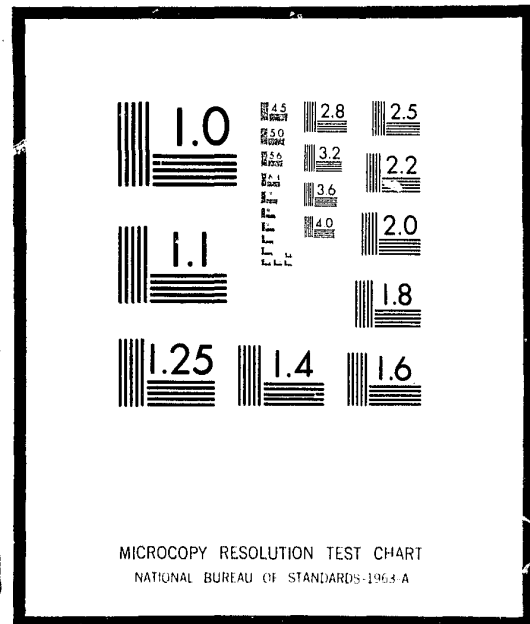


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**U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531**

12/8/76

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NYPUM

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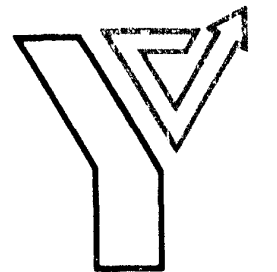
United States Department of Justice, D.C.
Discretionary Grant No. 75-DF-99-0044

American Honda Motor Co., Inc., Gardena, Ca.
Safety Helmet Council of America, Los Angeles, Ca.

June 1976

NYPUM is one of the developmental juvenile justice projects of the URBAN ACTION AND PROGRAM DIVISION.

NYPUM Headquarters: 714 W. Olympic Boulevard #409
Los Angeles, California 90015
Tel. (213) 749-3083



34832
Final Report

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NCJRS

JUN 15 1978

ACQUISITIONS

I N T R O D U C T I O N

This is the fourth year report of the five year NYPUM DEVELOPMENT PROJECT of the National Board of YMCAs. NYPUM is primarily a non-resident nationwide juvenile delinquency prevention and diversion project focusing on collaborative working relationship with the juvenile courts, police, probation, schools and other youth agencies in the hundreds of local communities in order to divert adjudicated youth, 11-14 years, from the official juvenile justice system and to prevent troubled youth from entering it.

NYPUM was funded for the fourth and final year by the Law Enforcement Assistance Administration, U.S. Department of Justice, Washington, D.C. for \$677,688 to develop 75 new NYPUMs, maintain 225 established units, enroll at least 2,250 adjudicated and 3,150 other referred delinquency-prone youth so that a minimum of 75% of all youth involved in NYPUM are referrals. The basic goal was to achieve recidivism, arrest and truancy rates which were significantly lower than comparable rates in any given community. LEAA funds included a hard data evaluation project which was sub-contracted to the Research and Development Department of the National Council of YMCAs.

NYPUM is aimed at the 11-14 year old "hard-to-reach" youth who invariably ended up in the juvenile justice system as unreached and unloved. Lives of thousands of youth are being dehumanized and scarred in the official juvenile justice system in spite of the concerned leadership and personnel

in the system. The human cost is devastating but so is the dollar cost, an average of over \$10,000 per year to incarcerate one youth in the juvenile correction institution

According to Richard W. Velde, Administrator of the Law Enforcement Assistance Administration, "If a youth is a criminal at 18, the chances are overwhelming that he will be a criminal --- and a more adept one --- at age 24 or 28." Half of the nation's serious crimes are being committed by juveniles. Youth crime is climbing at a rate four times faster than the youth population. The old ways of combating delinquency are simply not working. Gerald Caplan, Administrator of the Institute of Juvenile Justice, recently announced that studies of LEAA activities show that after hundreds of millions of dollars were spent we can only say that crime is still increasing and that we have no viable answer on preventing crime.

Across the nation, the crying need is for viable alternatives -- new and innovative ways of working with youth. NYPUM is another way --- it works!

This report will endeavor to provide to the public interested in lowering recidivism rates of juveniles the experience of one program which conclusively shows significantly positive results. Moreover, this report will provide answers to some of the questions we asked last year.

- Is NYPUM equally helpful for all classes of offenders?
- How lasting is the NYPUM impact? What happens when the experience ends?

- How does NYPUM compare with other "treatment" programs either within or beyond the juvenile justice system in cost and in effectiveness?

Therefore, the evaluation findings will constitute the major content of this report. The evaluators have taken special effort to describe the process and methods used to obtain the hard data and they have presented several charts and tables to assist the reader in the understanding of the significance of the findings. They have measured and compared arrest records based on data describing behavior for six categories of offense six months prior to entering NYPUM, during NYPUM, and six months after NYPUM. They have also compared truancy and school performance on the same basis. The Table of Contents and the Summary of Findings of the Evaluation Report will give the reader a quick picture of the total evaluation report.

The complete Evaluation Report is available from Richard L. Batchelder, Ph.D., Research and Development Department, 291 Broadway, New York, New York 10007 or call (212) 374-2119. A summarized NYPUM FACT SHEET gives some of the statistics on the activities and results during the year.

F A C T S H E E T

January 1, 1975 - January 31, 1976

During the past thirteen months the American Honda gifts* and the LEAA Discretionary Grant made possible the following activities and results.

<u>NEW NYPUMS</u>	A total of 96 new NYPUMs were developed.
<u>RESTARTED NYPUMS</u>	17 local NYPUM programs which were non-operative in 1974 were made operative again.
<u>TOTAL ENROLLMENT**</u>	13,579 boys and girls, of which 85.9% (11,664) were referral youth were received into 338 NYPUMs from the juvenile courts, probations, police and the other youth agencies
<u>RECIDIVISM RATE</u>	Based on 10% guarantee sample using evaluation data which were monitored for accuracy (1,097 youth in 31 NYPUMS identified at the beginning of 1975) showed a recidivism rate of 32.8%. 32.8% rate compares favorably to range of 65% to 80% as quoted by the Oregon Law Enforcement Council, Salem Oregon, 1974. See page xi of of this report.
<u>COMPARATIVE COST</u>	Hennepin County: Comparative Cost of Treatment Programs. (Page 67, Table 19, Evaluation Report).

* During FY-4 American Honda contributed a grant of \$44,000 and 2,189 mini-bikes which have a basic cost value of \$727,285.

** Based on extrapolation by using an average of 40.175 youth per NYPUM unit from those that did report.

TABLE 19

HENNEPIN COUNTY: COMPARATIVE COST OF TREATMENT PROGRAMS

<u>PROGRAM</u>	<u>AVERAGE PARTICIPANT TENURE (MONTHS)</u>	<u>AVERAGE COST</u>	<u>PER</u>	<u>TOTAL COST PER PARTICIPANT</u>	<u>MONTHLY COST PER PARTICIPANT</u>
NYPUM	5.5	\$108.00	Youth	\$ 108.00	\$ 19.64
Probation	5.3	625.00	Youth	625.00	117.92
Treatment Group Home	3.5	26.50	Day	2,782.50	795.00
Residential Treatment Center (County Home School)	5.0	55.00	Day	8,250.00	1,650.00

TRAINING EVENTS

National Center for Youth Outreach Workers assisted in the training function.

Five-day Workshops

No. of Workshops.....11
 No. of Trainees..... 134
 No. of Agencies Represented.....164

Cluster Follow-Up Workshops of one to three days

No. of Workshops.....48
 No. of Trainees.....591
 No. of Agencies Represented.....352

TECHNICAL ASSISTANCE AND MONITORING VISITS

67½ on-site visits to local agencies were made by the eight Regional Juvenile Justice Staff Directors.

NATIONAL BOARD OF YMCAs
NATIONAL YOUTH PROJECT USING MINI-BIKES

STATEMENT OF EXPENDITURES AND MATCHING FUNDS
 FOR THE PERIOD JANUARY 1, 1975 THROUGH JUNE 15, 1976

(CASH BASIS BEFORE FINAL CLOSING)

Fund Expenditures - Grant from LEAA:

Personnel Services		
Salaries and Wages	\$ 243,501.66	
Staff Benefits	<u>41,770.97</u>	\$ 285,272.63
Travel		
National	43,140.69	
Regional	69,820.68	
Trainee	29,695.59	
Consultant	6,645.96	
New Employees	<u>6,469.85</u>	155,772.77
Consultant Services		
Research and Development	109,960.00	
Training and Education	<u>4,771.38</u>	114,731.38
Operating Expenses		
Office Supplies	14,727.82	
Training Supplies	4,956.88	
Postage	10,068.75	
Telephone	25,005.64	
Printing	13,787.97	
Rent	27,741.64	
Overhead	10,731.16	
Miscellaneous	<u>9,043.80</u>	116,063.66
Equipment		<u>1,602.92</u>
TOTAL EXPENSES		673,443.36
Funds on hand for unrecorded liabilities		4,244.64
Matching Funds:		
National Board of YMCAs		<u>75,299.00</u>
TOTAL PROJECT		<u><u>\$ 752,987.00</u></u>

Just before we get into the main body of this report I want to express deep gratitude and appreciation to the following for their constant support and encouragement during the past year which made possible the gains made for the thousands of youth who were helped and diverted:

...American Honda Motor Co., Inc.

Kihachiro Kawashima, President
Hironobu Nakamura, Executive Vice President & Manager
Matt Iwao Matsuoka, Manager, Public Relations

...LEAA - Ms. Nancy Smith Kujawski, Project Manager

...Evaluation Project Staff

Richard L. Batchelder, Ph.D., Director
Sanford M. Reece, Principal Investigator
Robinson Associates, Data Tabulation & Analysis

...Safety Helmet Council of America

Ivan Wagar, Executive Director

...Regon YMCA Staff

<u>Juvenile Justice Associate</u>	<u>Secretary</u>	<u>Region</u>
Thomas Angelone	Sandra Brown	Middle Atlantic
David Austin	Leti Ferry	Southwest
Richard Doughty	Pam Greene	Northeast
Gary Graham	Barbara Ledenfield	Great Lakes
Joseph Montez	Barbara Pagano	Pacific
Lon Rosheim	Shirley Turnquist	Mid America
Jim Salazar	Barbara Anderson	Pacific/L.A.
Jerome Taylor	Rebecca Williams	Southeast

...National Center for Youth Outreach Workers

James Donovan, Director	Audrey Harper, Administrative Assistant
Russell Hults, Director of Training	Gloria Cook, Secretary

...NYPUM Headquarters Staff

Reuben L. Davis, Associate Director
Alan F. Kumamoto, Associate Director
Mary Lou, Mesplou, Assistant Project Director
Erma Duckery, Secretary
Sylvia Grieg, Secretary

...Urban Action and Program Division, National Council of YMCA

Robert R. Dye, Executive
Ronald Johnson, Director, Juvenile Justice

...And, most importantly, the LOCAL NYPUM OPERATORS, especially those who submitted the needed evaluation data. Without each of them, NYPUM would not be possible.

Listing of names is risky because of omissions. None is intended and I beg forgiveness from any of you I should have thanked.



Fred Yaichio Hoshiyama
National Project Director

EVALUATION REPORT

NATIONAL YOUTH PROJECT USING MINIBIKES (NYPUM)

FUNDING YEAR FOUR: JANUARY 1975 TO DECEMBER 31, 1975

Evaluation Team

DIRECTOR: *RICHARD L. BATCHELDER, Ph.D.*

PRINCIPAL INVESTIGATOR: *SANFORD M. REECE*

DATA TABULATION & ANALYSIS: *ROBINSON ASSOCIATES*

APRIL 30, 1976

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SUMMARY OF FINDINGS

A. UNITS AND PARTICIPANTS

The stated goals of NYPUM for FY-4 included the following standards of performance:

Number of units in operation:

75 new units to be established

225 already established units

Number of Youth referred into the program and participating:

Adjudicated youth:

550 in newly established NYPUMS

1700 in already established NYPUMS

Other referred delinquency-prone youth:

350 in newly established NYPUMS

2800 in already established NYPUMS

The data submitted indicates that all of these goals were met or exceeded by NYPUM in 1975.

B. ARRESTS DURING PROGRAM

Based upon the data from the Guarantee Sample (which was found to be representative of all NYPUMS), 32.8% of those arrested prior to NYPUM were re-arrested during NYPUM. In addition, 8.8% of those who had not been arrested prior (but were referred into the program as "delinquency-prone") were arrested during NYPUM. To express it positively, 67.2% of those who had been arrested prior and 91.2% who had not been arrested prior but identified as delinquency-prone were not arrested during their participation in NYPUM.

Number of persons re-arrested is one way to calculate recidivism. The evaluation team prefers another method, however, which includes not only numbers of persons, but also numbers of arrests within a constant time frame. This figure, average number of arrests per month, gives a more accurate picture of the improvement made by NYPUM participants during the program.

Taken as a whole, all previous offenders (first offenders, second offenders, multiple offenders) showed improvement during NYPUM. As would be expected, however, the second and multiple offenders had a higher average number of arrests per month during NYPUM than did the first offenders. It was also found that the longer a person remained in NYPUM, the lower the average number of arrests per month. One conclusion which can be drawn is that participants in NYPUM should be encouraged to remain in the program for at least 6 months.

When those with prior arrests were analyzed in terms of number of prior arrests by seriousness of prior offense, all categories showed improvement during NYPUM except second offender felons against persons. The average monthly re-arrest rate for all felons against persons was more than double that of the next most frequent category (vandalism). This raised the question as to whether or not those who have committed felonies against persons should be referred into the NYPUM program. Relative to the other types of offenders, these youth show the least improvement in NYPUM.

C. ARRESTS AFTER LEAVING PROGRAM

Although there is a smaller number of participants for whom arrest records were available after the program than during the program, the evidence is that the improvement in behavior continues for at least six months after leaving NYPUM.

Only 17% of those arrested prior to NYPUM were also arrested after, while 26% of those arrested during NYPUM were arrested after. To put it positively, 89% of NYPUM alumni were not arrested in the six months period after NYPUM, and of these 44% had been arrested prior to NYPUM and 21% had been arrested during NYPUM.

D. SCHOOL PERFORMANCE AND TRUANCY

Most NYPUM participants either remained the same or improved in school performance (which includes academic performance, relations with teachers and school authorities, and relations with other students). The number who improved averaged three times the number who did worse. For example, in relationships with teachers and school authorities, 33.5% of the participants improved during NYPUM, 10.3% did worse, and 56.1% remained the same.

The most improvement was made in truancy. Of those with more than six months tenure in NYPUM, 47.7% improved, 46.9% remained the same, and only 5.7% did worse.

If the total sample is divided into three categories:

- (1) Multiple Arrests for Three Most Serious Offenses
- (2) All With Prior Arrests
- (3) No Prior Arrests

then differences appear between the three groups. All Arrested and Not Arrested show improvements in all categories of school performance and truancy. The All Arrest youth show more improvement in academic performance, while the Not Arrested show more improvement in relations with teachers and school authorities, and with other students. The Multiple Offenders for Serious Offenses moved backwards in the three categories of school performance, but showed the biggest improvement of all in truancy with 77.9% improving during NYPUM.

E. OTHER RELATIONSHIPS DERIVED FROM THE DATA

Less serious offenders are not contaminated by mixing in NYPUM with more serious offenders. There is clear evidence that the most likely re-arrest for a youth is for the same offense as his/her most serious prior offense. Many offenses, particularly drug/alcohol abuse, had negative correlations with other types of offenses.

Although truancy has a modest correlation with both school performance and with arrests, school performance is relatively independent of arrest performance. Indeed, all arrested youth showed more improvement in academic performance than did the not arrested youth, and also had a higher absolute level of performance.

The Family Information Test was able to successfully divide the NYPUM population into two groups, one of which had significantly fewer prior arrests and also had fewer arrests during NYPUM. These findings were in the expected direction.

Whites in NYPUM had weaker family relationships, more prior arrests, and more during arrests than did Blacks. This runs counter to popular expectations, and raises many interesting questions which are beyond the scope of this report.

Conditions of program revealed some relationships that are difficult to explain. The youth who were arrested during NYPUM, compared with those not arrested during, had a higher bike/non-bike time ratio and also spent more actual hours per month on the bikes. They belonged to groups which had more leaders per participant, and had more hours of training per leader. Although one could speculate that the reason for these findings is that the more serious offenders are referred to groups that have better leadership, this remains only a speculation.

F. COMPARISON OF NYPUM TO OTHER PROGRAMS

Establishing NYPUM's track record in regard to recidivism, school performance, and truancy still leaves unanswered the question of whether NYPUM met its goal of achieving records "...which will be significantly lower than the comparable records of equivalent offenders in that community."

Since comparable data were not available in most communities, a special study was made of Hennepin County, Minnesota, comparing NYPUM adjudicated participants over the past two years with other juveniles processed by that court system over the past four years. The NYPUM group was matched with a sample of the non-NYPUM juvenile offenders in terms of background characteristics. It was found that the before program arrest rates of NYPUM youth were much higher than those of the non-NYPUM Matched Sample, indicating a more trouble-prone youth being referred into NYPUM. Still, the NYPUM after/prior arrest ratio was dramatically lower than that of the Matched Sample on all offenses except alcohol/drug abuse and "attempt."

A comparison was also made of NYPUM with six other treatment programs in Hennepin County, as well as with the matched sample from all offenders. NYPUM was relatively more effective with some offenders than with others. NYPUM was the least effective of all the programs in dealing with alcohol/drug offenders. NYPUM was very effective with major and minor property offenses and with status offenders. With both major and minor crimes against property, NYPUM participants had a prior arrest rate that was more than double of any other group. Yet the After/Prior Arrest Ratio was second to lowest for major property crimes, and next to lowest for minor property crimes. With status offenders, NYPUM had the next to lowest After/Prior Arrest Ratio.

The conclusion from the Hennepin County comparative data is that NYPUM did meet its goal of having better re-arrest records than equivalent offenders, as defined by the Non-NYPUM Matched Sample of other adjudicated offenders. When compared to other treatment programs, the Minneapolis NYPUM program had a poor record with alcohol/drug offenders, but had one of the best records with major and minor property offenders and with status offenders. Given the relatively low cost of NYPUM, especially when compared to institutional treatment programs, these results are encouraging.

Besides the study of Hennepin County, comparisons could be made of NYPUM's recidivism record with other studies of recidivism. Unfortunately, there are no nationally gathered figures, using agreed upon definitions, which would provide a norm against which NYPUM could be compared.

There have been many local or state-wide studies, each using its own definitions and coming up with different sets of recidivism figures, usually in the range of 50% to 85%. One example is contained in a report by the Oregon Law Enforcement Council:

"The initial probability of a youth being apprehended and referred to the court is only 6%. However, once a youth has been referred to the court, the probability of a second referral increases more than ten-fold to 65%, and after a second offense, the probability of a youth coming to the attention of the court for subsequent offenses (third, fourth and fifth) increases to approximately 80%." ¹

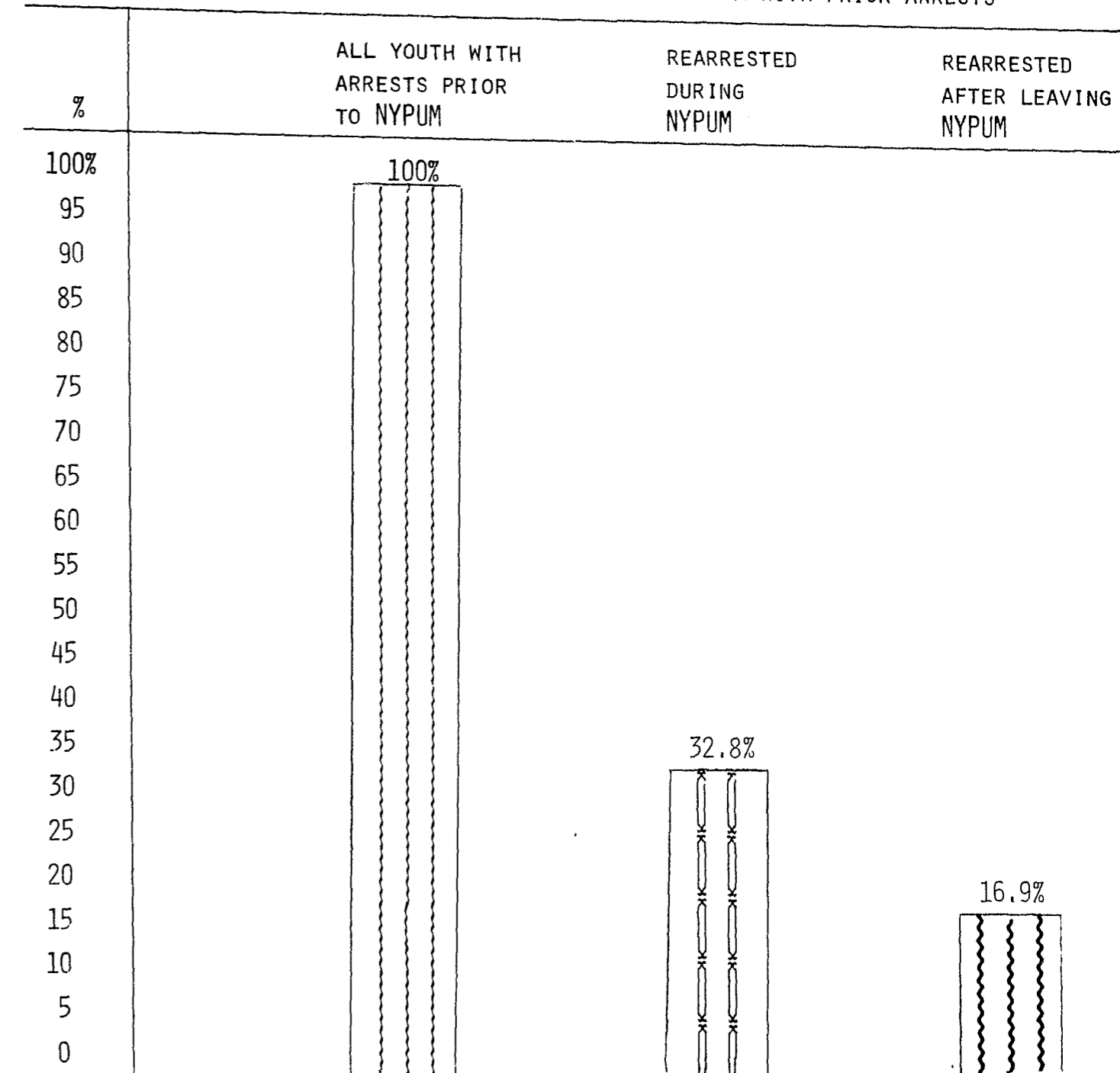
¹ Criminal Justice Goals for 1975, Oregon Law Enforcement Council, State of Oregon, Salem, Oregon: 1974.

As has been noted earlier, the experience of the NYPUM sample is in the same direction; that is, second and multiple offenders have higher average arrests per month than do first offenders. However, when calculated by number of prior offenders re-arrested, the NYPUM rates of 33% for first offenders, 30% for second offenders, and 33% for multiple offenders are much lower than those reported by the Oregon Law Enforcement Council.

The lack of using a common data base or identical definitions limits the value of such comparisons, however. The comparative data from Hennepin County are more trustworthy, since the NYPUM and comparison data were drawn from the same data base of the official juvenile court records.

C H A R T 1

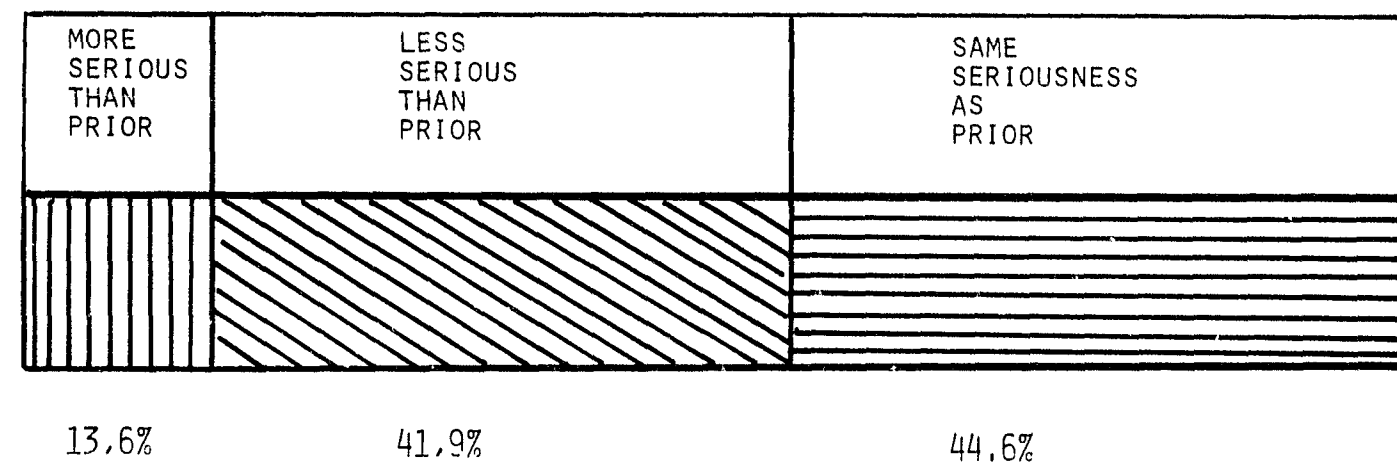
RECIDIVISM: RE-ARRESTS FOR THOSE ENTERING NYPUM WITH PRIOR ARRESTS



C H A R T 2

SHIFT IN SERIOUSNESS OF OFFENSE FOR THOSE ARRESTED
BOTH PRIOR TO AND DURING NYPUM

ARRESTS DURING NYPUM WERE:



C H A R T 3

YOUTH ARRESTED PRIOR TO NYPUM: SHIFTS IN SCHOOL PERFORMANCE DURING NYPUM

ACADEMIC PERFORMANCE

IMPROVED	WORSE	NO CHANGE
36.8%	16.2%	47.0%

RELATIONSHIPS WITH TEACHERS AND SCHOOL AUTHORITIES

IMPROVED	WORSE	NO CHANGE
36.3%	18.9%	44.8%

RELATIONSHIPS WITH OTHER STUDENTS

IMPROVED	WORSE	NO CHANGE
28.3%	20.1%	51.5%

TRUANCY

IMPROVED	WORSE	NO CHANGE
63.2%	8.7%	28.1%

END

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