. Early Efforts

We have made decisions ever since we had to choose among alternatives. We have considered the costs and benefits of our decisions ever since we realized our resources were limited. In 11th century China, the emperor had to construct a new fireproof palace when his old one burned down. Materials had to be transported to the worksite from a considerable distance outside the city. The traditional alternatives were to use

men shouldering carrying-poles or animals pulling carts; both alternatives required a tremendous amount of manpower. The emperor, Ting Wei, after analyzing the problem and possible alternatives, developed a new and more desirable alternative. He had his workers dig a street-wide ditch from the worksite to a river outside the city so building material could sail right up to the job. As work neared completion, laborers filled the ditch with brick, tile scaps, earth and building waste and turned the ditch into a needed street.

Benjamin Thompson, Count Rumford, wanted to improve and to lower the cost of clothing for the Bavarian Army. To determine the most efficient clothing material, he performed experiments on the thermal conductivity of cloth, leading to his discovery of convection currents and of the insulating value of air trapped between layers of cloth. He was not able to either convince suppliers or establish his own factory due to opposition by the established industrialists. He conducted an analysis, but failed to anticipate implementation problems caused by values of other decision-makers.

In the late 19th century, two types of 12-inch breech loading rifles were under consideration by the U.S. War Department. One was a steel Krupp-type rifle of the standard design and the other was a new U.S. cast-iron rifle. An analysis based on actual performance tests and manufacturing costs was carried out and showed that the new rifle was cheaper and more effective. However, the old standard steel rifle was recommended, because, among other reasons, a delay in the development of the steel industry was not wanted.

### 3. Modern Efforts

Three streams of development led to modern efforts in policy analysis. These developments originated, respectively, in economic theory, in practical engineering, and in the operational analysis of World War II. The systematic analysis of investment alternatives from the point of view of a government had its start, according to some sources, in economic theory with the works of a Frenchman, Dupuit, who recognized that the benefits to the community from public enterprises like bridges and roads are likely to be much more than the revenues generated to the public treasury. Economists, however, did not pay much attention to techniques like cost-effectiveness and cost-benefit analysis until the 1950's. The spur to economic interest seems to have been the expansion of public investment activity in the United States, especially in water-resources development, during the 1930's.

The first systematic attempts to apply policy analysis techniques in government economic decision-making probably started in the United States in matters related to practical engineering. Such attempts, starting in about 1900, were concerned with improving harbor and river navigation. The River and Harbor Act of 1902 required that a board of engineers review the desirability of river and harbor projects proposed by the Army Corps of Engineers with respect to their costs and to the commerce benefited. Later, the Flood Control Act of 1936 specified that Federal participation in flood control schemes could take place only if the benefits to whomsoever they may accrue are in excess of the estimated costs.

The third line of development started after World War II, when wartime operational analysis grew first into operations research and then into system analysis. Application of these disciplines to military development and procurement problems was concerned with which of a restricted class of alternatives was best, rather than on the more complex question of whether the task being considered was worth doing at all. Analysis dealt with the question of what is the least costly program to achieve a given goal or given a fixed budget, which program would be most effective.

These three lines of development emerged independently, but tended to converge with the sharing of theory and techniques in more recent efforts. Appropriate methods were developed for measuring the benefits and costs of a wide variety of public expenditures and an economic criterion - maximum net benefits - became widely accepted.

#### 4. Recent Efforts

Simultaneous with developments in theoretical and applied economics and, in part, because of them, there was great concern among decision-makers within the federal government for improved policy analysis. The 1950's and 1960's witnessed an enormous demand for government programs to produce a wide range of outputs which, until that time, had either not been produced or had been produced in the private sector. With the resources to meet these demands severely constrained, many public decision-makers sought an economic criterion to aid them in choosing effectively among the alternatives.

The flow of policy analysis thus increased rapidly in the 1960's.

Pioneering studies in the areas of natural resources, health, education and pollution were added to the literature. At the Rand Corporation, the techniques of systematic analysis were applied to national defense planning decisions. Resources for the Future, Inc. and the Brookings Institution made breakthroughs in the analysis of natural resources and domestic programs. In these studies, analysis isolated the relevant policy alternatives in a program area and, to the extent possible, estimated the economic costs and gains from each. Where outputs and their values could be established, cost-benefit ratios were developed. In those cases in which the program outputs were difficult to define or measure or where the output could not be valued, analysts searched for the lowest cost means of attaining an explicit objective rather than evaluating both benefits and costs.

In the late 1960's and early 1970's the techniques of policy analysis were extended to what has become known as social experimentation research. Crucial relationships required for evaluating policy proposals were both unknown and unknowable from existing data, so efforts were undertaken to ascertain these relationships by means of observing changes in behavior in response to a policy set into place in an experimental context.

While these developments have demonstrated the value of policy analysis in public decision-making, its role in the decision-making process has recently been subjected to a re-evaluation that will continue for some time. When the gains or losses to those involved in the decisions - bureaucrats, legislators or executives - have been ignored, the policy analysis often has become only an argument in the political process rather than a guide. Recognition of this raised several important ques-

tions regarding the nature of policy analysis and doubts regarding the extent to which it would be implemented. To what degree should analysis try to incorporate the preference of the decision-makers? To what level in the decision process should analysis be addressed? The possible answers to these questions have challenged the theory and practice of government. Some analysts, viewing the government as incapable of making "rational" decisions, have turned their attention to reforms of structure of government designed to improve the responsiveness of decision-makers and the incentives which guide their choices. Others have abandoned the application of explicit decision-making criteria and restrict their studies to the spelling out of the efficiency and equity consequences of policy decisions. Still others view many public programs as learning how to cope with a very uncertain world and fear that the rigorous standards of evaluative research will prematurely condemn them.

In spite of these doubts, policy analysis has proliferated. It has been used in massive experiments in policy innovations, in litigation, and in the development of legislative institutions. The concepts of policy analysis have been adopted into the common language of public officials. While some states and some federal agencies have still not analyzed their policies as well as the 11th century emperor, Ting Wei, more and more divisions of government are being equipped and are actually conducting policy analysis, although of varying quality and quantity.

We have made significant progress, but we still have a long way to go. We can better identify and measure social problems. We know more about the distribution of the initial costs and benefits of our policies; we know more about who wins and who loses. We have made little progress in comparing

the benefits of different programs or policies. Most importantly, we still need to know a great deal more about how to produce and implement effective programs.

## C . D E F I N I T I O N O F T E R M S

The many terms used to describe the forms, elements and activities of policy analysis have been defined in a variety of ways. These variances in definitions have resulted because of the variety of roles filled by analysts, the resulting differences in analysts' perspectives, and the changes and advances in procedures and techniques over time. While complete agreement as to what various concepts mean is very unlikely because of these reasons, there is a general concensus among many current experts concerning the definition of terms frequently used in policy analysis.

In this section the definition of terms used to describe the forms and elements of policy analysis are presented. In the following section the activities of policy analysis will be discussed.

### 1. Forms of Policy Analysis

Several names have been frequently used for studies we term policy analysis. In addition to policy analysis, these studies have been called operations research, system analysis, cost-effectiveness analysis, and cost-benefit analysis. In this section these types of analysis will be defined by describing each, telling how each is related to the others and illustrating the type of problem with which they are most associated. While these definitions reflect current understnading, it is quite possible that significant disagreement with them might be encountered because the

distinctions are somewhat arbitrary, arise largely from the origin of the terms and could disappear in the near future. Also, depending on the background of the speaker and the context, a particular study might be characterized as any one of these types of analysis because they have a great deal in common in that they depend heavily on economic theory and draw from the same stockpile of tools.

2. Policy Analysis. Policy analysis may be defined as any type of analysis that generates and presents information in such a way as to improve the basis for policy-makers to exercise judgment. Operations research, systems, cost-benefit and cost-effectiveness analyses are all of this type, although they all tend to slight certain aspects such as the political and organizational problems associated with decision-making and its implementation. In policy analysis, the word analysis is used in its most general sense. It implies the use of intuition and judgment and encompasses not only the examination of policy by decomposition into its components but also the design and synthesis of new alternatives. The activities involved may range from research to illuminate or provide insight into an anticipated issue or problem to evaluation of a completed program. Some policy analyses are informal, involving nothing more than hard and careful thinking, whereas others require extensive data gathering and elaborate calculation employing sophisticated mathematical processes.

In policy analysis, the emphasis is on rational analysis: the clarification of objectives; the search for alternatives, including their design and invention; the looking at the problem as a whole and at the whole problem, including spillovers and distributional impacts;

the recognition of uncertainty and of the need for explicitness and iteration; and the use of quantitative procedures insofar as this can be done without distortion. The attitude of policy analysis is reflected: in their use of models and computations as much to supply perspective and to focus judgment as to furnish answers; in their acceptance of quasi-quantitative or even purely intuitive methods rather than omit significant considerations; and in their attempt to take political and organizational feasibility into account.

3. Operations Research. The purpose of operations research is to use scientific methods to assist decision-makers in getting the most out of available resources. Operations research is the attack of modern science on complex problems arising in the direction and management of large systems of men, machines, materials and money in industry, business, government and defense. Its approach is to develop a model of the system with which to predict and compare the outcomes of alternative decisions, strategies or controls so that management can better determine its policy and actions. Narrowley defined, the term refers to an attempt to apply mathematics or logical analysis to help a client improve his efficiency in a situation in which it is clear what "more efficient" means. More broadly defined the term operations research refers to all quantitative policy analysis.

4. System Analysis. System analysis is a systematic approach to helping a decision-maker choose a course of action by investigating his full problem, searching out objectives and alternatives and comparing them in the light of their consequences. While operations research has been tied to

efficiency problems, system analysis tends to be used with problems of optimal choice or choice of objective problems. Given any problem, the more objectives there are and the more they conflict, the larger the number of parameters and factors to be considered, the more need for reliance and intuition, and the less the dependence on quantitative analysis and computer, the more likely the work will be labeled systems analysis rather than operations research. Since system analysis generates and presents information in such a way as to improve the basis for decision-makers to exercise their judgment, it has the same purpose as policy analysis and thus the two terms are often used interchangeably with the choice depending on the context. Policy analysis is more likely to be used when political and social factors predominate as they are likely to do in public policy decisions. System analysis is an imperfect form of policy analysis and does not emphasize the distributional consequences of costs and benefits and pays insufficient attention to implementation and to political and organizational effects.

5. Cost Effectiveness Analysis. Cost effectiveness is a form of system analysis in which the alternative actions or systems under consideration are compared in terms of two of the consequences, dollar or resource costs, and the effectiveness, associated with each alternative. Effectiveness is measured by the extent to which an alternative, if implemented, would attain the desired objective. The preferred alternative is usually taken to be the one that produces the maximum effectiveness for a given level of cost or the minimum cost for a fixed level of effectiveness. While cost effectiveness often can be used to rank competing alternatives for the same goal, it

cannot be used to compare alternatives that seek different goals, for example, in determining the best over-all use of financial resources where several long-range objectives are being considered.

6. Cost Benefit Analysis. Cost benefit analysis is a specialized form of system analysis. It can be used for guiding choice between programs designed to accomplish widely differing goals. In cost-benefit analysis, benefits and costs are measured in the same units in all programs, so that the difference between the benefits and costs can be calculated for each program and then compared across programs. In practice, this means expressing both the benefits and costs in monetary units; dollars, for example. Ideally, all costs and benefits are identified, converted to monetary units and taken into account in the evaluation. This means both direct and indirect consequences (i.e., the so-called externalities, side effects and spillovers) over the life of the project must be considered and converted to monetary units. This, in turn, requires the selection of an appropriate discount rate and the development of time streams of costs and benefits. Projects with benefits greater than their costs are then considered for approval, or the ratio of benefits to costs may, with some consideration of relative scale, be used to rank projects in order of desirability. The major defects of cost-benefit analysis are related to: not considering the distributional effects of costs and benefits, the often arbitrary quantification of elements in monetary units and the exclusion of important elements in the evaluation.

## D . E L E M E N T S O F P O L I C Y A N A L Y S I S

In helping a client face a choice or decision of consequence, an analyst must consider five important elements or factors. These are objectives, alternatives, models, impacts and criteria. There are many other elements related to policy analysis, but these are the most critical elements.

1. Objectives. The objectives are what a decision-maker seeks to accomplish or to attain by means of his decisions. Often the most difficult task for the analyst is to discover whether or not the objectives, often stated or implied by the decision-maker in such general or abstract terms as to be ambiguous, are really the objectives that are wanted. If possible, the objectives should be thoroughly investigated, but sometimes this is not possible because of time constraints, the client will not allow it, or there are multiple decision-makers requiring that objectives be inferred from actions taken.

2. Alternatives. The alternatives are the options or means available to the decision-maker by which, it is hoped, the objectives can be attained. Depending on the particular question, they may be policies or strategies or actions of any sort. They need not be obvious substitutes for each other nor perform the same specific functions. For example, education, family subsidy, police surveillance, YSB programs may all be considered as alternatives for combating juvenile delinquency. Alternatives are not merely options known to the decision-maker at the start, but include whatever additional options can be discovered during the analysis.

3. Models. Models are schemes or processes that can be used to predict or at least indicate the consequences that follow the choice of an alterna-

tive. That is, if an alternative were to be selected for implementation, a model would help tell us what impacts would be generated and to what extent the objective would be attained. An explicit model introduces structure and terminology to a problem and provides a means of breaking a complicated decision into smaller tasks that can be handled one at a time. It also serves as an effective means of communication and, through feedback, can help the analyst to service earlier judgments.

4. Impacts. Impacts are the sets of consequences that will result from selecting the different alternatives. Some of these are benefits and contribute positively to the attainment of the objectives; others are costs, negative values in the decision, things the decision-makers want to avoid or to minimize. In addition, there may be other impacts associated with an alternative that, while they have little effect, positive or negative, on the attainment of the desired objective, must nevertheless be considered in the analysis. These are the spillovers or externalities, which may affect the attainment of certain of the decision-makers', or the publics', other objectives. By broadening the objectives, the externalities can be internalized or made part of the study.

5. Criterion. A criterion is a standard by means of which the analyst can rank the alternatives in order of preference, using the information he has uncovered about their impacts. It is a rule by which the alternatives can be ranked in order to desirability. It provides a way to relate objectives, alternatives and impacts.

The following is a simplified example relating these five key elements:

OBJECTIVE: To divert youth from the juvenile justice system.

ALTERNATIVES: The various types of YSB programs.

MODEL: A matrix comparing different program alternatives in terms of program quality and costs.

IMPACT: The number of youth who commit follow-up offenses after participating in one of the programs.

CRITERION: The fewest number of youth who commit follow-up offenses.

## E . T H E P R O C E S S E S O F P O L I C Y A N A L Y S I S

This section on the processes of policy analysis includes brief discussions of the context of policy analysis, the iterative nature of policy analysis, major activities involved in policy analysis and the policy implementation process.

### 1. The Context of Policy Analysis

The context of policy analysis includes four central factors that are influential in the production of analysis: the analyst, the client, the organizational situation and the policy area. These could be considered concentric circles of influence. The analyst occupies the innermost circle, which is bounded by the next largest one, that of the analyst's immediate client. The third circle, enclosing the first two, is the organizational situation in which both analyst and client work, and the final circle is the policy area, which encloses the other three. The circles closer to the analyst probably exert a greater influence on him while the distant circles contain much of the substance of policy-making.

## 2. The Iterative Nature of Policy Analysis

In practice we cannot simply determine an objective and related criteria, identify alternatives and then compare alternatives. Things are seldom so easy. Too often objectives are multiple, conflicting and obscure; no feasible alternative is adequate to attain the objectives; the predictions from the models are full of crucial uncertainties; and/or other criteria that look as plausible as the one chosen may lead to a different order of preferences. A single attempt or pass at a problem is seldom enough. Successful analysis depends upon a continuous cycle of clarifying the problem, determining objectives and criteria, searching out and designing alternatives, collecting data and information, building and testing models, examining alternatives for feasibility, evaluating costs and effectiveness, interpreting results, questioning assumptions, opening new alternatives and back to clarifying the problem.

## 3. Activities in Policy Analysis

The process of policy analysis, what we do first and what we do next, depends on the problem and its content, but no matter what the problem, five activities are involved. These activities are: formulation, search, comparison, interpretation and verification. These activities are undertaken originally in the order listed, but they may soon have to be carried out simultaneously as the iterative nature of the analytic process forces a reconsideration of what was done before.

In the formulation phase, the analyst attempts to isolate the questions or issues involved, to fix the context within which these issues

are to be resolved; to clarify the objectives, to discover the major factors that are operative, and to get some feel for the relationships among them. In a sense, formulation is the most important stage, for it is during this stage that the analyst can learn whether or not a problem is spurious or trivial and can discover leads to possible solutions to meaningful problems. Since proper formulation is important, a systematic approach through some fairly formal device such as an issue paper may be desirable.

In the search phase, the analyst looks for data, relationships, and new alternatives, investigates possible alternatives, and builds models to discover their impacts in order to have a basis for comparison. That is, the search phase is concerned with finding the alternatives and the data and relationships on which the analysis is to be made. To compare the costs and other impacts associated with different ways of operating or configuring a future system, models are developed to estimate the performance of the system over a wide range of different conditions. In addition to the theoretical analysis, empirical research and support studies are conducted to obtain the needed data. Finally, sensitivity testing is conducted to determine the effects of changes in various parameters on the results.

In the comparison phase, the analyst uses the probable impacts, that is, the costs, benefits and other consequences likely to follow from each choice alternative to compare and rank the alternatives by means of various criteria. Ideally, the analyst does more than to prepare a comparison of the alternatives so that the differences and similarities stand out. When possible, it is desirable to rank alternatives according to one

or more criteria so that the decision-maker's choice is made easy. For example, cost-effectiveness and cost-benefit analyses could be used to rank alternatives. Sometimes, because of difficulties associated with these two techniques, it is more appropriate to present a scorecard of the entire spectrum of impacts, both good and bad, with an indication of who gets the benefits and who pays the costs. The scorecard is basically a matrix of alternatives by impacts and criteria.

In the interpretation phase, the analyst, using the information and insight obtained from the work up to and including the evaluation, derives conclusions and, possibly, suggests courses of action that he feels should be preferred under various conditions. The decision-maker frequently is very involved in this phase because he almost always has information and insight not available to the analyst. Thus, in this phase, the real world gets back into the analytic cycle again if it was forgotten by the analyst. The analyst considers what to tell the client in the ways of conclusions and how to respond if he is asked what action to recommend. Outcomes of the evaluation must now be interpreted in the light of practical, real-world considerations.

In the verification phase controlled experiments, simulation studies and expert advice are used to verify the analyst's conclusions. Frequently experimentation is precluded because of time and resource constraints or because of the nature of the alternatives. Under these circumstances, the analyst can test various alternatives by means of various simulation techniques or can have experts critique the various alternatives as well as the findings of the analyst. As for the decision that follows the analysis, even long after that decision has been made

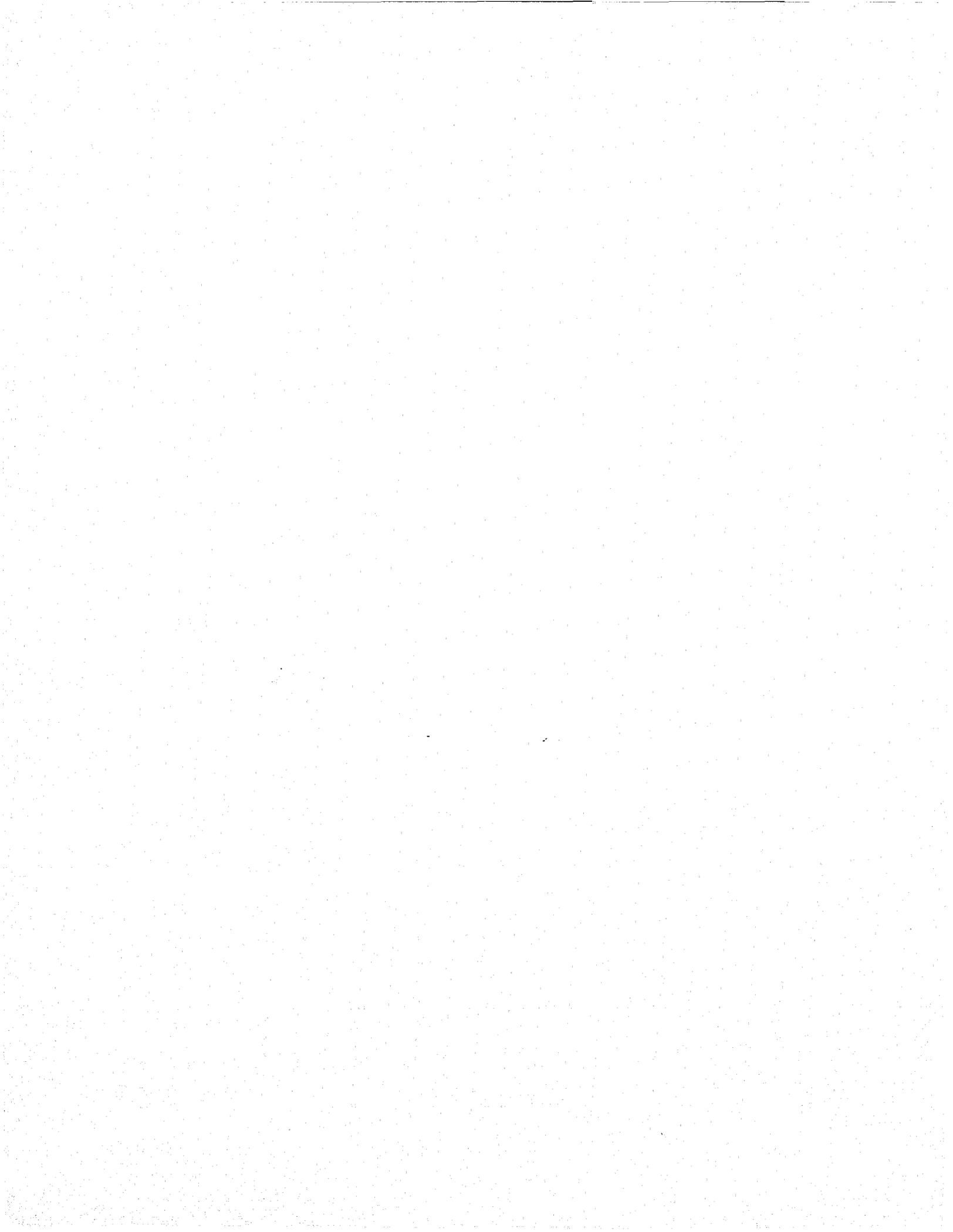
and the course of action that was selected has become history, the analyst may still have no way to tell whether the best action was chosen. There is even a class of problems (an example would be a comparison of land-based with sea-based strategic missile systems) in which verification may be possible in principle, but the consequences of an actual test would certainly involve too high a cost. Hence, in some cases, verification for a study as a whole may have to be done crudely or not at all.

#### 4. The Policy Implementation Process

Any analysis designed to assist a decision-maker in initiating or changing policy, thereby affecting individuals and institutions, should consider whether anything can be done through analysis to help with implementation. Implementation does not follow automatically once a policy has been formulated. Interest groups, opposition parties, and affected individuals and organizations, as well as the bureaucracy that has the responsibility for implementation, often attempt to force changes in policy analysis during the process of implementation. During the analysis steps can be taken to incorporate the concerns of these types of forces, thereby facilitating the implementation process.

One model of the policy implementation process depicts the various elements of the process and how these elements interact, thus providing a picture of the types of forces that could be considered during the analysis, rather than waiting for problems to develop during implementation. Basically, the policy-making process, as described above, results in a policy which leads to its implementation which involves four components.

The first is the idealized policy; that is, the idealized patterns of interaction that those who have defined the policy are attempting to induce. The second component is the target group, defined as those who are required to adopt new patterns of interaction by the policy. The next component is the implementing organization, usually a unit of the government bureaucracy, responsible for implementation of the policy. The last or fourth component is the environmental factors, those elements in the environment that influence or are influenced by, the policy implementation; the general public and the various interest groups are here. Each of these four components interact with each other during the policy implementation process. Tensions, strains and conflicts often are experienced if the concerns of the various groups are not reflected in the idealized policy. These problems can lead either to changes in the policy, the development of new institutions, or poorly implemented policies. The need to consider implementation during analysis is obvious.



**END**