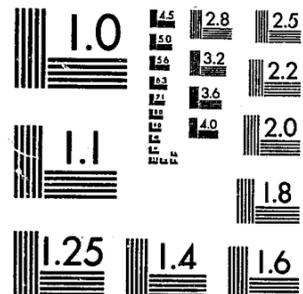


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8/17/83

# Report:

## EVALUATION OF THE COMMUNITY CORRECTIONS PILOT PROJECT



87148

WASHINGTON STATE  
DEPARTMENT OF  
SOCIAL & HEALTH  
SERVICES  
OF  
RATION

EVALUATION OF THE COMMUNITY  
CORRECTIONS PILOT PROJECT

Thomas M. Sykes, Ph.D.

U.S. Department of Justice  
National Institute of Justice

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## EXECUTIVE SUMMARY

The Community Corrections Pilot Project was undertaken in five counties in Eastern Washington -- Asotin, Benton-Franklin, Spokane and Walla Walla. Starting in January 1980, the project was a demonstration of local initiatives to develop coordinated community services for juvenile offenders, using county, state and federal funds. Coordination of the project was the responsibility of the Division of Juvenile Rehabilitation (DJR) of the Washington State Department of Social and Health Services (DSHS). The Office of Research began an evaluation of the pilot project in April 1981, examining its impact at the conclusion of its first 18 months of operation, January 1980 until June 1981.

Three performance measures were developed to analyze the outcome of the project: commitment rates to DJR institutions in the participating counties, compared to state-wide rates; recidivism among clients of coordinated services in the five counties; and comparative cost analyses of community and institutional care for committable middle offenders.

This evaluation examined major program issues that surfaced during the project's initial phase. These issues dealt with setting priorities in the development and funding of community programs, establishing some balance between autonomy and control in the relations between DJR and county juvenile court services, and establishing a connection between services that are provided and the levels of criminal involvement of the offenders being served.

## A. COMMUNITY CORRECTIONS OUTCOMES

### 1. Commitments to DJR Institutions

The five counties reduced their DJR commitments from 81 in 1979 to 55 in 1980 -- a reduction of 26. Estimates for 1981 show a reduction of 17 from the 1979 baseline. The participating counties had a rate of commitments/1000 youth (ages 10-19) at risk of .586 in 1980, compared to 1.486 for the remaining counties in the state. The projected comparison for 1981 was .682 for the community corrections counties and 1.573 for the remaining counties. Of 302 offenders who received service in the five counties, only 21 (7 percent) were committed to DJR institutions as a consequence of new adjudications. Thus, the pilot project reduced the DJR commitments of offenders in the target population as well as commitments in general.

### 2. Recidivism

Since the target group for the pilot project was middle offenders, risk to the community was defined as new court referrals for felonies for those youth receiving key community services from January 1980 through June 1981. Across all pilot counties, one-fifth or fewer of the 302 offenders in the target population were referred for new felonies in each six-month period. Eighty-eight of them were referred for 158 felonies, most (60 percent) of which were relatively minor (i.e., "C" or "C+" offenses).

### 3. Comparative Costs

For those targeted offenders who could have been sent under the sentencing standards to DJR institutions (N = 105), comparative analyses were done on community and institutional costs. Keeping these 105 youth in the community resulted in treatment costs that were \$84,120 less than if they had been institutionalized.

## B. PROGRAM ISSUES

### 1. Target Populations

An anticipated outcome of community corrections was the reduction in commitments to DJR institutions. However, committable offenders comprised a majority of the community corrections participants only in Spokane County. Participating counties were not required to give priority to committable offenders in their programs.

### 2. Autonomy and Control

In the absence of clear guidelines on the direction of community programs supported with state funds, there was confusion about the kinds of programs that had priority and the data necessary to ensure accountability of state funds.

### 3. Links between Services and Performance Goals

Sentencing a juvenile offender to an institution, ordering counseling, or setting community service hours are justifiable actions when youths have been involved in criminal acts. During the course of the pilot project, the relationship between the court-ordered services and youths' criminal behavior was not always clear. For example, counseling services and recreational programs which meet youths' general psychological and social needs may be irrelevant in addressing the kinds of behavior that bring youth in contact with the criminal justice system. Some programs supported through community corrections have only indirectly addressed such behavior.

## C. RECOMMENDATIONS

### 1. Setting Priorities

During the pilot project, counties were given free reign to develop their own programs. Now, however, DJR needs to develop a clear policy stating that state and federal funds for local programs are primarily for committable offenders.

### 2. Program Operation

Program guidelines, developed jointly by DJR and the participating counties, should contain provisions that specify rewards for compliance and

sanctions for non-compliance. Programs that are developed with state funds should be commensurate to the seriousness of the criminal acts committed by offenders.

### 3. Monitoring and Evaluation

Quantitative outcome measures should be part of the routine program monitoring that is done at the regional level for the Division of Juvenile Rehabilitation. The DJR regional staff will require training to meet these responsibilities.

## I. INTRODUCTION

Since the passage of the Juvenile Justice Act of 1977 (RCW 13.40.), Washington State has created a system for handling juvenile offenders that emphasizes accountability, punishment, supervision and incapacitation. Court-ordered sanctions for adjudicated offenses are based upon offense points that reflect the seriousness of the instant offense, the extent of a youth's criminal history and a youth's age. Youths that have offense points, for a single offense, that total 110 or more can be committed to a Division of Juvenile Rehabilitation facility. The length of confinement increases as offense points increase. Youths with offense points of 109 or less should receive punishment (detention time, community supervision, community service work or restitution) within their communities. Youths with 110 or more points who are not serious offenders, defined under RCW 13.40., can also be kept in the community for punishment.

Whether juvenile court judges will allow sentences to be served in the community may depend on a number of factors, including the judges' perception of the availability of community programs and their adequacy in applying court-ordered sanctions. With the "manifest injustice" provision of the law, judges can sentence youths who are minor offenders or middle offenders with less than 110 points to state institutions. Currently, approximately one-half of the institutional commitments are made under this "manifest injustice" provision and nearly 60 percent are commitments of otherwise noncommittable offenders. Community programs,

operated through county departments of juvenile court services in Washington State, can provide resources that make it possible to hold adjudicated youth accountable to the terms of their court orders within their own communities.

Within the Washington State Department of Social and Health Services, the Division of Juvenile Rehabilitation (DJR) operates state institutions for committed juvenile offenders and provides various kinds of community services, directly with DJR staff and through contracts with county juvenile court services. Over the past ten years, both state and federal funds have been used to augment county resources in the development of community-based juvenile corrections programs. The Community Corrections Pilot Project was developed, using some funds from the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), to create a set of coordinated juvenile services through combining federal, state and local resources in five counties in eastern Washington -- Asotin, Benton-Franklin, Spokane and Walla Walla. This evaluation examines the impact of this pilot project during its first 18 months of operation, from January 1980 to June 1981.

The pilot project allowed the participating counties to experiment with different services and programs to hold adjudicated juvenile offenders accountable for their offenses. Decisions on which programs best served both state and county goals were to be made at the conclusion of the pilot project phase.

To encourage the innovative purposes of the pilot project, county administrators were relieved of the burden of allocating staff and programs under exclusive funding categories.

Many community-based corrections programs had been developed before this pilot project. Within the participating counties, community diagnostic centers and probation subsidy programs had used state resources to create local alternatives to placing offenders in DJR institutions. During the pilot project, each county expanded its array of programs in order to respond better to the community supervision orders of the juvenile court. Three kinds of innovative programs were begun: expanded detention, intensive forms of community supervision, and specialized services targeted to individual short-term needs.<sup>1/</sup> Each of these is described below.

First, to provide local confinement as an alternative to placement in state institutions, Spokane County developed an expanded detention component for adjudicated youths with sentences of up to six months. Confinement within the community, it was argued, could offer punishment for criminal behavior, yet leave youths in some contact with beneficial

<sup>1/</sup>These program components are described more completely in a separate report entitled "Community Corrections: Key Program Elements" by Thomas M. Sykes, published by the Office of Research and Data Analysis, Division of Administration, DSHS, Olympia, WA, November 1981.

community resources -- families, schools, jobs, youth agencies. In Spokane this program component received support primarily from county resources. It was a key element in an experimental approach to community corrections that resulted in dramatically fewer institutional commitments to DJR. A similar program component was developed in Benton-Franklin counties in the latter part of 1981.

Second, the participating counties have also developed intensive forms of community supervision that attempt to structure, in a non-detention setting, part of a youth's day. These programs have been linked to the expanded detention program in Spokane, to alternative school and community service components in Walla Walla, and to skills development workshops in Benton-Franklin. The goal has been to provide settings conducive to monitoring behavior and the terms of court orders, yet allow youths to pursue school, jobs and recreation within the community.

Third, the participating counties used the concept of consolidated services to offer a variety of individualized services to particular groups of offenders. To some extent these services provided opportunities to respond to individual needs of a youth involved in intensive supervision (e.g., counseling for a sex offender). In many instances, the clients served through these more individual, short-term programs were minor offenders and were neither detained for lengthy periods nor involved in intensive supervision.

This evaluation has developed performance measures for the pilot project. Three measures are examined: commitment rates in the participating counties compared to state-wide rates; recidivism among clients of consolidated juvenile services; and comparative cost analyses of community and institutional care for legally committable middle offenders.

The evaluation also reports the major program issues that have emerged in the first 18 months of the pilot project. These issues have grown out of the quality and structure of programs set up in the participating counties and out of the interactions between these counties and DJR regional offices. The issues are analyzed because they will doubtless arise as the consolidated juvenile services process is extended to other counties in the state.

## II. COMMUNITY CORRECTIONS: OUTCOME MEASURES

Different ways of handling juvenile offenders have been tested through the Community Corrections Pilot Project. To a great extent, patterns established earlier under state-funded community diagnostic, probation subsidy and diversion programs have been followed, or altered only slightly. Program innovations in developing a system of community-based corrections must be evaluated through an analysis of the effects of additional expenditures at the community level. This section examines the outcome of community-based corrections in three areas: commitment to DJR institutions, recidivism among a group of community corrections clients, and comparative cost analyses of community and institutional care for legally committable middle offenders.

### A. COMMITMENT RATES TO DJR INSTITUTIONS

Developing a variety of means of holding youth accountable for their criminal behavior within their own communities, as provided for in the Juvenile Justice Act of 1977, should reduce reliance on institutional commitments. At a time of budgetary constraints, state dollars may continue to be available for community corrections programs only if such expenditures produce reductions in these commitments.

## 1. General Patterns

Data in Table 1 show the juvenile incarceration rate by county for the calendar years 1979-81, with certain categories of commitments excluded.<sup>2/</sup> Table 2 shows the incarceration rate for the pilot project counties over the same period. To a considerable extent, these pilot project counties had achieved -- by 1979, if not earlier -- a major objective of state-funded community services: diminished reliance on DJR institutions compared to other counties. State-wide commitment rates, as a proportion of the population at risk, have been increasing in each year under examination. Among the pilot counties, however, the already low rate of 1979 was reduced still further in 1980. The estimated rate for 1981, based on commitments during the first six months, is slightly higher than 1980 but still lower than 1979.

Closer examination of the four counties, however, presents a mixed picture. Both Spokane and Walla Walla counties have reduced their commitments to state-operated facilities. Spokane has done so most dramatically, due in part to use of their detention facility for longer local confinements. However, commitments from Benton-Franklin have increased. Asotin county had maintained the same rate in 1979 and 1980, with an estimated reduction in 1981.

<sup>2/</sup>Committed offenders who had escape adjudications as part of their current offenses were excluded. Counties with DJR institutions would have distorted incarceration rates if these offenders were included. Commitments to private group homes were excluded, because this resource was unevenly available to counties across the state.

If the pilot project counties had, in calendar year 1980, committed juvenile offenders at the state-wide rate (1.486), 84 more youths would have been committed to DJR institutions. More likely, if these counties had committed at their own 1979 rates, 26 more youths would have been sent to state institutions. Taken as a whole, across all five counties, the pilot project has reduced institutional commitments.

## 2. Patterns Among Community Corrections Clients

For analysis of the impact of consolidated juvenile services, target populations of juvenile offenders were identified in each pilot county.<sup>3/</sup> These target populations included those youths under community supervision who were to be served by a system of coordinated services. Among the target populations, commitments to DJR institutions were minimal -- 7 percent of 302 clients receiving services were committed to DJR institutions in an 18-month period. Spokane county had the smallest proportion -- 4 percent of 137 offenders were sent to DJR institutions.

<sup>3/</sup>The methods used to define these target populations are described in the following section.

TABLE 1

JUVENILE INCARCERATION RATE BY COUNTY: 1979, 1980 & 1981  
 WASHINGTON STATE, EXCLUDING COMMUNITY CORRECTIONS COUNTIES.

County <sup>1</sup>	Estimated Population At Risk (Ages 10-19) <sup>2</sup>	1979 DJR Commitments <sup>3</sup>	1979 Rate/1000 At Risk	1980 DJR Commitments <sup>3</sup>	1980 Rate/1000 At Risk	1981 DJR Commitments <sup>4</sup>	1981 Rate/1000 At Risk
Clallam-Jefferson	10412	13	1.249	12	1.153	8	
Clark	32227	53	1.645	51	1.583	34	.768
Cowlitz	13879	26	1.873	44	3.170	76	1.055
Grays Harbor	11192	19	1.698	17	1.519	28	5.476
Island	6428	6	.933	8	1.245	4	2.502
King	203697	248	1.217	241	1.183	270	.622
Kitsap	22836	40	1.752	51	2.233	26	1.325
Lewis	9531	19	1.993	23	2.413	14	1.139
Mason	4869	11	2.259	14	2.875	12	1.469
Pacific-Wahkiakum	2831	8	2.826	7	2.473	2	2.465
Pierce	83396	84	1.007	124	1.487	176	.706
San Juan	917	2	2.181	1	1.091	2	2.110
Skagit	10423	9	.863	10	.959	2	2.181
Skamania	1193	3	2.515	3	2.515	0	.192
Snohomish	55461	54	.974	77	1.388	96	0
Thurston	20632	49	2.375	28	1.357	38	1.731
Whatcom	18233	37	2.029	30	1.645	30	1.842
Western Washington	508157	681	1.340	741	1.458	818	1.610
Adams	2943	2	.680	1	.340	0	0
Chelan	3023	10	1.246	12	1.496	20	2.493
Douglas	3982	4	1.005	9	2.260	2	.502
Grant	10604	25	2.358	15	1.415	14	1.320
Kittitas	4738	16	3.377	10	2.111	0	0
Klickitat	2838	0	0	1	.352	8	2.819
Lincoln	1652	1	.591	1	.591	4	2.364
Okanogan-Ferry	7104	10	1.408	15	2.111	4	1.563
Pend Oreille-Stevens	6714	6	.894	9	1.340	10	1.489
Whitman	8837	0	0	3	.339	2	226
Yakima	30662	73	2.381	69	2.250	56	1.826
Eastern Washington	88137	147	1.668	145	1.645	120	1.362
WASHINGTON STATE	596294	828	1.389	886	1.486	938	1.573

- Notes: 1. Counties which share juvenile court resources are listed together. The four Community Corrections Pilot Project counties are excluded.  
 2. Office of Financial Management, State and County Population Forecasts by Age and Sex: February 1980. Projections are for 1980.  
 3. Commitments exclude all adjudications for escape offenses. Including escape adjudications would distort the incarceration rate for those rural counties with DJR institutions and group homes. Also excluded are all admissions commitments to private group homes in lieu of institutions.  
 4. Estimates made from data collected through June, 1981.

TABLE 2  
 JUVENILE INCARCERATION RATE:  
 COMMUNITY CORRECTIONS COUNTIES

County <sup>1</sup>	Estimated Population At Risk (Ages 10-19) <sup>2</sup>	1979 DJR Commitments <sup>3</sup>	1979 Rate/1000 At Risk	1980 DJR Commitments <sup>3</sup>	1980 Rate/1000 At Risk	1981 DJR Commitments <sup>4</sup>	1981 Rate/1000 At Risk
Asotin-Garfield	3416	4	1.171	4	1.171	0	0
Benton-Franklin	22617	14	.619	18	.796	26	1.150
Spokane	58881	55	.943	26	.442	34	.577
Walla Walla-Columbia	8906	8	.898	7	.786	4	.449
CCPP Total	93820	81	.863	55	.586	64	.682
Eastern Washington	88137	147	1.668	145	1.645	120	1.362
Statewide	596294	828	1.389	886	1.486	938	1.573

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<sup>1,2</sup> Same as prior Table

<sup>3</sup> Excludes commitments with adjudicated escapes, CRP admissions and Community Corrections commitments.

<sup>4</sup> Same as prior Table.

## B. RECIDIVISM

A second outcome measure was developed to determine risk to the community from the community corrections programs. "Risk" was measured in terms of new court referrals for felonies for youth involved in these programs during the evaluation period -- January 1980 to June 1981. Since the target group was middle offenders, new felony behavior, rather than misdemeanors, was selected as the appropriate measure of risk.

### 1. Target Population:

The Community Corrections Pilot Project began operation in January 1980. The evaluation component of this project was not initiated until April 1981. Participating counties were never required to identify a priority group of offenders to receive services through the project, nor were they required to provide individual data on institutional commitments, program participation, program costs or recidivism. To evaluate impact, using individual data, some compromises had to be made in identifying a group of offenders who benefited from this pilot project. Court directors and their staff in each county were asked to define a priority group of middle offenders who participated in community programs during the first 18 months of the pilot project. In selecting a population in each county to track for new felony referrals, the following criteria were used:

- a. Asotin-Garfield: All youths under court supervision (probation) during the project's first 18 months (January 1980 -- June 1981).
- b. Benton-Franklin: All youth who had received diagnostics during the 18-month period but who had not been sent to DJR institutions. To this group were added local parolees from DJR institutions, since these youth were supervised through the county under the terms of community corrections.
- c. Spokane: All youth who were in the expanded detention or intensive supervision programs and all youth with 110 or more offense points who were in neither program, but were under court supervision. To this group were added those who received diagnostics, had less than 110 points, and stayed in the community.
- d. Walla Walla - Columbia: All youth who had participated in the intensive supervision program. To this group were added those youth receiving parole services through the county juvenile court.

Descriptive information on these targeted offenders are provided in Table 3.

TABLE 3

## DEMOGRAPHIC DATA: COMMUNITY CORRECTIONS CLIENTS

SEX	ASOTIN	BENTON-FRANKLIN	SPOKANE	WALLA WALLA	TOTAL
1. Male	87%	93%	93%	83%	90%
2. Female	13	7	7	17	10
N =	(32)	(73)	(137)	(60)	(302)
<u>RACE</u>					
1. White	87%	80%	93%	87%	88%
2. Non-White	13	20	7	13	12
N =	(32)	(73)	(137)	(60)	(302)
<u>AGE</u>					
1. 13 or Less	16%	1%	8%	3%	6%
2. 14 — 15	41	26	31	32	31
3. 16 — 17	41	70	59	53	59
4. 18 and Over	3	3	2	12	4
N =	(32)	(73)	(137)	(60)	(302)

2. Felony Referrals

Of the 302 youths identified as key participants in community corrections programs, 88 were referred to juvenile court for 158 new felonies during the 18-month period.<sup>4/</sup> Data in Table 4 show a breakdown of these felony referrals.<sup>5/</sup> Sixty percent of these were for minor felonies -- "C" or "C+" offenses. Less than 2 percent over the 18-month period were for "A" offenses -- a robbery, a rape and an arson.

A felony referral rate, based upon the ratio of new felony referrals to the amount of at-risk time (i.e., felonies per "youth quarter" of program participation) was calculated. In all five counties this rate was minimal. In Spokane County, where DJR commitments were most reduced, this rate was the lowest.

<sup>4/</sup>Some youth in the target population were at-risk for one quarter (or less), as they came under court supervision at the end of the tracking period. Others were tracked for various periods of time ranging from two to six quarters.

<sup>5/</sup>"A/A+" felonies are offenses that, if committed by adults, would result in maximum sentences of 20 or more years; B/B+ offenses would yield maximum terms of 10 years; C/C+ offenses a maximum of 5 years. "A" offenses include murder, assault, rape, robbery, and arson in the first degree. "B+" offenses are second-order person offenses; "B" offenses are mostly property crimes -- burglary, theft, etc. "C+" offenses are minor person felonies, while "C" offenses are minor property and controlled substances felonies.

An examination of recidivism data from the perspective of the number of youth involved in new felony behavior shows that, across the five counties, one-fifth or fewer of those offenders in the target population were so involved in each six-month period. Patterns vary somewhat by county (see Table 5), with Asotin and Benton-Franklin experiencing the greatest proportions among youths at-risk six months or less. Conversely, Spokane County had its greatest proportion among youths at-risk for 7-12 months, with a decline for those tracked in the 13-18 month period. Walla Walla had an upswing among those youth being tracked during this latter period. Taking all counties as a single group, however, the differences between six-month periods in the proportions of youth referred for new felonies are not significant.

TABLE 4

FELONIES COMMITTED BY COMMUNITY  
CORRECTIONS TARGET POPULATION, BY COUNTY

	<u>ASOTIN</u>	<u>BENTON- FRANKLIN</u>	<u>SPOKANE</u>	<u>WALLA WALLA</u>	<u>TOTAL</u>
A. <u>FELONY REFERRALS:</u>					
A FELONIES	0	1	2	0	3
B/B+ FELONIES	10	17	22	12	61
C/C+ FELONIES	<u>4</u>	<u>26</u>	<u>44</u>	<u>20</u>	<u>94</u>
TOTAL FELONY REFERRALS:	14	44	68	32	158
B. NUMBER OF YOUTH QUARTERS OF AT-RISK TIME*:	95	229	500	223	1047
C. FELONY RATE PER YOUTH QUARTER:	.147	.192	.136	.143	.151

\* A "YOUTH-QUARTER" IS A THREE-MONTH PERIOD OF AT-RISK TIME FOR ONE YOUTH.

TABLE 5

## % OF YOUTH WITH COURT REFERRALS FOR NEW FELONIES

PERIOD AT RISK

	<u>FIRST SIX MONTHS*</u>					<u>SECOND SIX MONTHS**</u>					<u>THIRD SIX MONTHS***</u>				
	<u>A</u>	<u>B-F</u>	<u>S</u>	<u>W-W</u>	<u>Total</u>	<u>A</u>	<u>B-F</u>	<u>S</u>	<u>W-W</u>	<u>Total</u>	<u>A</u>	<u>B-F</u>	<u>S</u>	<u>W-W</u>	<u>Total</u>
1. No Felony Referrals	72%	77%	86%	83%	82%	80%	84%	74%	90%	80%	86%	85%	89%	79%	86%
2. Felony Referrals	28	23	14	17	18	20	16	26	10	20	14	15	11	21	14
N =	(32)	(73)	(137)	(60)	(302)	(15)	(44)	(97)	(42)	(198)	(7)	(20)	(47)	(24)	(98)

\*At-risk time from 1-6 months.

\*\*At-risk time from 7-12 months.

\*\*\*At-risk time from 13-18 months.

### C. COST ANALYSIS

In order to examine the cost-effectiveness of community programs for those youth who were legally committable, an analysis was done that compared the cost of involvement in these programs with the hypothetical costs of institutional care. Offense points were calculated for those 302 offenders tracked for recidivism; 44 percent (N = 133) of them had 110 or more points. Of these, 105 could have been sent to DJR institutions (under the sentencing guidelines), but were retained in their communities.<sup>6/</sup>

Units of service were defined for each of the community programs in each of the counties. Reviews of budget categories and analysis of numbers of clients served produced data on the cost for each unit of service (see appendix). The amount of participation of each youth was determined from court records, case files, probation counselors' notes and recollections, and program records. Cost figures were tabulated for each of 105 youth. These costs reflect all sources of revenue - county, state and federal funds.

<sup>6/</sup>Parolees in Benton-Franklin, Asotin and Walla Walla counties may have had 110 or more points from their earlier commitment offenses, which were also their parole offenses. If these youth committed no new offenses, they could not be recommitted to an institution. Accordingly, their participation in community programs was not costed. Some youth were committed to DJR as soon as they committed new offenses and their offense points reached 110 or more.

Hypothetical costs of institutional placements were estimated after determining the security level, institutional placement and minimum terms for each youth. Security levels were determined from DJR policies. There are five security levels, ranging from "1" (highest -- close custody) to "5" (lowest -- minimum custody). These security levels are assigned at admission and reflect the seriousness of the instant offense and offense points. Institutional placements correspond to security level, with age and sex also used as determinants. Green Hill, Maple Lane and Echo Glen are the main DJR institutions; youths with security levels of "1" or "2" would be assigned there. Males with security levels of "3" or "4" could be assigned to the camps -- Naselle or Mission Creek; those with security levels of "5" are assigned to DJR group homes. Female offenders with security levels of "1" through "4" go to Echo Glen and with level "5" to a DJR group home. Minimum terms were assigned to each youth, based upon the determinate sentences that coincide with offense points.

Comparative figures for these 105 youth, in each of the counties, are shown in Table 6. From January 1980 until June 1981, the costs of maintaining committable youth in the pilot counties were approximately \$84,000 less than the minimal costs of institutionalizing these same youth.

Community programs are not inexpensive alternatives to state institutions. When a large proportion of the community corrections target population is committable, as in Spokane, local program costs are close to institutional ones. In individual cases, local costs may be higher. In Spokane,

for example, over one-half of the committable youth incurred higher costs in the community than had they been institutionalized. Local costs escalate when the amount of detention time is greatly increased, as has occurred in Spokane County. Per diem costs for detention, in most counties, currently equal or exceed those for DJR institutions. Incapacitating youth in a county detention center will not cost less than an equal amount of time in Mission Creek or Naselle.

In summary, community corrections programs, for committable youth, are marginally less costly than commitment to DJR institutions: overall, \$801 less was spent on each committable youth.<sup>7/</sup>

<sup>7/</sup>This analysis has been one limited to a rather crude comparison of treatment costs. No attempt has been made to do a true cost-benefit analysis, which would place dollar values on the benefits of community and institutional programs to both the community and to individual clients and on the costs of new criminal behavior to the community.

TABLE 6

COST OF COMMUNITY TREATMENT COMPARED TO  
DJR INCARCERATION FOR 105 YOUTH\*:  
JANUARY 1980 — JUNE 1981

	BENTON- FRANKLIN	SPOKANE	WALLA WALLA	TOTAL
1. COMMUNITY COSTS**	\$ 86,250	\$514,232	\$28,252	\$628,734
2. PER CAPITA	\$ 4,313	\$ 6,949	\$ 2,568	\$ 5,988
3. HYPOTHETICAL INSTITUTIONAL COSTS	\$128,606	\$526,611	\$57,637	\$712,854
4. PER CAPITA	\$ 6,430	\$ 7,116	\$ 5,239	\$ 6,789
5. COST SAVINGS	\$ 42,356	\$ 12,379	\$29,385	\$ 84,120
N =	(20)	(74)	(11)	(105)

\*Asotin County had no legally committable youth who remained in the community.

\*\*"Community costs" reflect the total program costs for legally committable offenders only. Programs were funded, usually, with various combinations of local, state and federal funds.

### III. COMMUNITY CORRECTIONS: KEY PROGRAM ISSUES

The operation of the Community Corrections Pilot Project in the participating counties has highlighted three key issues:

1. priorities for state expenditures among various offender populations;
2. the degree of control exercised by the Division of Juvenile Rehabilitation and the degree of autonomy held by juvenile court services and their contracting service providers; and
3. the connection that is necessary between court-ordered services and client-based performance goals for these services.

#### A. PRIORITIES AND OFFENDERS: TARGET POPULATION

The pilot project resulted in program innovations that have had an impact on the committable offender population. Two program components -- expanded use of local confinement and intensive forms of community supervision -- targeted this offender group. Only in Spokane and Walla Walla counties was a majority of the targeted offenders involved in either of these programs.<sup>8/</sup> As data in Table 7 show, only in

<sup>8/</sup>Of those youth tracked, the proportions who were in expanded detention were: Benton-Franklin -- 21%; Spokane -- 52%; Walla Walla -- 5%. The proportions in intensive supervision were: Benton-Franklin -- 8%; Spokane -- 47%; Walla Walla -- 90%. Asotin County had neither of these components.

TABLE 7

% OF COMMITTABLE OFFENDERS IN EXPANDED DETENTION\*  
AND INTENSIVE SUPERVISION PROGRAMS, BY COUNTY\*\*

	Benton-Franklin		Spokane		Walla Walla		Total	
	DETENTION	SUPERVISION	DETENTION	SUPERVISION	DETENTION	SUPERVISION	DETENTION	SUPERVISION
1. % WITH 110 OR MORE OFFENSE POINTS	53%	50%	85%	55%	67%	26%	79%	42%
2. % WITH LESS THAN 110 POINTS	47	50	15	45	33	74	21	58
N =	(15)	(6)	(71)	(64)	(3)	(54)	(89)	(124)

\*"Expanded detention" in Benton-Franklin and Walla Walla meant confinement in detention for 31 or more consecutive days or placement in a local group home.  
\*\* Asotin County did not have these program components.

Spokane County did committable offenders comprise substantial proportions of youth involved in these two programs. Only in Spokane were commitments to DJR institutions substantially reduced.

Programs developed with state funds should be commensurate to the seriousness of the offenders. Some state and federal dollars were spent for programs to provide treatment to misdemeanants and minor offenders. Special individual services, such as counseling, tutoring or skills development, have been provided to youth to an extent that far surpasses their criminal involvement and criminal histories. Social services provided through juvenile court programs do not always address criminal behavior, its seriousness and the prospective changes that treatment may produce.

#### B. ISSUES OF AUTONOMY AND CONTROL

The experiment in consolidated juvenile services attempted to develop comprehensive county systems, through local planning processes, to manage different classes of juvenile offenders. Funding sources were to be integrated, so that artificial program categories were not maintained solely to meet funding guidelines of federal, state or local jurisdictions. The monitoring process for the pilot project gave a major role to the DJR regional administrator.

Difficulties in the operation of this process created some impediments to an effective community-based system at the county level. Three issues arose between DJR regional administrators and county directors:

1. the direction of community-based corrections funded with state dollars;
2. the key program elements that must be part of a consolidated juvenile services program; and
3. data requirements to ensure accountability of state funds.

1. The direction of community-based corrections:

The pilot project provided wide latitude to the participating counties in developing a community corrections "model". Program initiatives were undertaken to serve most classes of offenders -- divertees, minor offenders, middle offenders and committable middle offenders. However, DJR did not require the counties to develop funding priorities, so there was little guarantee that the bulk of state and federal funds would be for services for more serious offenders. Program components, to some extent, reflected this lack of a connection between expenditures and the seriousness of the criminal behavior of a targeted clientele. Only in Spokane County did program initiatives concentrate on committable offenders.

The proposed community corrections standards, which may govern the process through which state funds are to be allocated to the counties, are ambiguous on the issue of setting highest priority for programs to serve

committable offenders within their own communities.<sup>9/</sup> During the pilot project experience, direct links were not established between youths' criminal behavior and their involvement in state-funded expanded detention and intensive supervision programs. When programs do not primarily serve committable youth, appropriate sanctions should be provided in the contracts.

2. Key program components

Key program elements -- diagnostic, expanded detention, intensive supervision and individualized services -- have assisted in realizing the objectives of the pilot project. Where all program elements have been present, as in Spokane County, DJR institutional commitments have been reduced. In this sense, the pilot project offers guidelines for future expansion of community corrections.

Development of key program components involves a consensus between the Division of Juvenile Rehabilitation and participating counties on general functions, not on the details of program operations. For example, an intensive supervision component, that closely monitors behavior and effects a transition to the community, may be operated differently and have different elements in each county. Whether the program is a court operation or a private undertaking, a day program that emphasizes life

<sup>9/</sup>"Completed Community Corrections Standards", Division of Juvenile Rehabilitation Memo, February 2, 1981.

skills, vocational skills, etc. are program details that can be left to the counties. The pilot project has shown that an absence of consensus on both key program components and quantifiable program measures can lead to situations where DJR staff may become overly involved in daily program operations.

### 3. Data requirements

During the pilot project phase, client-based data were not reported to the DJR regional administrators. The regional administrators did not receive training in how to set quantifiable program performance measures or how to evaluate quantitative data on a periodic basis. In many instances, identifying clients who received services through the pilot project proved to be difficult. This evaluation developed outcome measures based upon client data collected retrospectively from court records and files. It provides examples of how such measures can be used in program evaluation.

### C. CONNECTION BETWEEN SERVICES AND PERFORMANCE GOALS

The Juvenile Justice Act of 1977 established a direct connection between youths' adjudicated criminal behavior and sanctions ordered by juvenile courts. Sentencing a juvenile to an institution, ordering counseling, or setting community service hours are sanctions for criminal behavior.

Juvenile court services and DJR institutions exist primarily to carry out court orders, not to provide social services.

During the pilot project, a link between youths' criminal behavior and the nature of court-ordered services was not always established. Two examples stand out. First, it has become established practice in programs for juvenile offenders to set up substantial, and occasionally expensive, recreation components. In some cases, this takes the form of establishing links between individual offenders and existing community programs -- providing memberships or creating a network between court services and community groups. In other cases, however, court services may set up their own recreation programs, where the participants are exclusively juvenile offenders. Expenditures for these programs have been considerable, as staff have been hired or contracts negotiated. This has occurred despite analyses that demonstrate that recreation programs alone have little or no impact on decreasing criminal behavior.<sup>10/</sup> Second, counseling may be provided for adjudicated offenders who remain

<sup>10/</sup>See Dennis Romig, Justice for Our Children: An Examination of Juvenile Delinquent Rehabilitation Programs (Lexington, Mass.: D.C. Heath, 1978), pp. 97-99. Romig's review of treatment programs is limited to a summary of the use of Outward Bound to effect change among delinquents. The myth that recreation and athletic programs themselves will "cure" delinquent behavior continues.

in the community. This counseling may be provided as a response to various "needs" determined in the diagnostic process. As a result, the focus of the counseling may be very general, rather than tied to specific criminal behavior and goals of altering that behavior.

The current Juvenile Justice Act relates the use of community supervision to the severity of youths' criminal behavior. Setting priorities in awarding contracts and establishing appropriate monitoring procedures could have promoted a stronger connection between services ordered for youth and anticipated performance goals. The experimental phase of community corrections has illustrated directions that can be modified in future extensions of these programs.

#### IV. SUMMARY AND RECOMMENDATIONS

A major legislative intent in allocating funds for consolidated juvenile services at the community level has been to assist the counties in reducing their commitments of juvenile offenders to DJR institutions. This evaluation showed that counties which place priorities on services for committable middle offenders will most likely have fewer DJR institutional commitments. Expanded forms of local detention and intensive community supervision were key program elements in achieving this objective. Community programs for committable offenders are also less costly than institutional confinement.

Key program issues have resulted in three general recommendations if consolidated juvenile services are to be continued.

##### A. SETTING PRIORITIES

###### 1. Setting a definite and clear policy:

In the pilot project phase, counties were given free reign to develop their own program initiatives. Now, however, priorities need to be established by DJR. A specific policy should indicate that state and federal funds are primarily for committable offenders and for programs that are alternatives to state institutions for these offenders. Since detention and intensive community supervision are logical alternatives for committable offenders, the counties might begin their programs with these key elements.

## 2. Developing quotas for program expenditures:

Counties that have targeted committable offenders have reduced commitments. The key program elements that have contributed to this process should receive the bulk of state funds in any particular region. For example, 60 percent of the funds could be reserved for expanded local detention and intensive forms of supervision. Other proportions of funds could be allotted to individualized programs for other middle offenders, with perhaps a third portion available in a discretionary category. Within any particular region, categorical amounts could be established, with program applications solicited from the counties for each category. If county "A" wanted to develop programs in all three categories (committable offenders, middle offenders, and discretionary), the juvenile court administrator would develop three project proposals.

The smaller counties, with fewer offenders having a risk of being committed, could apply only in one or two of the three categories. Smaller counties may excel in providing more individualized services and may have a competitive edge over large, populous counties in this category. Contracts for all of these program categories could specify quantitative performance measures. Regional administrators would then be able to use these contract specifications and guidelines to evaluate program performance on a quarterly basis. Contract guidelines should state rewards for compliance and sanctions for non-compliance.

## B. PROGRAM OPERATION

The current Juvenile Justice Act requires some connection to be made between the terms of a court order and the seriousness of the adjudicated offense and the criminal history of the offender. General program guidelines should require that programs and service provision relate to the seriousness of offenders. Moreover, the extent -- and expense -- of these mandated services should bear some relationship to the seriousness of the offender, i.e., small expenditures for minor offenders and greater intervention with committable middle offenders.

## C. MONITORING AND EVALUATING PROJECTS

### 1. Defining quantitative program indicators and outcome measures

An absence of quantitative data regarding program performance often means that evaluation must rely on impressionistic data and case history information. While the latter is valuable in providing case services, it cannot serve as an information base for program evaluation. Our evaluation of the pilot project has suggested several outcome measures that could be used in program evaluation.

If state-funded, consolidated juvenile services place high priorities on programs for committable offenders, successful operation of these programs should yield fewer DJR commitments. Decreased commitments should be a performance measure, with sanctions for a lack of performance specified in

the contract. Such sanctions should include diminished program funds available to counties for nonperformance.

Comparative cost analyses should also be made part of ongoing program evaluation. In a given county, if committable offenders who are provided community services cost more than if they had been committed to institutions, institutional commitments may be preferable. Obviously community treatment for some offenders may exceed institutional costs. The evaluation should focus on aggregate figures, not individual deviations.

For some groups of offenders, a specified recidivism rate may be an evaluative criterion. For example, program interventions for offenders who are not committable should be assessed for effectiveness partly in terms of the recidivism of their client populations.

## 2. Specifying data requirements

The pilot project required no tracking information for community corrections clients. This lack of data made the evaluation task difficult, as client information had to be reconstructed from files and case notes.

Some quantitative information must be collected, reported to DJR and used to evaluate the impact of community programs. Data that focus on program participation, program costs and criminal behavior should be collected.

## 3. Monitoring and Evaluation as a Regional Responsibility

This evaluation was conducted by the DSHS Program Research and Evaluation Section. In the future, more of the data collection associated with routine program monitoring should be done at the regional level. Using regional DJR staff as program evaluators will require additional training.

APPENDIX: DATA FOR COST ANALYSIS OUTCOME MEASURE

For those youth included in the cost analysis, precise program participation was documented. Information on the number of diagnostics, the number of days in detention, the number of months under supervision, the number of weeks in Immersion (see Table A.1 for definition), and the number of counseling sessions was collected. An attempt was made to account for all services provided as part of the youth's court order. Cost figures were developed in each county for each unit of service. Costs were thus estimated for the community treatment of all legally committable youth.

Costs of hypothetical DJR institutional commitments were also developed. DJR costs reflect the security level appropriate to each youth, the minimum term under the standard range, and the least expensive institutional setting for a particular security level.

These cost data are reported in the accompanying tables.

Table A.1

## COST DATA -- COMMUNITY CORRECTIONS -- CORE SERVICES

SERVICE	BENTON-FRANKLIN		SPOKANE		WALLA WALLA	
	1980	1981	1980	1981	1980	1981
1. DIAGNOSTIC (per diagnostic)	\$1487	\$1412	\$906	\$911	\$1487	\$1412
2. DETENTION (per day)	68	71	55	45	52	44
3. INDEPENDENT LIVING (per client)	3125	N/A	N/A	N/A	N/A	N/A
4. IMMERSION* (per week)	N/A	N/A	105	105	107	112
5. COMMUNITY SUPERVISION (per month)	87	87	105	105	77	77
6. COMMUNITY SERVICE (per session)	32	32	5	N/A	N/A	N/A
7. EDUCATION PROGRAM	N/A	N/A	29/week	29/week	225/year	276/year
8. COUNSELING		variable 10-30/session		variable 10-30/session	N/A	N/A

\*Immersion is a structured program emphasizing independent living skills and recreational activities.

TABLE A.2

COST DATA FOR DJR INSTITUTIONS

	<u>SECURITY LEVEL</u>	<u>PLACEMENT</u>	<u>1980 COST</u>	<u>1981 COST</u>
A. <u>MALES</u>	1	INSTITUTION: (Green Hill, Maple Lane, or Echo Glen)	\$85/day	\$78/day
	3,4	CAMP: (Naselle or Mission Creek)	\$53/day	\$53/day
	5	DJR Group Home	\$42/day	\$49/day
B. <u>FEMALES</u>	1,3,4	INSTITUTION: Echo Glen	\$85/day	\$78/day
	5	DJR Group Home	\$42/day	\$49/day