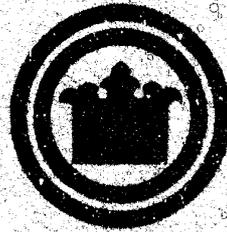
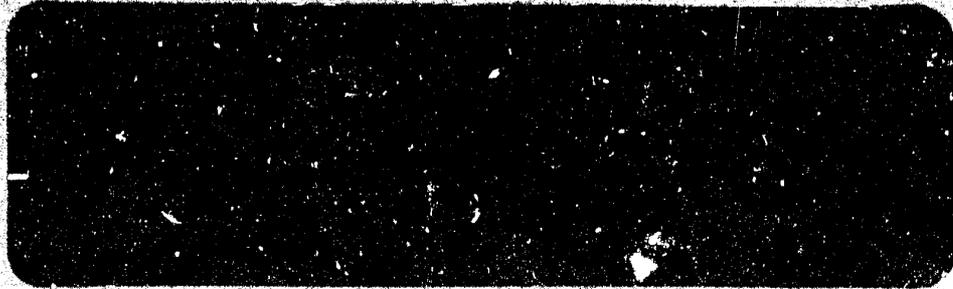


# King County



**DEPARTMENT OF  
BUDGET AND PROGRAM PLANNING**



25140

King County (WA) -  
A Comparative Look At  
THE YOUTH SERVICE BUREAU SYSTEM  
and  
THE YOUTHFUL OFFENDER PROGRAM

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Prepared by  
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TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
A. Juvenile Crime in King County	1
B. The Youth Service Center and King County Juvenile Ct.	6
C. The Police Dilemma	7
D. The Community's Problems	8
E. Alternative Programs	8
II. THE YOUTH SERVICE BUREAU SYSTEM	9
A. Goals and Objectives	9
B. Services and Service Areas	10
C. Objectives and Performance	16
D. Program Efficiency	26
E. Recidivism	27
F. Summary	33
III. THE YOUTHFUL OFFENDER PROJECT	34
A. Services and Service Areas	35
B. Objectives and Performance	36
C. Project Efficiency	46
D. Recidivism	47
E. Summary	48
IV. COMPARISONS	49
A. Limitations in the Comparability of the Scope of the Two Programs	49
B. Limitations in the Comparability of Data	50
C. Cost Comparisons	51
D. Comparisons of Delinquency Recidivism Among Juveniles Served By the Two Programs	53
E. Summary and Conclusions	57
V. RECOMMENDATIONS	58

## I. INTRODUCTION

### A. Juvenile Crime in King County

Throughout the post-World War II period concern has been expressed over the delinquent behavior of juveniles, particularly those in the 10-17 age category. Many communities, including those in King County, have tried to find solutions to the rising problem of juvenile crime. In the early post-war years emphasis was placed upon corrections, and particularly upon detention. This culminated in King County with the construction of a Youth Service Center more than 20 years ago.

Yet the rise in juvenile delinquency continued almost without respite. Social and probation programs became the mainstay of the Youth Service Center but the numbers of delinquent youth increased apace. In June 1973, the King County Law and Justice Planning Office completed a study which showed that juveniles may have been responsible for a disproportionate share of the Part I offenses reported in the unincorporated segments of the County during the previous year. A table summarizing these findings was prepared from data in the 1972 Annual Report of the King County Department of Public Safety (Table I). A similar table (Table II) was prepared using 1973 data.

TABLE I

1972

<u>Offense</u>	<u>Number Reported</u>	<u>Clearances</u>	<u>Juvenile Arrests</u>	<u>% Juvenile Arrests</u>
Murder/Manslaughter	9	9	0	0.0
Rape	91	61	2	3.3
Robbery	210	89	21	23.6
Burglary	6,910	855	610	71.3
Larceny (\$50 and over)	4,899	495	156	31.5
Larceny (under \$50)	3,730	1,330	513	38.6
Aggravated Assault	331	153	86	56.2
Non-Aggravated Assault	893	857	112	13.1
Auto Theft	<u>1,722</u>	<u>439</u>	<u>145</u>	<u>33.0</u>
Total Part I	18,795	4,288	1,645	38.4

Note: 43.4% of juvenile assaults were aggravated, versus 7.6% for adults.

TABLE II

1973

<u>Offense</u>	<u>Number Reported</u>	<u>Clearances</u>	<u>Juvenile Arrests</u>	<u>% Juvenile Arrests</u>
Murder/Manslaughter	9	6	0	0.0
Rape	106	61	10	16.4
Robbery	226	113	28	24.8
Burglary	7,373	1,235	1,010	81.8
Larceny (\$50 and over)	4,877	651	211	32.4
Larceny (under \$50)	3,881	1,422	548	38.5
Assault	1,141	969	209	18.3
Auto Theft	<u>1,930</u>	<u>839</u>	<u>287</u>	<u>34.2</u>
Total Part I	19,543	5,296	2,303	43.5

Note: 18.2% of juvenile assaults were aggravated.

Juvenile arrests, as a percentage of all arrests for Part I offenses, have been climbing. In 1973, over 43% of all Part I offenses cleared by the King County Department of Public Safety were cleared by the arrest of juveniles, most of them between the ages of 13 and 16. In 1970, persons between the ages of 10 and 18 comprised 19.8% of the population of King County, excluding the City of Seattle. Since that time the population of the County has remained relatively stable. However, declining school enrollments in many parts of King County point to a possible decrease in the number of juveniles. The following table (Table III) provides some demographic parameters within which to view the juvenile arrest data provided above.

TABLE III

<u>Age</u>	<u>% of Population (1970)</u>	<u>% Part I 1972 Arrests</u>	<u>% Part I 1973 Arrests</u>	<u>1972-73*</u>	<u>Ratio of Arrests to Population</u>	
					<u>1972</u>	<u>1973</u>
10-13	9.7	10.4	11.1	6.7	1.07	1.14
14	2.3	5.8	6.3	8.6	2.52	2.74
15	2.2	8.0	10.4	30.0	3.64	4.73
16	2.1	7.6	8.2	7.9	3.62	3.90
17	<u>2.0</u>	<u>6.6</u>	<u>7.4</u>	<u>12.1</u>	<u>3.30</u>	<u>3.70</u>
Total	18.2	38.4	43.5	13.3	2.11	2.39

\* % change in proportion of total Part I arrests.

Note: Comparison of these figures would be inaccurate to the extent that the demographic make-up of unincorporated King County (for which crime data are available) varies from that of King County excluding Seattle but including suburban cities (a group for which the population figures are accurate). It would appear that unincorporated King County would have a lower percentage of juveniles aged 10-17 than is shown in Table III if Bellevue (19.6% of whose inhabitants were aged 10-17 in 1970) is indicative of suburban cities. However, cities such as Renton (14.2% in the subject age category) might balance the total.

There are a variety of reasons why juvenile arrests outstrip the juveniles' share of the population. One might be that juvenile offenders are less adept at concealment and evasion of arrest than are their adult counterparts. Another reason could be that police are less reluctant to stop and to question juveniles whom they observe in "suspicious circumstances." Finally, youths who are multiple offenders may have learned that as long as they are juveniles they can commit delinquent acts with relative impunity because they know that even if they are caught they are unlikely to be punished. This last may be borne out by arrest statistics which indicate that 16 and 17-year old juveniles are less likely to be arrested than are 15-year olds. It may be that caution infects them as they near their eighteenth birthdays and adult status. (See ratios of arrests to population in Table III.)

Another way of looking at the juvenile delinquency problem is the statistical likelihood for a person of a given age of being arrested for a Part I offense. It would appear, from incomplete data, that juveniles aged 10-17 are much more likely to be arrested for a Part I offense than are persons 18 years of age and older. The ratio between the likelihood of arrest for each juvenile age group and that for adults for 1972 and 1973 appears in Table IV. (Figures are from records of the King County Department of Public Safety.)

TABLE IV

<u>Age</u>	<u>1972 Ratio</u>	<u>1973 Ratio</u>
10-13	1.057	1.241
14	2.514	2.987
15	4.086	5.139
16	3.543	4.152
17	3.257	4.000

Not only are juveniles several times more likely than adults to be arrested for Part I offenses but their proclivity for being arrested is actually increasing considerably more rapidly than is that of adults in unincorporated King County (at least between 1972 and 1973).

Regardless of mitigating circumstances, it can be stated that King County suffers from a serious and growing juvenile crime problem. If the 1972-73 rates of increase were to continue, well over half the arrests made for Part I offenses by the King County Department of Public Safety in 1975 will be of juveniles.

## B. The Youth Service Center and King County Juvenile Court

The Youth Service Center is operated by the Juvenile Court, a part of the King County Superior Court. Since 1952, its facilities, which include detention facilities and probation staff offices, have been located at 1211 East Alder Street in the central area of Seattle. A new building was constructed in 1972. The Center is charged with providing a variety of services to delinquent, dependent and rebellious persons under the age of 18. Its services to dependent and rebellious children are not relevant to this investigation.

The Center provides direct services in both child care (including detention) and probation (including counseling). In addition, a large investigation unit exists to determine the problems of youth referred to the Center in terms of living environment, school situation, legal problems, medical problems, emotional and behavior difficulties, etc.

In 1972, police, parents and others referred 5,773 youths to the Center. About 68% of these were "delinquency referrals." In that year, 3,127 persons were admitted to the Center, 54.2% of the total. However, only 1,437 of the 3,926 delinquency referrals (36.6%) were admitted, while 1,690 of the 1,827 youth referred for other reasons were admitted (92.5%). Although 68% of the referrals were for delinquency, only 44% of those admitted had been referred for delinquent behavior. Figures for 1973 indicate that these percentages have changed little.

The purpose of this report is not to comment upon the Youth Service Center, but merely to point out some of the reasons for the initiation of alternative programs to it. Therefore, no attempt will be made to pass judgment upon the proper role or the effectiveness of the Center.

However, considerable frustration with the Center was voiced during interviews with police and others. The most common complaint by police was that the effort to transport a youth to the Center for alleged criminal activity was often a futile one since he/she would usually be released almost immediately without either rehabilitative or punitive measures being taken. This criticism seems to be borne out by the fact that nearly two-thirds of the juveniles referred to the Center by the police were not admitted. This, several officers contended, has led them or the men and women who work under them to refrain from referring youths to the Center for minor infractions or non-criminal behavior which still required attention. This contention is substantiated somewhat by the fact that the number of referrals during 1973 was slightly lower than during 1972 despite a marked upsurge in juvenile arrests and by the fact that the number of delinquency referrals in 1973 was appreciably lower than it had been in 1972.

This reluctance by the police to use the Youth Service Center is seen by some as damaging to one of the most important functions of the Center - the treatment of delinquent youth. Reservations about the quality and effectiveness of counseling and other services provided at the Center were expressed by several observers - enough to make a more thorough investigation of the Center important.

The Youth Service Center spends a large part of its more than \$3 million budget for child care (\$1.37 million) and the operation and maintenance of the Center's plant (\$700,000). Its direct service costs (including overhead) total about \$1.4 million or \$244 for each youth referred to the Center during 1973 and \$439 for each youth admitted. (Since some intake and counseling services are provided to many not admitted to the Center, the \$439 figure is higher than the actual per case cost. Because full services are not available to most of those not admitted, the \$244 figure is probably misleading in the other direction. Neither figure includes the costs of detention.)

The Youth Service Center was established to care for dependent and rebellious children and to treat and rehabilitate juveniles accused of being and adjudicated to be delinquent. The Center was to provide this service for everyone in King County. However, the fact that over 63% of delinquency referrals were turned away during 1972 indicates that the Center might not be meeting the entire need in the area of delinquent youth. These 63% represent a large group of juveniles who might normally be expected to be treated or in some manner dealt with but who in 1972 were receiving few, if any, services. In an attempt to meet some of these needs and to return to a more community-oriented system, the Juvenile Court Conference Committees were set up. These boards of citizens, assisted by counselors, have handled a relatively small volume of cases (841 in 1972, many of persons admitted to the Youth Service Center) but the number is growing.

### C. The Police Dilemma

The police find themselves in a dilemma, according to officials of the King County Department of Public Safety. Conscientious officers want to help the delinquent and pre-delinquent youth in their patrol areas. They have come to know many actual and potential "troublemakers" and are well-acquainted with the particular problems of each.

Because of the propensity of the Youth Service Center to send most delinquency referrals back into the community immediately, officers are reluctant to bring youthful offenders to the Center except for serious or often-repeated violations. However, few of the officers are trained social workers or counselors and many do not want to be counselors. They have a problem with what to do with juveniles who have committed a minor offense but one which, if allowed to go unacknowledged by the authorities, might start a youngster upon the path of crime.

Their problem is compounded by the fact that the bulk of the delinquency referrals which are accepted by the Juvenile Court are "adjusted" by counselors and never result in a trial. Because he or she is not called to testify, the officer does not know the final disposition of the case. Often he/she will assume that an adjustment or a declining to admit means that the juvenile has been provided little or no service by the Youth Service Center. Police officials claim that this frustrates and demoralizes officers who view the Youth Service Center's function as one of counseling or correcting young offenders.

This frustration, coupled with the lack of services for less serious offenders, may have led the Department of Public Safety to call for an alternative to the Youth Service Center.

It should be noted that late in 1973 the King County Prosecuting Attorney initiated Project RAM (Rapid Referral and Monitoring) to expedite the process of determining those cases in which delinquency petitions should be filed. A large backlog of cases has been cleaned up. The Prosecuting Attorney's staff has indicated that Project RAM is restoring officers' faith in the Juvenile Court and will lead to more referrals from officers and less "advise and warn" situations. It is too soon to determine whether or not this effect has been realized.

#### D. The Community's Problems

The problem of juvenile crime may be one of King County's most serious. Every year the numbers of crimes committed by juveniles and the numbers of juveniles arrested rise. The dollar volume of losses due to juvenile crime is mounting rapidly. Reported losses due to burglaries committed in unincorporated King County stood at \$2,014,000 in 1972. This figure climbed to \$2,225,000 in 1973 - an increase of 10.5%. Over 71% of all persons arrested for burglary in 1972 and nearly 82% of those arrested for that offense in 1973 were juveniles.

In addition to the direct and immediate loss which might be ascribed to juvenile delinquents is the lingering apprehension that persons committing delinquent acts as juveniles are more likely than are other young persons to commit crimes as adults. While records do not exist to support or negate this supposition, it is held by some police officers whose law enforcement memories stretch back to the teenage days of some recent adult offenders.

#### E. Alternative Programs

Because of feelings among certain groups in King County that the existing system was not dealing adequately with the problems of youthful delinquency, alternative proposals were developed.

One, a product of the County's Division of Youth Affairs in cooperation with some community organizations and suburban cities, was the Youth Service Bureau system. The idea behind the Youth Service Bureaus was to divert persons from juvenile delinquency and to prevent others from taking the plunge into delinquency by providing a variety of counseling, employment, recreation and other services.

Another proposal, developed by the King County Department of Public Safety, was the Youthful Offender Project. This project was aimed at counseling first offenders (which was loosely interpreted to include those who had not yet been sent to the Youth Service Center by the police) referred directly by the police.

Both these projects received funding during 1973 and 1974 from the Law Enforcement Assistance Administration of the United States Department of Justice. Both have been extended through 1975 in the King County Law and Justice Plan. These two projects will be examined separately and then compared.

## II. THE YOUTH SERVICE BUREAU SYSTEM

On June 6, 1973, the Washington State Law and Justice Planning Office approved LJPO Grant #1096, the "King County Youth Service Bureau System." The project funded six Youth Service Bureaus in various parts of King County. Three of the six were established in unincorporated areas (Federal Way, Highline and Shoreline) while the others were in cities (Mercer Island, Kent/Auburn and Bothell). Some, like INC-Spot in Bothell, were preexisting agencies with other sources of funds. Others, like Shoreline Youth Services, were started under the auspices of the project and received all their funding through the King County Division of Youth Affairs, which was to administer the project. (Two more bureaus, Youth Eastside Services in Bellevue and Renton Area Youth Services in Renton, were added to the system in August 1974.)

### A. Goals and Objectives

The goal of the Youth Service Bureau System was "to test whether prejudicial community-based social services offered on a non-mandatory basis to those youth in trouble can reduce recidivism and prevent delinquency." Parallel to this primary goal was the desire of the YSB's to change existing youth service agencies in order to "decrease duplication, counterproductivity, and increase their responsiveness to youth needs." Further, the YSB's hoped to "heighten community awareness of and responsibility for youth problems, and the involvement of youth in the solution of these problems."

In order to help the system realize its goals, nine functional objectives were set up. These were:

1. "Reduce the incidence of reported Part I and Part II juvenile crime.
2. "Divert a significant number of youth from the juvenile justice system.
3. "Decrease police time spent on disposition of juvenile offenders.
4. "Reduce the delinquency among youth referred to and served by the Youth Service Bureau.
5. "Decrease the percentage of the target population arrested during the project period.
6. "Decrease the percentage of the youth population who are suspended or expelled from school or who drop out from school.
7. "Improve the level of interpersonal, academic and vocational functioning of youth served by the project.
8. "Increase the participation of young people in community decision making and increase the number of positive roles available to them.
9. "Determine community and agency response and commitment to the Youth Service Bureau."

Because these objectives were set forth in the Youth Service Bureau System grant application, it seems reasonable to expect that the performance of the bureaus might be measured in terms of meeting them. Some are so vague as to be nearly meaningless while others are affected by far more factors than just the operation of youth service bureaus. However, each of them will be dealt with separately.

#### B. Services and Service Areas

In 1970, King County (excluding Seattle) could boast a population of 625,802. By 1973, this figure had reached 628,800. Young persons aged 10-17 numbered 113,877 or 18.2% of the population. Approximately 28% of youth aged 14-18 were in the labor force and over 10% of these persons were unemployed (as opposed to 7.9% of the entire civilian labor force). The 158,406 families had a median family income of \$12,601 and 6,670 of them (4.2%) had incomes below the poverty level. The median value of the 125,000 owner-occupied housing units stood at \$23,436 while the 48,000 renters paid a gross median rent of \$148 per month. The

average number of school years completed by the 318,000 persons aged 25 and over was 12.5. Only 2.2% of the people were non-white (excluding persons with Spanish surnames). People tended to move much more often than their city cousins in Seattle - the residential stability index was only 76% of Seattle's.

This area is also the home of a considerable amount of juvenile crime. In the introduction it was noted that 43.5% of the persons arrested for Part I offenses committed in unincorporated King County were juveniles aged 10-17. A 1973 study by the King County Law and Justice Planning Office indicates that at least through 1972 the incorporated areas in King County (excluding Seattle) usually were more hard hit by Part I offenses than were the unincorporated areas. Cities such as Tukwila, with its large shopping center, were very hard hit by larcenists, a large proportion of whom were juveniles.

Within this atmosphere, the Youth Service Bureau System was born during the summer of 1973. The general components of the bureaus seemed to include intake, referral and the development or fostering of a variety of services for youth. These could be provided either by a YSB directly or encouraged to be developed in another agency. They included personal and family counseling, crisis intervention, employment and vocational services, placement in alternative living situations, legal assistance, tutoring and other social services. The original intent was to use existing resources and agencies on a contract or referral basis to the maximum extent possible.

Each Youth Service Bureau is organized and operates somewhat differently from each other YSB. This is due to the fact that each YSB is run by a board of directors drawn from the area it is to serve. The Division of Youth Affairs has minimal administrative control over the bureaus and functions mainly as a coordinator and a dispenser of funds.

#### 1. INC-Spot (YSB in Bothell)

INC-Spot is a preexisting agency (founded in 1971) which was brought into the YSB fold in July 1973. Located in Bothell, a city of 5,755 just north of Seattle, INC-Spot serves an area of over 35,000 persons (5.7% of the population of King County excluding Seattle). Of these people, 6,245 (17.6%) were aged 10-17 in 1970 (5.5% of the King County total). Unfortunately, no crime statistics are available for this area. See Table V for further demographic information.

INC-Spot provides the following services: family counseling, individual counseling, parent education groups, legal advice, 24-hour telephone service, and vocational testing.

## 2. Shoreline Youth Services

SYS is located in the Shoreline district just north of Seattle and west of the INC-Spot service area. Nearly 65,000 persons lived in this service area in 1970, and 12,551 of them were between the ages of 10 and 17 (19.4%). Shoreline's population comprised 10.3% of that of King County (excluding Seattle) in 1970 while its 10-17 year old youth made up 11% of the persons in that age group. See Table V for further demographic information.

SYS began operations in September 1973. Originally, Shoreline Youth Services was to be a referral agency but, according to Division of Youth Affairs staff members, it was decided that the agencies to which SYS would have to refer seemed unable to provide them with all the services needed. Therefore, SYS counsels most of its clients itself. Services provided include counseling of juveniles and of their families, placement of juveniles in activities and programs, parent education groups, planning for the establishment of a teen center, administration of a subsidized employment program, group counseling for juveniles and assistance in the development of a learning center (alternative school).

## 3. Mercer Island Youth Service Bureau

The Mercer Island YSB serves only the City of Mercer Island (population 19,819 in 1970). In 1970, persons aged 10-17 numbered 4,191 (3.7% of the King County total). See Table V for further demographic information.

The Mercer Island Youth Service Bureau provides short-term counseling (less than five sessions) concerning a youth's offense in an attempt to ascertain the causes of the delinquent behavior. Other services include family counseling, a foster home program, a jobline program, and setting up of restitution arrangements. Referrals are made to psychiatrists and others in the event of very serious problems. Most work is done in-house, however.

## 4. Kent/Auburn

Although funding is provided for a Youth Service Bureau in the Kent/Auburn area, two agencies (Kent Valley Youth Services (Sixth Chamber) in Kent and Kent/Auburn Youth Resources in Auburn) function as YSB's. Sixth Chamber predates the YSB system, KAYR does not.

Over 79,000 persons lived in the Kent/Auburn areas in 1970 (12.7% of the County total, excluding Seattle). Of the total, 14,029 were aged 10-17 (12.3% of the County total). Please see Table V for additional demographic information.

Kent Valley Youth Services in Kent makes few referrals to other agencies, preferring to handle most counseling itself. This agency handles perhaps 220 YSB cases in a year's time. Police relations programs with the City of Kent are a part of this YSB's program.

KAYR is located in Auburn. It handles mostly police referrals (especially from the Auburn Police Department) and sees more Part I offenders than the other YSB's (the program is required to insure three of every eight clients is a Part I offender). Most counseling is done in-house. The City of Auburn finances activity and youth volunteer programs through KAYR.

#### 5. Federal Way Youth Service Bureau

The Federal Way Youth Service Bureau serves an area of South King County in which over 45,000 persons resided in 1970 (7.3% of the County total). Youth aged 10-17 totaled 8,214 persons in that year (7.2%). Other demographic information may be found in Table V.

Individual counseling conducted in-house is the keystone of this YSB's services. A Jobline person is assigned to this YSB. Among the other services provided is a teen charm group and the overseeing of a youth-run business (delivering groceries). The Federal Way Youth Service Bureau is associated with the South King County Multi-Service Center.

#### 6. Highline Youth Service Bureau

The Highline Youth Service Bureau (HYSB) serves an area of nearly 115,000 persons south and southwest of Seattle. These people represented 18.2% of the 1970 King County total (excluding Seattle). Of the total, juveniles aged 10-17 made up 18.2% (20,748). This is 18.2% of the 1970 King County total for that age group. Further demographic information may be found in Table V.

HYSB is the most likely of the bureaus to refer a client to another agency. In fact, the Highline bureau tries never to do more than to conduct an intake interview to help determine the proper agency to which to refer a youth. The Highline Youth Service Bureau purchases services from such agencies as the Highline/West Seattle Mental Health Organization, Family Counseling Service, and the Center for Addiction Services. The director of HYSB boasts that by buying such services, HYSB has induced service-providing agencies to locate in the Highline/Burien/White Center area.

HYSB will follow up with an agency after referring a juvenile to it. Relatively few HYSB referrals come from the police. HYSB runs an employment subsidy program which has placed 65 youths in jobs in the past six months. Other projects on which the Highline bureau is working include planning for alternative housing (group foster homes) and development of recreation programs.

#### 7. Special Services of YSB's

In addition to direct counseling of juveniles, their parents and guardians, and referring to more specialized agencies, the Youth Service Bureaus provide a wide range of special services. These include job finding and job development; establishment and guidance of youth-run business ventures; teaching mental health classes in schools; working with schools to provide a greater variety of classes; working with schools to assist potential dropouts; a variety of recreation programs (hiking, camping, field trips, running a mini-bike program, working to establish teen centers, developing a file on recreation opportunities); operation of volunteer programs (both for adults to work with juveniles and for youth to work at the YSB's and at other community agencies); group work (not just counseling) with youth and parents; placing youths in foster homes, group homes and in emergency shelter facilities; remedial education, tutoring and development of alternative schools; placing youths on community boards; holding discussions with citizens; health services; advocacy for youths with institutions and agencies with which they must deal; involving citizens in training sessions concerning youth needs; maintaining drop-in centers; and a host of others. Each YSB offers a distinctive mix of services.

TABLE V

## DEMOGRAPHIC DATA FOR YSB SERVICE AREAS (1970 CENSUS)

	<u>Bothell</u>		<u>Shoreline</u>		<u>Mercer Island</u>		<u>Kent/Auburn</u>		<u>Federal Way</u>		<u>Highline</u>		<u>6 YSB's</u>	
	<u>1970</u>	<u>% KC*</u>	<u>1970</u>	<u>% KC*</u>	<u>1970</u>	<u>% KC*</u>	<u>1970</u>	<u>% KC*</u>	<u>1970</u>	<u>% KC*</u>	<u>1970</u>	<u>% KC*</u>	<u>1970</u>	<u>% KC*</u>
Total Population	35,484	5.7	64,532	10.3	19,819	3.2	79,203	12.7	45,385	7.3	113,729	18.2	357,702	57.2
Age 10-17	6,245	5.5	12,551	11.0	4,191	3.7	14,029	12.3	8,214	7.2	20,748	18.2	65,978	57.9
Mdn. Family Income	\$12,907	102.4	\$13,345	105.9	\$17,891	142.0	\$11,452	90.9	\$12,483	99.1	\$12,212	96.9	\$12,677	100.6
Families with Poverty Incomes	332	5.0	526	7.9	104	1.6	1,219	18.3	421	6.3	1,475	22.1	4,077	61.1
Mdn. Val., Owner-Occ. Housing Units	\$25,661	109.5	\$24,605	105.0	\$40,148	171.3	\$21,831	93.2	\$22,964	98.0	\$21,686	92.5	\$24,021	102.5
Mdn. Gross Rent	\$ 157	102.0	\$ 162	109.5	\$ 164	110.8	\$ 137	92.6	\$ 156	105.4	\$ 140	94.6	\$ 145	97.9
Mdn. School Years Completed	12.8	102.4	12.8	102.4	15.2	121.6	12.3	98.4	12.6	100.8	12.4	99.2	12.7	101.6
Nonwhite (Exc. 1 Span.)	438	3.3	1,033	7.7	536	4.0	2,208	16.4	696	5.2	2,513	18.7	7,324	54.4
Residential Stability Index - H	91.1		112.2		104.5		85.6		80.4		99.2		95.7	

\* King County, excluding Seattle.

H - County Average = 100

### C. Objectives and Performance

In its request for funding, the Division of Youth Affairs stated nine objectives for its Youth Service Bureau System.

1. Reduce the incidence of reported Part I and Part II juvenile crime.

No differentiation is made between "adult crime" and "juvenile crime." In order to do so age characteristics of the perpetrators of every reported crime would have to be known. But these characteristics are known only for those persons arrested. As was shown in Section I, the number and proportion of juvenile arrests for Part I offenses is rising rapidly. The existence of Youth Service Bureaus in the waning months of 1973 did not appear to have any statistical effect upon the arrest of juveniles.

In fact, reported crime has skyrocketed since the YSB's opened their doors. During the twelve-month period between July 1972 and June 1973, a total of 18,594 Part I offenses were reported to have occurred in unincorporated King County. Between July 1973 and June 1974 (using the 1973 definition of Part I offenses), 20,985 were reported - an increase of 12.9%. During the first eight months of 1974 (using the same definitions as applied in 1973) reported Part I offenses rose 14.9% over the total for the same period a year earlier. And those Part I offenses for which juveniles tend to be arrested more often than might be expected from their percentage of the population showed a somewhat greater increase than did other Part I offenses. There is no evidence to indicate that a higher proportion of offenses is being reported (as opposed to actually committed) than was the case previously.

Many factors could account for the upsurge in reported crime. Rising prices and the specter of recession might take some of the blame. Youth Service Bureaus can hardly be expected to control or even mitigate factors such as these. It seems apparent, though, that YSB's can certainly take no credit for reducing the incidence of crime. But it can be argued reasonably that such a yardstick is inappropriate to use in considering the effectiveness of YSB's because of the multitude of diverse factors which can lead to increases or decreases in the incidence of reported crime.

Further, to expect the Youth Service Bureaus to materially affect the behavior of youths who are not their clients seems unreasonable. Inconsistencies in the way data are collected and reported by the various police agencies in King County militate against any accurate measurement of this objective. (This does not, of course, affect the validity of the figures noted above since they are for the Department of Public Safety only.)

2. Divert a significant number of youth from the juvenile justice system.

It could be argued that all police and offense-associated referrals to the YSB's represent a diversion of youths from the juvenile justice system. However, this would be misleading since a large number of the YSB's referrals come from the King County Department of Public Safety's Youthful Offender Project. Many of the YOP's clients are juveniles whose offenses would not normally induce the contacting officer to bring them to the Youth Service Center. A total of 378 youth were referred to the bureaus by the YOP in the seven-month period from November 1, 1973 to May 31, 1974. This represented nearly 60% of all referrals to the YSB's by the police and the court during an 11-month period starting July 1, 1973. Most of the 378 do not represent diversions from the juvenile justice system in the sense that they would not have been taken to the Youth Service Center even if YSB's did not exist. (It should be remembered that even the initial police contact leading to referral to a YSB introduces a youth into the juvenile justice system. To this extent, the objective may be self-defeating. But referral to a YSB can also be diversion from the Court.) As was noted in Section I, the number of juveniles presented for admission to the Youth Service Center dropped slightly between 1972 and 1973 (from 5,773 to 5,765) despite an upswing in the number of juveniles arrested. It is impossible to determine the reasons for this. The Youth Service Bureaus might take some of the credit because their work with pre-delinquent youths might deter some offenses. The disenchantment of many police officers with the Youth Service Center might also be a contributory cause as might the encouragement by the Juvenile Court of the use of Conference Committees.

The YSB grant application suggested that the number of juveniles committed to correctional institutions from King County might also be a criterion upon which to judge the performance of Youth Service Bureaus. It is true that the number of admissions to state institutions for juveniles coming from King County dropped by 5.4% between 1972 and 1973. However, the figure had fallen 30.9% between 1971 and 1972 and was down 72.5% since 1969. It would appear that the Juvenile Probation Subsidy Program probably had much more to do with the decline over the past four years (and even the last year) than did Youth Service Bureaus. The program served 387 juveniles during 1973.

Finally, it might be said that through the services they provide Youth Service Bureaus are preventing youngsters from committing offenses which would have led to their forcible introduction into the juvenile justice system. However, there is no way to determine whether this is true or not. The marked increase in the commission of Part I offenses and the rise in the proportion of juveniles arrested casts serious doubt upon such a statement.

3. Decrease police time spent on disposition of juvenile offenders.

There is no indication that the YSB's have or have not decreased the amount of time police must spend dealing with juvenile offenders. However, a survey was made by the Zaring Corporation of Bellevue concerning whether officers of the King County Department of Public Safety were spending more or less time on juvenile offenders since the introduction of that department's Youthful Offender Project. Most indicated that they were spending less time on such matters because the YOP was taking their referrals. Since a large share of YOP cases were, in turn, referred to Youth Service Bureaus, it would appear that YSB's should receive some of the credit for decreasing the amount of time spent by police on juvenile offenders. Unfortunately, little information exists concerning how much time the officers save due to YOP/YSB's and what uses it is put to.

Insofar as suburban cities' police departments refer juveniles to the Youth Service Bureaus rather than taking them to the Youth Service Center or counseling the juveniles themselves, police time is saved. No information concerning this is available. However, discussions with the juvenile officers of two suburban police departments indicate acceptance of and support for the YSB's. No mention was made of time saved.

4. Reduce the delinquency among youth referred to and served by the Youth Service Bureau.

This is the issue of recidivism. Because it is perhaps the most important of the nine measures and because it is a measure upon which the performance of the Youth Service Bureaus can be compared with that of the Youthful Offender Project, it will be discussed in a separate section.

5. Decrease the percentage of the target population arrested during the target period.

It is assumed that by "target population" the Division of Youth Affairs meant persons under the age of 18. Much higher numbers of youth were arrested during 1973 than during 1972 (see Tables I and II). The YSB's were in operation during part of 1973. Preliminary data from three of the first four months of 1974 (January, February and April) indicate little change between 1973 and 1974 in Department of Public Safety figures. Since population has remained almost stationary throughout the period, it can be concluded that the YSB's have not been successful in meeting this objective. However, data are inconclusive because of reporting differences between 1973 and 1974 caused by the introduction of the Youthful Offender Project and by the differing practices of police agencies. As with objective number one, it seems unreasonable to expect the YSB's to have much impact upon youth they do not serve.

6. Decrease the percentage of the youth population who are suspended or expelled from school or who drop out from school.

The following school districts operate in areas served by Youth Service Bureaus:

- a. Federal Way School District No. 210
- b. Mercer Island School District No. 400
- c. Highline School District No. 401
- d. Auburn School District No. 408
- e. Shoreline School District No. 412
- f. Kent School District No. 415
- g. Northshore School District No. 417

Unfortunately, records regarding the numbers of suspensions and expulsions are not readily available from most of the districts. However, figures for persons expelled are part of the drop-out figures. Officials of the seven districts were asked to provide drop-out data for the 1972-73 and 1973-74 school years. As of this writing, five of the seven had replied.

The Mercer Island and Northshore districts noticed little change in the percentage of high school students (grades 9-12) dropping out between 1972-73 and 1973-74. Mercer Island had a negligible number of drop-outs each year and the two Northshore high schools were in the 3.8 to 5% range both years. The Kent School District noted a small upswing in its drop-out rates.

Both the Auburn and the Shoreline districts experienced a precipitous decline in the numbers of drop-outs and the rates at which students were dropping out. Auburn's rate for Grades 10-12 fell from 10.8% in 1972-73 to 5.5% in 1973-74. Shoreline drop-outs were off over 50%.

Most of the districts attributed the decline or relative stability in drop-out rates to special alternative programs for students about to quit school, for those who have left school but would come back to a less rigid system, and for "problem" students. None of the districts mentioned Youth Service Bureaus as a contributory factor even though all were told the information they provided would be used in an evaluation of the bureaus. It must be noted, however, that one of the programs in which Shoreline Youth Services has been involved is the development of an alternative education program. As with some of the other objectives, this one fails to focus upon that group the YSB's might reasonably be expected to affect, their clients.

In sum, though, the effectiveness of the Youth Service Bureaus in reducing the school drop-out rate is less than clearly demonstrated. However, drop-out rates do seem to be declining.

7. Improve the level of interpersonal, academic and vocational functioning of youth served by the project.

In the absence of clear definitions of these terms and of proxies such as before and after treatment grade point averages and employer ratings, it was impossible to view the Youth Service Bureaus in terms of this objective. The Division of Youth Affairs is seeking to define what is meant by this objective and to measure success in achieving it. The Division anticipates some difficulty in obtaining complete information from school records and in gathering other needed information.

8. Increase the participation of young people in community decision-making and increase the number of positive roles available to them.

As with Objective 7, the intent of this objective is not altogether clear. What "participation," "community decision-making" and "positive roles" are should be clarified.

The Youth Service Bureaus have, with one exception, made notable progress in placing persons in their target group (i.e., under age 18) onto their own boards of directors. Mercer Island's YSB notes that 62% of its board members are youths, as were four of the KAYR board members. The Highline Youth Service Bureau's board has slots for five youths. Some of the bureaus make youths volunteer counselors in their own programs (Mercer Island).

At least with regard to their own organizations, the YSB's have been successful in increasing the opportunities for youths to be heard and to participate in councils including their elders. Division of Youth Affairs staff indicate that all the bureaus have made considerable efforts in this regard, with the exception of INC-Spot, one of the organizations which pre-dates the system. During its present grant year the YSB system will maintain information about the placement of youth on boards and in finding volunteer slots for youth to work in their communities.

9. Determine community and agency response and commitment to the Youth Service Bureaus.

Since it is rarely possible to isolate a "community" or even to explain who and what make up a community, efforts to consider the Youth Service Bureaus in terms of this objective were restricted to contact with local government.

Most of the bureaus seem to have picked up the support of other agencies. Although officers of the King County Department of Public Safety knew little about the Youth Service Bureaus, staff of the department's Youthful Offender Project had high praise for the work of some of the bureaus. Shoreline Youth Services received plaudits from YOP's Precinct 2 (north county) staff. Reservations about Sixth Chamber (Kent Valley Youth Services) and the Highline YSB were voiced by YOP staff with regard to whether they actually service YOP referrals. The few Department of Public Safety officers aware of the YSB's expressed general satisfaction with the program.

The juvenile officer of the Mercer Island Police Department was very supportive of his city's YSB. That support is backed up by the promise by the Mercer Island City Manager to use the bulk of the city's 1975 LEAA block grant target allocation to fund the YSB. The cities of Kent and Auburn have begun contributing general fund monies to Kent Valley Youth Services and KAYR respectively. And Kent is pleased enough with Kent Valley Youth Services to want that YSB to operate a crime control program for juveniles and young adults for which the city's police department is seeking 1975 LEAA funding. A Kent Police Department captain expressed very strong support for the YSB in his city. The city manager of Bothell has also voiced support for INC-Spot.

The Division of Youth Affairs stated that the goals and objectives of the Youth Service Bureau system had undergone a change during the first year of operation. The revised statement of goals and objectives includes:

#### General Goal I

To provide high quality, confidential, direct services to youth and their families in the YSB areas.

Specific Goal I: Facilitate access to alternative living situations for youth.

#### Objectives

A. Place 40 youth in emergency shelter care, foster care or group home care.

B. Assist 59 youth in obtaining such care other than by direct placement.

Specific Goal II: Facilitate access to employment opportunities for youth.

#### Objectives

A. Place 77 youth in jobs through subsidized employment funds.

B. Develop 230 parttime, 157 fulltime and 235 odd jobs for youth.

C. Place 467 youth in jobs in the public and private sectors.

D. Three bureaus will develop youth-run businesses employing 28 youth.

Specific Goal III: Facilitate access to health services for youth.

Objectives

A. Provide direct health services (first aid, drug overdose treatment) and health information to ten youth.

B. Assist 40 youth in obtaining health services.

Specific Goal IV: To serve as a referral and information resource to youth and parents.

Objectives

A. To maintain a 24-hour telephone service to provide information and crisis response through INC-Spot and RAYS.

B. To maintain an updated resource list of services available to youth in several YSB's.

Specific Goal V: To provide educational/topic-specific and/or activity-oriented group experiences for youth and parents.

Objectives

A. To provide educational group experiences for 27 youth and 340 parents.

B. To provide topic-specific, issue-related group experiences for 152 youth and 386 parents.

C. To provide activity-oriented group experiences for 115 youth.

Specific Goal VI: To facilitate access to counseling services.

Objectives

A. To provide, either directly or through referrals, counseling services for 2,718 youth (most of them at INC-Spot).

B. To provide, either directly or through referrals, counseling services for 1,213 parents.

C. To provide separate diagnostic intake services for 551 youth.

D. To provide crisis intervention services for 72 youth.

Specific Goal VII: To provide volunteer opportunities in the community for youth.

Objectives

A. To develop and/or maintain 118 volunteer opportunities in the public and private sectors.

B. To place 100 youth in volunteer positions.

Specific Goal VIII: To facilitate access to legal services.

Objective

A. To assist 18 youth in obtaining legal advice and/or representation.

General Goal II

Assist all elements of the community in understanding and responding to youth needs as identified by youth, parents, and agencies serving youth.

Specific Goal I: Establish and maintain good relationships with referral services.

Objectives

A. To receive 1,205 referrals from the police, schools, courts, and other agencies.

B. To provide followup information on 80% of the referrals received (for each YSB).

C. To refer 361 youth and their families to other community service agencies.

Specific Goal II: To increase youth involvement in the solution of youth problems.

Objectives

A. To have 20% of each YSB's board consist of persons under 21 years of age.

B. To assist youth in developing 14 positions for youth in planning processes which result in decisions about youth needs.

Specific Goal III: To increase the awareness and involvement of the community in solving problems faced by youth.

Objectives

- A. To have 76 speaking engagements on youth needs.
- B. To cause 26 media releases relating to youth needs.
- C. To involve 105 community residents as participants in training sessions related to youth needs.
- D. To involve 25 community residents as members of the YSB boards.

Specific Goal IV: Work with other organizations to increase responsiveness to youth needs.

Objectives

- A. To work with 31 organizations in planning and implementing 12 new programs to meet youth needs.
- B. To have 43 meetings with other organizations to improve services to youth.

General Goal III

Providing for the maintenance of the YSB's.

Specific Goal I: Secure and maintain financial support.

Objectives

- A. To contact 45 local civic and fraternal groups soliciting financial support.
- B. To contact 32 trusts and foundations soliciting financial support.
- C. To contact 19 local, state and federal governments soliciting financial support.
- D. To contact 25 private enterprises soliciting financial support.
- E. Increase funding from King County by 25% in 1975.

Specific Goal II: Enhance community awareness and endorsement of the YSB's.

Objectives

A. To increase public awareness of the YSB's by causing 30 media releases relating to them, by having 66 speaking engagements before civic and community groups concerning the YSB's, and by publishing and distributing newsletters summarizing YSB activities.

B. To demonstrate community support for the YSB's by securing 10 current letters of endorsement for each bureau.

Specific Goal III: To operate as a goal-oriented system.

Objectives

A. The YSB's will approve these goals and objectives by signing a contract with King County.

B. The YSB's will develop goals and objectives for the 1975-76 contract period.

C. The YSB's will sign contracts for the 1975-76 contract period.

D. YSB Directors/Coordinators will convene in monthly meetings.

E. Provide for relevant system decision-making by having monthly in-person communication between the YSB Directors/Coordinators and YSB system decision-makers.

Specific Goal IV: Maintain open access to fiscal, program, policy processes by board and staff.

Objectives

A. To conduct 35 meetings to apprise boards and staff of progress toward these goals and objectives.

B. To have staff feel they may participate freely in program planning and management processes on a monthly basis, as indicated by evaluator's interviews with staff.

As distinguished from its first year's goals and objectives, the YSB system's goals and objectives for its second (seven month) "year" are at once more general and more specific. The general goals for 1974-75 will be extremely difficult to measure. Most of the objectives, on the other hand, seem to be activities. If a given activity is performed often enough the objective is fulfilled.

Nowhere is the matter of juvenile delinquency or recidivism addressed specifically. In fact nearly all the "impact" objectives adopted prior to the program's starting date have either been abandoned or significantly altered. Division of Youth Affairs staff indicated that such objectives were unrealistic, did not fit the YSB program and led to unreasonable expectations about program impact in areas where the impact of the program could not or should not have been measured (e.g., recidivism).

According to Division of Youth Affairs staff, a new evaluation goal states that by the next funding period (March 1975 to February 1976) YSB's will have specified their outcome goals - e.g., increased self-esteem, diversion from court, decreased recidivism, etc.

#### D. Program Efficiency

One measure of efficiency is the cost per unit, in this instance the cost of providing service to an "average" client - the cost per case. It will be argued that such a measure is not relevant because of the differences in the kinds of services provided by the bureaus and the differences in orientation, approach and services between the YSB's and the Youthful Offender Project.

However, this argument appears to be shaky because (1) with the exception of the Highline Youth Service Bureau, most of the bureaus engage in direct counseling; (2) most of the services provided by the YSB's (except Highline) are similar to one another; (3) the YOP engages in direct counseling on about 40-45% of its cases (like most YSB's) and refers about 50-60% of them (like the Highline YSB); (4) an important objective of both projects is to reduce the incidence of recidivism among offenders to whom they provide services - therefore, results, not comparability of methods, are important. Given the foregoing, it seems valuable to determine the relative costs of each operation. Further, the Youth Service Bureau system receives funding from a wide variety of sources, both public and private. It is difficult to identify where much of that money is budgeted and spent since the bureaus are autonomous and not accountable to King County or LEAA for much of their money.

However, the YSB's are using part of their funds for non-direct services (e.g., setting up alternative schools) which may not serve clients immediately although expenditures have been made. Over a period of a few years the effects of these services should be seen in terms of clients served. Therefore, cost per case figures may be too high for 1973-74 and too low in those future years which build upon 1973-74 non-direct service efforts.

Over \$400,000 was available to the YSB system in its first year from LEAA, HEW and King County. Since there are records that 1,560 youth went through some kind of intake during that period it can be speculated that the cost per case was something over \$250. However, some bureaus may not have recorded all youths served. (This is probably a serious problem only at INC-Spot for the first several months of the funding year.) Outside funding sources (cities, United Way, etc.) also contributed money to YSB's. It is not really possible to determine the impact of these variables. However, it seems unlikely that the cost per case was more than \$275 or less than \$235 (both figures exclusive of Division of Youth Affairs overhead not noted in LEAA grant applications). The costs of all bureaus but INC-Spot and Kent Valley Youth Services include start-up costs, which will not be incurred again.

#### E. Recidivism

One important measure of the success or failure of any program designed to heal criminal behavior is the rate at which the subjects treated by the program return to crime. This may be particularly appropriate with regard to juvenile delinquents if the conventional wisdom is true that young people are more susceptible to changing their behavior than are older persons.

Recidivism, or relapse into criminal behavior, is a particularly useful measure when two programs using different methods are being compared. It gives an indication of which method or methods appear to produce the more positive results. For this reason, and because the Division of Youth Affairs addressed it in one of its objectives for the Youth Service Bureau system, recidivism will be used in this report as an important measure of relative success. Information about recidivism among persons served by the Youth Service Bureau System was provided by staff of the Division of Youth Affairs.

TABLE VI

PERSONS SERVED BY YSB'S\*

JULY 1973 - JUNE 1974

<u>Bureau</u>	<u>Part I</u>	<u>%</u>	<u>Part II</u>	<u>%</u>	<u>No Offense</u>	<u>%</u>	<u>Total</u>
Kent/Auburn	155	34.0	112	24.6	188	41.3	455
Mercer Island	79	44.1	55	30.7	45	25.1	179
Bothell**	50	18.5	69	25.6	150	55.7	269
Shoreline	74	47.7	30	19.3	51	32.9	155
Highline	127	40.0	88	27.7	102	32.1	317
Federal Way	<u>94</u>	<u>50.8</u>	<u>35</u>	<u>18.9</u>	<u>56</u>	<u>30.2</u>	<u>185</u>
Total	579	37.1	389	24.9	592	37.9	1,560

\* Intake records

\*\* Division of Youth Affairs staff noted that figures for Bothell (INC-Spot) may not be accurate. Data may not be complete.

The figures presented above were based upon self-reporting of YSB clients and not upon police records. They indicate that the YSB's are serving the required proportion of Part I offenders (three of every eight clients) although the mix of such offenders and other clients varies considerably from bureau to bureau. The total number of offenders was 968 (62% of the total).

Five of the six YSB's selected a sample of their offender clients from September 1973 through May 1974. (This sample was of 50% of clients in Kent and Auburn, 100% elsewhere.) The police records of these sample groups were checked to determine how many police contacts (including arrests) were recorded for each offender. Table VII summarizes the findings. Those persons classified as single time offenders were classed as such based upon their records with police agencies prior to their receiving assistance from the Youth Service Bureaus.

TABLE VII

<u>Bureau*</u>	<u>No. in Sample**</u>	<u>Number Single Time Offenders</u>	<u>%</u>	<u>Total Offenders</u>	<u>No. Part I Offenders</u>	<u>Projected No. Single Time Offenders</u>
Kent/Auburn	153	32	20.9	95	66	64
Mercer Island	117	10	8.5	76	41	10
Shoreline	114	35	30.7	67	48	35
Highline	203	33	16.3	107	73	33
Federal Way	<u>114</u>	<u>27</u>	<u>23.7</u>	<u>51</u>	<u>33</u>	<u>27</u>
Total 5 YSBs	701	137	19.5	396	261	169

\* The Bothell Police Department did not consent to a records check. Therefore, INC-Spot offenders are not included in the total.

\*\* Sample is 50% of total for Kent/Auburn and 100% for others.

A similar sample was used to check recidivism rates. Records of police agencies were searched for this exercise also. Table VIII summarizes the results of this investigation.

TABLE VIII

RECIDIVISM RATES - YOUTH SERVICE BUREAUS

<u>Bureau</u>	<u>Clients Having Previous Recorded Police Contact</u>			<u>Clients Having No Previous Contact</u>			<u>Total</u>		
	<u>No.</u>	<u>See Note*</u>	<u>%</u>	<u>No.</u>	<u>See Note*</u>	<u>%</u>	<u>No.</u>	<u>See Note*</u>	<u>%</u>
Kent/Auburn	190	78	41.1	116	28	24.1	306	106	34.6
Mercer Island	76	25	32.8	41	3	7.3	117	28	23.9
Shoreline	67	18	26.9	47	2	4.3	114	20	17.5
Highline	107	26	24.3	96	7	7.3	203	33	16.3
Federal Way	<u>51</u>	<u>13</u>	<u>25.5</u>	<u>63</u>	<u>0</u>	<u>0.0</u>	<u>114</u>	<u>13</u>	<u>11.4</u>
Total 5 YSBs	491	160	32.6	363	40	11.0	854	200	23.4

\* Number committing subsequent offenses - based upon subsequent police contact.

From the information provided above it appears that over one-fourth of those juveniles who had police records prior to being referred to the Youth Service Bureaus were contacted for another offense during or after their treatment at the YSB's. The longest elapsed time period in which such a repeat offense could have occurred was nine months, since only offenses for which an arrest was made after September 1, 1973 were requested. (Records were checked through about the end of May for clients whose intake occurred after September 1, 1973.) The vast majority of the YSB's clients have been receiving services in only the last few months of the period under consideration. Only records of the Department of Public Safety were checked for recidivism for everyone in the sample (except those served by Mercer Island Youth Services). Police records of the cities of Kent and Auburn were checked for those served by KAYR and Kent Valley Youth Services. Records of the Des Moines Police Department were checked for those served by the Highline Youth Service Bureau while Mercer Island's police records were checked for youth served by Mercer Island Youth Services.

In the absence of a control group it is difficult to determine whether this rate of recidivism is higher or lower than it was likely to have been without the YSB's. The City of Seattle Law

and Justice Planning Office noted in 1973 that juvenile burglars in Seattle had a delinquency recidivism rate of 71.7% while the rate for juvenile robbers was 85.4%. However, this appears to have been a rate over their entire juvenile career, not just a few months. The largest number of the juvenile burglars were 15 years of age while the modal age for juvenile robbers was 16. A 1973 study by the King County Law and Justice Planning Office indicates "that first offense which is a Part I offense is most generally recorded by age 13." If the Seattle recidivism data held true elsewhere in King County, juveniles would have nearly five years in which to commit a repeat offense and still show up in the recidivism figures. Therefore, it is impossible to determine whether a recidivism rate of 32.6% over a period averaging just a few months is high or low. No baseline information for a comparable period is readily available. (Juvenile Court records cannot be used because they deal only with the disposition of cases actually referred to the court, not with arrests or police contacts.)

The fact that 11% of the juveniles served by the Youth Service Bureaus who do not have prior police records committed offenses during the same relatively short period might be noteworthy. This is considerably higher than the rate at which juveniles 10-17 are contacted, particularly if offenses committed by prior offenders are taken out of the total. It might be speculated that juveniles served by the YSB's share characteristics not found in youth not served by YSB's and that, therefore, they would be expected to be more arrest-prone. However, no evidence exists to support this or any other supposition about them. The fact that 40 were arrested/contacted suggests that the sample might be too small to provide really meaningful information.

The Youthful Offender Project handles only first-time offenders (or at least only persons who have not yet been referred to the Youth Service Center). Therefore, it is necessary to determine recidivism among those YSB clients who had been single-time offenders at the time of their referral if comparisons between the two projects are to be made. Table IX, constructed from data supplied by the Division of Youth Affairs, is an attempt to provide some of this needed information.

TABLE IX

<u>Bureau*</u>	<u>No. Offenders</u>	<u>No. Repeating Offenders</u>	<u>%</u>	<u>Est.No. Single Offenders</u>	<u>Est.No*** Repeating Offenders</u>	<u>%***</u>
Kent/Auburn	190**	78**	41.1**	64	24	37.5
Mercer Island	76	25	32.8	10	6	60.0
Shoreline	67	18	26.8	35	4	11.4
Highline	107	26	24.2	33	4	12.1
Federal Way	<u>51</u>	<u>13</u>	<u>25.4</u>	<u>27</u>	<u>3****</u>	<u>11.1****</u>
Total 5 YSBs	491	160	32.6	169	41****	24.2****

\* Figures for Bothell (INC-Spot) not included in totals.

\*\* Projection based upon sample.

\*\*\* Based upon case histories provided by the Division of Youth Affairs.

\*\*\*\* Conflicting records exist for Federal Way. Incomplete data forms show three repeating offenders while summary sheets show five. The lower figure was used here. The percentage for Federal Way if the higher figure were used would be 18.5 while that for the entire system would be 25.4.

In only one case (Mercer Island) was the recidivism rate for single-time offenders higher than for all previous offenders. This might be explained by statistical error since so few of that bureau's clients were single-time offenders. However, nearly one-fourth of all single-time offenders served by the Youth Service Bureaus committed another offense during this time span. As with all offenders, no baseline information exists with which to compare the YSBs performance with first offenders.

#### F. Summary

The Youth Service Bureau System was initiated in July 1973 primarily to provide assistance and counseling to delinquent juveniles. Six bureaus were established in various parts of King County. Their objectives included the reduction of delinquent behavior by juveniles and the reduction of juvenile crime recidivism.

Several of their nine objectives are not of the sort against which progress can readily be measured. Others (such as reducing school drop-out rates) may have little to do with reducing juvenile offenses (see Page 253 of City of Seattle Plan for Criminal Justice, 1974). Perhaps the most defensible measure of the success or failure of the YSB's programs is the rate at which offenders referred to them tend to commit new offenses. As of May, this rate stood at 32.6% for the clients seen between September 1, 1973 and March 31, 1974. About one in four single-time offenders were recidivists. Admittedly, this is an extremely short period of time. However, recidivism rates remain perhaps the only measure by which the relative performance of the Youth Service Bureaus and the Youthful Offender Project can be assessed. An additional caveat would be that because the YSB's offer such a broad range of services to a wide variety of youths (including non-offenders) this kind of a measure might not be the most appropriate one to use on YSB's.

An example of another measure concerns the Bureaus' Employment Subsidy Program. From the inception of the YSB system in July 1973 through late spring 1974, nearly 200 youth had been placed in jobs through the efforts of the YSB's. Well over half of these were Part I offenders. As of the time the Division of Youth Affairs investigated this aspect of the YSB program about three-fourths of those placed were still employed or had completed the job or term for which they were hired. This program had encumbered slightly less than \$26,000 at the six bureaus through June 1974 yet had multiplied this into 200 jobs for youth in public agencies or private nonprofit organizations.

The Youth Service Center spends between \$244 and \$439 per case (not including detention costs). The actual figure is probably somewhat higher than the midpoint between these two extremes (\$342). The Youth Service Bureaus spend somewhere in the area of \$235-\$275 if all funding sources are included, perhaps \$250-\$260 if only King County, LEAA and HEW funds are counted. This is not materially different from the \$244 which could be considered the absolute minimum for the Youth Service Center. Since the figures for most of the bureaus include startup costs, per case costs (not including inflation) should decline, making the bureaus compare even more favorably with the Youth Service Center.

### III. THE YOUTHFUL OFFENDER PROJECT

In December 1971 the regional office of the Law Enforcement Assistance Administration approved a grant in the amount of \$159,547 for the King County Department of Public Safety's Youthful Offender Program. The award was finalized in November 1972 and the project was initiated in May 1973. The project opened its doors for clients in July 1973. The project presently employs four counselors (who work at the three police precincts in unincorporated King County), one program supervisor and one technical analyst.

No goal was clearly delineated in the original grant application. However, three objectives were noted there (two clearly stated, the other included in the text). These were:

1. To provide King County police officers with an alternative to formal arrest and referral for juveniles and to fill the void between "advise and warn" situations and those requiring referral to the Juvenile Court/Youth Service Center.
2. To provide adequate, competent counseling and referral services to juveniles and their parents as close as possible to the time of police contact.
3. To establish an accountable, credible and responsive social service capability within the Department of Public Safety (a police organization).

In addition, two "foci" for research were established:

1. To determine "what sorts of referrals for youths arrested but not referred to the Juvenile Court are most effective in preventing their slipping from first contact with the police into delinquency."

2. To develop "criteria or guidance...for the arresting officer to enable him to make the best use of his discretion in disposing of each case."

During the course of its operation the Youthful Offender Project has adopted a goal of reducing the number and severity of offenses committed by client juveniles subsequent to their referral to the project.

A. Services and Service Areas

The Youthful Offender Project serves the three precincts of the King County Department of Public Safety. The KCDPS has police responsibility for unincorporated King County and the towns of Carnation, Duvall and North Bend. In 1973, the total population of this more than 2,100 square mile area stood at 408,649, down slightly from its 1970 mark. As Table II has shown over 2,300 arrests were made of juveniles in 1973 for Part I offenses committed in this area. Nearly 3,800 juveniles were cited for other offenses (excluding the 4,523 traffic citations issued to juveniles) during the same year. Table X summarizes the juvenile citation situation in King County during 1972 and 1973.

TABLE X

	<u>1972</u>	<u>1973</u>	<u>% Change</u>
Part I Offenses	1,645	2,303	40.0
Other Offenses	3,904	3,775	( 3.3)
Total Offenses	5,549	6,078	9.5
Traffic Citations	2,738	4,523	65.8
Total, All Citations	8,277	10,601	28.1

Table X illustrates that while other offenses have declined as a reason for juvenile arrests (largely due to a drop in the number picked up for status offenses), Part I crime is skyrocketing. The total number of youths arrested for delinquency rose 9.5% at a time when the population of the area in which they had committed their offenses was dropping slightly.

The Youthful Offender Project offers essentially four services to clients: (1) problem diagnosis, (2) family group counseling, (3) individual counseling of parents and clients, and (4) referral and followup contacts. The YOP receives all its clients through referrals from patrol officers and (more often) detectives of the King County Department of Public Safety. The YOP handles approximately half the cases itself and refers the remainder to other agencies. The Youth Service Bureaus are the primary recipients of referrals (378 between November 1973 and May 1974). The YOP tries to follow up on each case referred to it, even when the case is further referred to another agency. This is done to provide feedback to the referring officer or detective. The Youthful Offender Project maintains two counselors at KCDPS Precinct #2 (North), and one each at Precincts 3 (Southeast) and 4 (Southwest). (There is no Precinct 1.)

#### B. Objectives and Performance

1. To provide officers with an alternative to formal arrest and referral and to meet the needs of youths whom officers believe need more than a warning but who should not be referred to the Juvenile Court.
2. To provide counseling and referral services to juveniles and their parents as soon as possible after police contact.
3. To integrate a social service function not staffed by sworn officers into a police organization.
4. To determine what sorts of referrals are most effective in preventing recidivism.
5. To develop criteria to enable the arresting officer to make the best use of his/her discretion in disposing of juvenile cases.

The project has used a standardized approach in all three precincts. This involves bulletin referral (no contact by YOP staff, offender referred by name only to another agency for service), diagnosis by personal interview and (sometimes) subsequent referral, direct in-person counseling (of juveniles and parents), contact and counseling by telephone only, and followup home visits or calls. Table XI gives an indication of the frequency of use of some of the methods used by the Youthful Offender Project staff. This is based upon a 100% sample of the 796 referrals received between November 1973 and May 1974. It does not include the 264 cases received prior to November 1, 1973, most of which were handled directly by project staff, according to YOP spokespersons.

TABLE XI

<u>Cases</u> <u>Referred</u>	<u>Bulletin</u> <u>Referrals</u>	<u>%</u>	<u>No</u> <u>Further</u> <u>Contact*</u>	<u>%</u>	<u>YOP</u> <u>Direct</u> <u>Counseling</u> <u>Only</u>	<u>%</u>	<u>YOP</u> <u>Counseling</u> <u>&amp; Referral</u>	<u>%</u>	<u>YOP</u> <u>Tel.</u> <u>Only</u>	<u>%</u>
796	393	49.4	139	17.5	149	18.7	93	11.7	22	2.8

\* Includes those referred to Juvenile Court, Children's Protective Service, etc., because they already had counselors there. Also includes those who left the area and those whose families did not choose to cooperate with the program (a relatively small number).

Objective: To provide officers with an alternative to formal arrest and referral to meet the needs of youths whom officers believe need more than a warning but who should not be referred to the Juvenile Court.

During the 12 months ending June 30, 1973, the King County Department of Public Safety had official contact with 5,911 juveniles (including runaways). Of these, 1,090 were either booked at or referred to the Youth Service Center (18.4%). The figures for the 12 months ending June 30, 1974, showed contact with 6,116 juveniles, of whom 1,461 (23.9%) were booked at or referred to the Youth Service Center. In other words, while the number of juveniles contacted by the Department of Public Safety was rising just 3.5% the number sent to the Youth Service Center was skyrocketing up 34%.

There are several ways to interpret this information. The first is that there are reporting differences between prior years and 1974. Some contacts included in prior years do not appear in 1974 summaries after February. While most of these were probably runaways (who were added back into 1974 statistics) there may have been others. These figures could also reflect a growing confidence in the Youth Service Center to dispose of cases in a manner satisfactory to officers. This is in line with contentions made by the Prosecuting Attorney's office concerning the effects of its Project RAM.

Another explanation could be that officers are unwilling to refer juveniles to alternative programs, including the Youthful Offender Project, and are therefore sending greater numbers of youth to the Youth Service Center. (Since well over 1,000 youths were referred to the YOP this conclusion is suspect.)

Finally, it could be posited that the YOP has been successful in meeting this objective. This is because many of the juveniles referred by officers to the YOP are not included in police contact statistics, according to Department of Public Safety spokespersons. This could help to explain the relatively small increase in police contacts (i.e., many are no longer being recorded but sent to the YOP instead) coupled with a much greater percentage jump in youngsters referred to the Youth Service Center (non-first offenders and more difficult cases). The percentage sent to the Youth Service Center would be expected to increase since the base upon which that percentage is computed (police contacts) is less extensive than in the past since many of those referred to the YOP have been removed from it.

It is not possible to determine which, if any, of these possible conclusions is correct. Further investigation is needed.

Objective: To provide counseling and referral services to juveniles and their parents as soon as possible after police contact.

The Youthful Offender Project has a policy of contacting a juvenile and/or his/her family no more than 36 hours after the youth has been referred to the project. YOP staff indicate they rarely exceed the 36-hour limit. However, a period averaging about five days elapses between the initial police contact and the time the referral is made, according to YOP staff. During this period subsequent contact with the youth might be made by detectives or officers. The YOP has as a 1975 objective the reduction of this 5-day average.

Objective: To integrate a social service function not staffed by sworn officers into a police organization.

No research was done to measure the degree of integration into the department or acceptance by the officers experienced by the YOP. However, discussions with officers and supervisors in all three precincts and in the department's central administration point up rather general (although not unanimous) satisfaction with and ready (and even eager) acceptance of it.

The Zaring Corporation, an outside consultant retained under terms of the grant to evaluate the YOP, issued a report in late June 1974 which indicated that support and enthusiasm for the program were rather widespread within the Department of Public Safety. No effort was made to verify Zaring's findings. The YOP itself investigated this matter and found strong support for its operation.

Subobjective: To determine what sorts of referrals are most effective in preventing recidivism.

The YOP began keeping recidivism records on clients referred to other agencies for clients coming to the program on November 1, 1973 or later. The time period, therefore, is very short. Further, none of the agencies had received more than 14 referrals. This made the individual samples too small to permit conclusions about effectiveness to be drawn.

In late summer 1974, the YOP began requesting feedback from clients and their families concerning agencies to which they were referred by the YOP. This information source was not checked because of the relatively few cases and short period of time for which the information was available.



Bulletin referrals (mostly to Youth Service Bureaus) account for about half the cases originally assigned by officers to the Youthful Offender Project. Some of these YOP staff members admit these are among their most difficult cases. Others are random assignments. Recidivism rates have a different meaning here than in other YOP figures. While the others were based upon re-contact by the Department of Public Safety or any one of several city police departments, the recidivism rates for bulletin referrals (as for I and R's) are based upon Department of Public Safety data only. This underestimates the figure for bulletin referrals in comparison with that for clients served directly by the YOP. Even so, the 20.3% figure (for seven months) chalked up on bulletin referrals is appreciably higher than the 12.9% mark (for 12 months) posted for cases handled directly by the YOP. Part of this difference is certainly attributable to the somewhat more difficult cases which may be assigned by bulletin referral.

**YOP BULLETIN REFERRALS**  
11/1/73 - 5/31/74

RECIDIVISM TO DATE

Name of Bureau	Number of Cases Referred	Number having Subsequent KCDPS Record	Rate of Recidivism
HYSB	107	29	27.1%
SYS	91	12	13.1%
Federal Way	63	16	25.4%
I.N.C. Spot	54	13	24.1%
6th Chamber	45	4	8.9%
RAYS	15	2	13.3%
KA	14	3	21.4%
<b>TOTALS</b>	389	79	20.3%

Subobjective: To develop criteria to enable the arresting officer to make the best use of his/her discretion in disposing of juvenile cases.

The YOP did develop such criteria and the Department of Public Safety did provide the list of these criteria to its officers. However, this investigation did not consider the utility or desirability of these criteria or their use.

The criteria to be used by officers in determining how to dispose of cases include:

1. Seriousness of the act.
2. Age of the juvenile.
3. General reaction of the juvenile.
4. Previous known court record of the juvenile.
5. Parental interest and control.
6. Protection of the juvenile and/or society.
7. Availability of the juvenile.

In practice, efforts were made to establish the Youthful Offender Project as a viable alternative to the Youth Service Center or to "release with warning." The fact that officers are using the program about 100 times per month (1,060 referrals in 11 months, 796 in the last seven months of that period) indicates that the program is seen as an alternative to something. Discussions with officers and YOP staff lead to the conclusion that the YOP is not seen so much as an alternative to the Youth Service Center as an alternative to merely warning a juvenile about delinquent behavior.

YOP staff contend that officers of the Department of Public Safety are not making as many referrals to the Youth Service Center as they would if YOP did not exist. Because of the upsurge in juvenile arrests it is impossible to determine whether or not this is true.

However, it appears that the YOP's biggest contribution in providing officers with another option is the fact that it will counsel and otherwise assist juvenile offenders who, in the view of the arresting officers, need such help but who normally would have been released with a warning by the officers because the offenses committed were not serious or because the officers felt that a referral to the Youth Service Center would be futile.

## Recidivism

Table XII addresses recidivism rates prevailing for some of the alternative treatment methods used by the YOP.

TABLE XII

<u>Time Period*</u>	<u>Number Served</u>	<u>Recidivists</u>	<u>%</u>
July-Oct.	264**	27	10.2
Nov.-May	<u>264</u>	<u>41</u>	<u>15.5</u>
Total	528	68	12.9

\* Date of initial contact with YOP.

\*\* Includes some bulletin referrals.

TABLE XII-A\*

<u>Method</u>	<u>Number Served</u>	<u>Recidivists</u>	<u>%</u>
YOP Direct Counseling	149	9	6.0
YOP Counseling & Referral	93	29	31.2
YOP Telephone Counseling	<u>22</u>	<u>3</u>	<u>13.6</u>
Total	264	41	15.5

\* Cases subsequent to October 31, 1973 only.

Records of the King County Department of Public Safety and of the police departments of Seattle, Renton, Kent, Auburn, Kirkland, Des Moines, and Mercer Island were checked to determine contact with a sample of about 115 of the juveniles served by the program. This sample was drawn from the 528 youngsters served between July 1973 and May 1974. (Most bulletin referrals were not included in the 528 figure.) The police records were checked for the twelve-month period ending in June 1974. Recorded contact with police by a juvenile prior to the time he/she was referred to the Youthful Offender Project was not included. The sample results were adjusted to reflect the entire population of 528 (the recidivism rate was held constant).

Based upon Table XII, it appears that those persons who received direct in-person YOP counseling undiluted by other services were the least likely to commit another offense (at least during the period used). However, YOP counselors admit frankly that clients with particular difficult problems are often counseled by YOP and referred to agencies expert in dealing with those specific problems. It would appear, therefore, that those clients directly counseled by YOP staff only may be less likely to commit another offense because their problems are often not as serious as those of others referred to the program.

Those clients receiving both YOP counseling and services from another agency had a recidivism rate of 31.2%. This might be due to the fact that these youngsters have more serious specific problems than do others referred to the YOP.

Since only 22 persons received the "over-the-telephone" service, conclusions cannot be drawn from recidivism data about this method.

Table XII indicates that the project might have been more successful in dealing with juveniles referred to it early in its operation than with those whom it served later. This might be misleading since several alternative explanations might be used in discussing the lower rate of recidivism experienced among the first clients of the project. Part of the reason may be that the police were reluctant during the first months to refer more difficult cases and individuals to the project. Less adequate record-keeping during the project's training period prior to November 1973 might also be a factor.

Despite the fact that the YOP was to be somewhat of a research-oriented project, care was not taken to insure that the methods would be used for the same kinds of cases. Therefore, it is difficult to compare the relative effectiveness of the various methods since they may not have been used for the same kinds of cases. However, a comparison of the gross rates of recidivism for Youth Service Bureaus and the YOP would appear possible since such a comparison is between the mix of approaches and methods used by two projects rather than between the fine differences of alternative methods.

Finally, the Youthful Offender Project would have done well to have established a control group to help determine whether the activities of the project actually were reducing recidivism among juvenile offenders. This might have been done either by not providing YOP counselors in one precinct or by randomly selecting out cases which would be followed up for evaluation purposes. In either event, recidivism data might have been collected for those persons not assisted by the project (but eligible for such help).

The YOP stressed, however, that it did not see its role as a builder and maintainer of control groups. "Our priority," said the program supervisor, "is to the department." The YOP, according to its staff, has a two-fold role:

1. To determine if the project could fit into a police agency.
2. To serve the entire Department of Public Safety (i.e., all three precincts).

The time and effort expended in setting up a control group would serve neither of these ends and would contradict the second one, they emphasized.

### C. Project Efficiency

Project efficiency is a difficult concept to define and certainly defies demonstration. However, a proxy for efficiency might be the cost per case served. It was relatively easy to determine the cost per case of the Youth Service Bureaus since most of them did little referring to other agencies and one of them did little but referring (assuming non-direct and deferred services are still services). The Youthful Offender Project, however, refers and counsels almost equal numbers of persons. Therefore, its costs per case will be shown by two figures, one for all cases including referral cases and one just for cases handled directly by the YOP.

A breakdown of direct counseling versus referral does not exist for the 264 cases handled by the project prior to November 1, 1973. Therefore, it will be assumed that the ratio between direct counseling and referral was the same during that period as that prevailing for the 796 cases handled between November 1973 and May 1974. (Monthly records show the YOP tended to refer less in early months (November, December) and counsel more.)

Including monies earmarked for Zaring Corporation evaluation efforts, (but not likely to be fully expended by December) the Youthful Offender Project will have spent virtually all its budget of about \$160,000 during the 20 months of its existence through December 1974. Since very little was spent during May and June of 1973, the entire amount will be assumed to have been spent during the project's 18-month operational period. This averages to nearly \$8,900 per month. Departmental overhead could raise the total cost of the project to \$9,600 per month. From July 1973 through May 1974, then, the project budget plus Department of Public Safety overhead was probably about \$105,600 (or perhaps somewhat less since the budget's entire contingency line item of \$11,500 was not even obligated until October 1974).

The YOP handled 1,060 cases through May 1974. Of that total, 536 would not have been referred to other agencies unless the YOP was also involved in counseling. (This figure may be too low because fragmentary evidence suggests that project staff directly counseled a far greater percentage of the clients referred to them prior to November 1973 than subsequent to that time.)

TABLE XIII

<u>Option</u>	<u>Cases</u>	<u>Cost Per Case Project Only</u>	<u>Cost Per Case Including DPS Overhead</u>
1. Includes Referrals	1,060	\$ 92	\$100
2. Excludes Referrals	536	\$182	\$197

The actual cost of handling a case is somewhere between these figures because a certain amount of paperwork and followup effort is required even for bulletin referrals. It will be argued that the 536 case figure is not valid because some of these are never actually carried by the YOP. However, effort is still expended in checking records and contacting individuals and families to convince them to agree to counseling. In addition, YSB figures deal with total numbers of referrals regardless of how much or how little assistance is actually rendered to an individual or his/her family. Therefore, the same approach will be used for the YOP. However, it appears that the \$197 per case figure may have more validity than the other because of the marked difference in "services" provided. It is expected that since start-up costs will not be repeated in the future, the cost per case (before adjustments for inflation) should decrease.

#### D. Recidivism

Perhaps the basic measure of the success or failure of a program aimed at changing delinquent juvenile behavior is the rate at which those assisted by the program return to criminal activity. Unfortunately, baseline data about juvenile recidivism were not gathered. Nor was such information available in this area. Because the project did not get underway until the second half of 1973, eleven months of clients and twelve months of their recidivism data are available. (The Youth Service Bureaus provided information about seven months of clients and nine months of recidivism data.) The time period may be too short to permit firm conclusions to be drawn. However, an indication of relative trends might emerge from a comparison of recidivism data from the two programs.

Table XII provided the raw data on recidivism of YOP clients. Table XIV restates this information. It is based upon police contact.

TABLE XIV

<u>Method</u>	<u>Number</u>	<u>Recidivists</u>	<u>%</u>
YOP Direct Counseling	149	9	6.0
YOP Counseling & Referral	93	29	31.2
YOP Telephone Counseling	22	3	13.6
YOP Cases Prior to November 1973 *	<u>264</u>	<u>41</u>	<u>10.2</u>
Total	528	68	12.9

\* Based upon sample data.

It should be remembered that the Youthful Offender Project provides direct services only to first offenders. Project staff have taken this to mean youngsters who have not yet been referred to the Youth Service Center (Juvenile Court).. Some of these juveniles may have had police contact before.

#### E. Summary

The King County Department of Public Safety's Youthful Offender Project began taking referrals during the summer of 1973 although staff members were not assigned to all three precincts until somewhat later. The project had handled 1,060 cases through May 1974, including 796 during its internal evaluation period which began November 1, 1973.

The project has made considerable strides in gaining acceptance from the officers of the King County Department of Public Safety. However, its original intent of being a research project has apparently been abandoned in favor of an action program. Methods for assessing the relative value of direct counseling, and referral or of evaluating the quality of service of agencies to which referrals are made are being improved. The picture to date is cloudy. No control group was established with which to compare recidivism results and no baseline information was collected for comparison purposes.

The Youthful Offender Project's services are available only to first offenders, or at least only to juveniles who have not previously been referred to the Youth Service Center. Of the 528 youths directly counseled by the YOP between July 1973 and May 31, 1974, a total of 68 (12.9%) had had repeat contact with police agencies through June 1974. By far the most effective treatment used was direct in-person counseling by YOP staff members - 6%. This may be due to the possibility that youngsters served in this manner had less serious specific problems than did others served by the project.

The average cost per case depends upon how it is measured. The cost per case including those referred immediately to other agencies is \$100. The average cost of those cases handled directly by YOP would be \$197, assuming that referral and follow-up of cases referred to other agencies cost nothing. (Both figures include a factor for general Department of Public Safety overhead.) Both are lower than the lowest figure which might be used to characterize the expenditures per case of the Youth Service Center (excluding detention and court-associated costs). One interesting comparison would be between the cost per case of all persons referred to the YOP (\$100) and the same figure for the Youth Service Center (excluding detention and court associated costs), \$244. However, the Youth Service Center handles more than first offenders.

#### IV. COMPARISONS

In order to make any judgments about the relative effectiveness of different programs having common aims it is necessary to compare them on as similar bases as possible. It would appear that the most realistic comparison of the Youth Service Bureaus and the Youthful Offender Project might be made on the basis of recidivism.

##### A. Limitations in the Comparability of the Scope of the Two Programs

Although both programs aim to reduce the number and percentage of juveniles who commit delinquent acts by weaning youths from criminal activity, their methods are somewhat different. The Youth Service Bureaus take a more comprehensive approach, attempting to deal with a variety of the economic and social needs of the juveniles referred to them. The idea here is to get at and alleviate the "root" causes of delinquent behavior. Efforts to help youths find employment, to keep them in school, to provide social and recreation activities for them are therefore added to the counseling components of the program. Counseling remains the mainstay of the program. However, the YSB's intend to treat more than just the criminal behavior of their clients and its proximate cause or causes. They want to treat their clients' social and economic ills as well.

The Youth Service Bureaus also will often become involved with other groups and agencies in organizing new programs. Shoreline Youth Services efforts to establish a teen center are a case in point. The Youthful Offender Project very rarely becomes involved in such "outside activities."

The Youthful Offender Project is less oriented toward treating the social and economic ills of its clients than are the Youth Service Bureaus. The YOP will assist juveniles in these areas only when it is convinced that such assistance will meet the problem which is causing delinquent behavior in a given child. The YSB's are not as selective, providing these services more generally, even to non-offenders. In addition, the YOP staff is considerably smaller than that of the Youth Service Bureau system. This reduces the opportunities YOP staff feel they have to deal with these social and economic problems.

The orientation of five of the six YSB's under consideration (Youth Eastside Services and Renton Area Youth Services were not included in this report because they were not a part of the YSB system during its first year of operation) is toward direct counseling (although Shoreline Youth Services would like to become more of a referral agency). The Youthful Offender Project both counsels directly and refers juveniles to other agencies.

The goals and objectives of the two programs are different. The YSB's are much less concerned with curing delinquent behavior than is the YOP and much more concerned with how their clients function in society and how they themselves are perceived and accepted.

Finally, and most importantly, the client populations of the two programs are different. The Youthful Offender Project will serve only first offenders with its direct counseling services. The Youth Service Bureaus, on the other hand, will handle first offenders, multiple offenders and non-offenders. In order to make comparisons possible, the numbers of first offenders served by the Youth Service Bureaus were estimated.

#### B. Limitations in the Comparability of Data

As was noted above, the YSB's and the YOP serve somewhat different client populations. But the differences do not end at the lines drawn in the preceding paragraph. There is also a difference in how the term "first offender" or "single-time offender" is used.

For purposes of the Youth Service Bureau's single-time offender statistics, a single-time offender was a juvenile whose records showed just one contact with the police. But a first offender for the Youthful Offender Project need not have been so restricted in his/her pre-intake delinquent activities. While

most YOP-counseled juveniles probably did fit the YSB definition of a single recorded contact with the police, at least some YOP clients had had multiple police contacts but were termed first offenders because they had never been referred to the Youth Service Center (Juvenile Court). Because of its more permissive definition of first offender, the YOP may have served a few more "hard core" individuals in the clothes of first offenders than did the Youth Service Bureaus.

Another useful tool in comparing the programs would have been baseline data. If such information were available it would be possible to compare both programs in light of the "norm" (i.e., what might be expected to happen if the programs did not exist). Such a comparison could crown both projects as successes or cite them both as failures. A logical source of such information would be the Youth Service Center operated by the Juvenile Court. However, the Center keeps statistics only of the final disposition of cases it accepts. Because many juveniles are not referred to the Center, because the Center does not admit most of the delinquency referrals it receives, and because the court process takes a considerable period of time, during which a juvenile can commit additional offenses without yet being termed a recidivist (since he/she is not yet in the Center's final disposition statistics) it was not possible to use Youth Service Center data for comparison purposes.

If previous studies by Seattle and King County are valid a period of four to five years is necessary for a more accurate view of the effects of programs upon juvenile recidivism. This is because about that much time appears to elapse between the "average" juvenile offender's first recorded offense and his/her majority. The Seattle Law and Justice Planning Office, in cooperation with the Seattle Police Department, has determined the probability of subsequent contacts of a juvenile by police (based upon race and sex) according to the number of prior contacts with that juvenile. A similar study has not been done for King County. It is doubtful whether the study's results could be applied readily to King County but they do provide some basis for comparison. But to make the comparison a cohort of offenders must be followed from first recorded contact through their respective eighteenth birthdays.

### C. Cost Comparisons

Table XV summarizes the cost per case of the Youth Service Bureau system, the Youth Service Center (excluding detention and court costs) and the Youthful Offender Project.

TABLE XV

COST PER CASE

<u>Program</u>	<u>Estimated Number of Cases</u>	<u>Cost Per Case</u>
*Youth Service Bureaus (King County, LEAA and HEW Funds Only)	1,560	\$250-\$260
**Youth Service Center Referrals (1973)	5,756	\$244
**Youth Service Center Persons Admitted (1973)	3,257	\$439
**YOP - All Cases	1,156	\$100***
**YOP - Handled Cases	536	\$197***

\* Includes all referrals regardless of how they were handled. Also includes costs of non-direct, "deferred" services which may not have served clients until after June 1974.

\*\* The total cost figure is held constant and divided by an increasingly shrinking caseload. The assumption is that screening juveniles, declining to admit them, referring them to other agencies, checking their records, convincing them to accept assistance and following-up referrals are cost-free exercises.

\*\*\* Includes general Department of Public Safety overhead.

As can be seen from Table XV, both the Youthful Offender Project and the Youth Service Bureaus probably spend less per case than does the Youth Service Center. In addition, it would appear that the handling of a case by the Youthful Offender Project is less costly than is the handling of a case by the Youth Service Bureaus.

If recidivism data were the same for the Youth Service Bureaus and the Youthful Offender Project, the YOP would appear to be a somewhat more attractive program because of its somewhat lesser cost. That lower cost is probably attributable to the fact that the YOP does not offer as wide a range of services as are available through the Youth Service Bureau System. Nor does YOP serve multiple offenders who have been to the Youth Service Center.

D. Comparisons of Delinquency Recidivism Among Juveniles Served by the Two Programs

No effort will be made to evaluate the Youth Service Bureau system in terms of either the recidivism rate for all previous offenders served by the program or the percentage of non-offenders served by the program who were arrested subsequently. This is due to the lack of a control group, a benchmark derived from baseline data, or another program dealing with the same problems. In short, there is no basis for comparison. However, there are interesting differences among the bureaus.

Kent/Auburn noted the highest recidivism rate (41.1%). The bureau with the lowest recidivism rate was Highline (24.2%). In fact, all the bureaus except Kent/Auburn hovered around the average.

With regard to offenses committed by persons who prior to YSB contact had been non-offenders, Kent/Auburn led the pack. Nearly one-fourth of its non-offenders found their way into police records between September 1973 and May 1974. This is nearly as high as the average recidivism rate for the bureaus. Federal Way's YSB achieved an enviable record - none of its non-offender clients were picked up during the nine-month period.

Mercer Island (which had only 10 first offenders) had the highest mark for first offenders, with a 60% rate. Highline's rate was 19% while Shoreline's was the lowest (11.4%).

The Youth Service Bureaus can be compared to the Youthful Offender Project in terms of the recidivism of first offenders. Several factors tend to qualify the results of such a comparison, however. One is the difference in the definition of what constitutes a first offender. The YSB's figures speak of single police contact while the YOP will sometimes include juveniles with multiple police contacts but who have never been referred to the

Youth Service Center. This means that insofar as these persons with multiple police contacts might be expected to be more prone to repeating criminal activity (which they allegedly have done in the past) than are those with only a single police contact in their history, the YOP might expect more first offender recidivism than might the YSB's. A countervailing factor may be that the YOP does not include recidivism of those it refers to other agencies or those it is unable to contact in its figures unless it has also managed to provide at least telephone counseling to them itself. The YSB's, while they may not have counted all such persons, appear to have included some in their figures. Insofar as these persons are first offenders and insofar as they might be more likely than other first offenders to commit repeat offenses (which cannot be demonstrated), the YSB's figures might be expected to be somewhat higher than those of the YOP.

It should also be remembered that YOP recidivism records are for a full year's operations while those for the YSB's are for nine months only. Additionally, records were checked for individual YOP clients in several more jurisdictions than were the records for individual YSB clients. Still another argument that has been advanced is that the Department of Public Safety's officers, in an effort to make their own in-house program appear more successful, have referred their tougher cases to the YSB's and the easier ones to the YOP. As might be expected, officers never spoke of such a practice during interviews. Even if such a practice is engaged in it would seem that its effects would not be very marked since such a high percentage of YSB police referrals came from the YOP itself. The YOP counselors themselves often will refer tougher cases to other agencies (including YSB's) after interview or record checks.

It is impossible to determine whether these factors balance one another. In the absence of any evidence in either direction, it will be assumed that they do.

Table XVI details the recidivism information available for first offenders served by five of the six Youth Service Bureaus and by the Youthful Offender Project. The Bothell Police Department did not permit the records checks necessary to determine recidivism for INC-Spot clients.

TABLE XVI

COMPARISON OF RECIDIVISM

<u>Program</u>	<u>Est. No. First Offenders</u>	<u>Est. No. Recidivists</u>	<u>% Recidivists</u>
Kent/Auburn Youth Resources	64*	24*	37.5*
Mercer Island YSB	10*	6*	60.0*
Shoreline Youth Services	35*	4*	11.4*
Highline YSB	33*	4*	12.1*
Federal Way HSB	<u>27*</u>	<u>5*</u>	<u>18.5*</u>
Total 5 YSB's	169*	43*	25.4*
Youthful Offender Project	528**	68**	12.9**

\* Nine-month figures.

\*\* Twelve-month figures.

As can be seen from Table XVI, the Youthful Offender Project appears somewhat more effective at preventing juvenile first offenders from committing a repeat offense, at least over the short term averaging just a few months. Some of the difference may be attributable to chance, particularly since the YSB's seem to have served so many fewer first offenders. Some might even be due to some as yet undemonstrated reason, such as that YSB's serve proportionately more first offenders who live in incorporated areas than does the YOP and that such juveniles have a greater opportunity to commit an additional offense. (However, population densities in the Southwest precinct and that part of the North precinct from which most referrals are made to the YOP counselors are probably not appreciably lower than they are in some of the incorporated areas served by the YSB's.) Some of the difference might even be attributable to the recordkeeping habits of police agencies. However, the difference is still there.

Among the Youth Service Bureaus for which data are available, Shoreline (11.4%) and Highline (12.1%) have rates lower than that prevailing in the Youthful Offender Program. Only the 6% rate prevailing among those first offenders whose only treatment was direct in-person YOP counseling was lower than Shoreline's 11.4.

The apparently better performance of the Youthful Offender Project may be due to several factors. One is the fact that the YOP concentrates on first offenders while the YSB's design their services for multiple offenders and non-offenders in addition to first offenders. A second possibility is due to the fact that the YOP will refer out some of its more difficult cases. Another possible reason is that individual counseling appears to be stressed more by the YOP while YSB's (while performing individual counseling) also sponsor group activities. Group activities may tend to diminish specific attention paid to an individual juvenile. They also may provide opportunities for juveniles to reinforce on another's thoughts and behavior. This can be positive and lead away from delinquent behavior but it might also be negative and lead toward a resumption of that behavior. No effort was made to evaluate this method. The YOP also makes certain that its counselors contact juveniles referred to them within 36 hours. This too might be a factor. No YSB information is available on elapsed time from referral to contact.

Another plausible explanation for the seemingly greater success of the Youthful Offender Project is expressed in the YOP's proposal for 1975 LEAA grant funding. "Part of the project's success with initial interviews is due to the inherent authority present with counselors actually working for the Department of Public Safety rather than operating as a separate entity outside law enforcement." (Emphasis added.) Also, initial interviews are almost always held in the DPS precinct station. The specter

of the juvenile justice system hangs over the clients of the Youthful Offender Project. Counselors admit to having turned a very few cases back to the police because of the unwillingness of the juvenile to follow a program established for his/her "rehabilitation." But however infrequently used, the threat of being remanded to police and court authorities is a very real though seldom stated one. It may provide an added inducement for a juvenile offender to accept and successfully complete a program for improvement devised by him/her and his/her counselors. Whether rehabilitation so achieved will produce lasting results or only be a 12-month wonder is not known. Only time will tell that. But at least so far this project appears to be slightly but probably not significantly more successful than the approach of the Youth Service Bureaus.

The relative success of the Youthful Offender Project calls into question the effect of some of the practices of the Youth Service Bureaus in attacking recidivism. Are efforts to reduce drop-outs, increase employment and employability, and improve the social dealings among young people leading to reduced crime or at least reduced recidivism? There is no way to definitely answer this question based upon available information since it is not known how much crime or recidivism would exist without the program. The experience cited by Seattle that reducing the drop-out rate did essentially nothing to crime may be illustrative, however. In any event, it is known that another program (YOP) which did not utilize all these extras came out with somewhat lower first offender recidivism rate than did the YSB's. Differences in the client groups may account for part of the better performance of the YOP over the bureaus. But doubts are raised about the effectiveness of costly extra services in reducing recidivism. It should be emphasized, however, that unlike the YOP the YSB's are not solely or perhaps even primarily concerned with reducing juvenile recidivism.

#### E. Summary and Conclusions

Despite not being fully comparable, even with regard to first offenders, it is possible to view some first offender recidivism data for the Youth Service Bureaus and the Youthful Offender Project.

Conclusions are that both are less costly than is the Youth Service Center; that, in general, the Youthful Offender Project appears less costly than are the Youth Service Bureaus (on a per-case basis); that the cost per case difference is probably attributable to the wider range of YSB activities; that it is impossible to determine the success or failure of the two programs in terms of a norm; that the YOP appears somewhat more effective in reducing recidivism among first offender clients

than are the YSB's; that part of that effectiveness may be due to the implied threat of additional police and court action automatically invoked because the YOP is a part of the King County Department of Public Safety and is located in its precinct stations; that part of the difference may be explained by a variety of qualifying circumstances, including the fact that YOP will refer some of its more difficult cases to other agencies and the fact that the YOP initiates contact with juveniles within 36 hours of referral; and that the numerous additional services provided by the Youth Service Bureaus may not contribute to a reduction in recidivism for juvenile first offenders (but that such a reduction may not be their aim).

#### V. RECOMMENDATIONS

It is unfortunate that the period for which information was available was so short. It is also lamentable that no control groups were established and no experimental designs set up for research purposes. These circumstances make it difficult to say with any degree of certainty that either the Youthful Offender Project or the Youth Service Bureau system is more effective at thwarting juvenile recidivism. It can be said that those indicators currently available point to a slight superiority for the YOP in terms of first offender recidivism. It is also likely that the YOP costs slightly less on a per-case basis than do the Youth Service Bureaus. However, this evidence is far from conclusive.

Referrals to the two programs were not similar. Further, the YSB's dealt with multiple offenders and non-offenders while the YOP catered solely to first offenders (by which it meant something slightly different than did the YSB's). Consequently, it can't be said with certainty which is the more effective program. In addition, the wide range of services offered by the YSB's makes comparisons even more difficult.

Since it is impossible to state that one program is more effective than the other or that either or both are better or worse in handling the juvenile offender problem than is the Youth Service Center it is recommended that both projects be continued through 1975. It is strongly urged that the Youth Service Bureaus, the Youthful Offender Project and the Youth Service Center be compared prior to the end of 1975 and that one of the bases for comparison be cost and that another be recidivism. This should not preclude any other comparative measure.

The important question to be asked in 1975 is not whether the Youthful Offender Project or the Youth Service Bureau system is more effective in dealing with first offenders (although this should be determined). The differences between the two programs are such that even if the YSB's were clearly demonstrated inferior

on this measure the bulk of their work would still not have been evaluated. The important question is whether the diversion systems in King County (YSB's, YOP, Conference Committees) are more or less costly and more or less effective in dealing with the juvenile offender problem than is the Youth Service Center. Ideally, one result of a comparative evaluation conducted in 1975 would be the design of what the mechanism dealing with juvenile offenders in King County should be. Undoubtedly, such a design would include elements (and perhaps the organizations) of all the present programs and may include elements not now found in any of them. Naturally, it would not be easy to develop such a design next year and whatever could be devised would require modification.

It is anticipated that the King County Law and Justice Planning Office will be able to work closely with the YOP, the YSB's, the Youth Service Center and their respective evaluation staffs to design and implement the 1975 juvenile justice system evaluation effort.

**END**

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