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DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION



UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D. C. 20535

HIGH IMPACT ANTI-CRIME PROGRAM

Sample Impact Project Evaluation Components by G. Kupersmith

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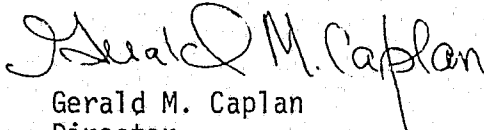


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The National Institute is keenly interested in demonstrating, via LEAA's Impact Program, that evaluations of criminal justice projects can be designed and that the results of these evaluations can be used effectively to improve project operations and program planning. The enthusiasm brought to these efforts by the Crime Analysis Teams in each city, as well as many of the local operating agencies, has been gratifying. Impact projects are being designed with evaluation requirements identified and interim and final analyses planned and carried out.

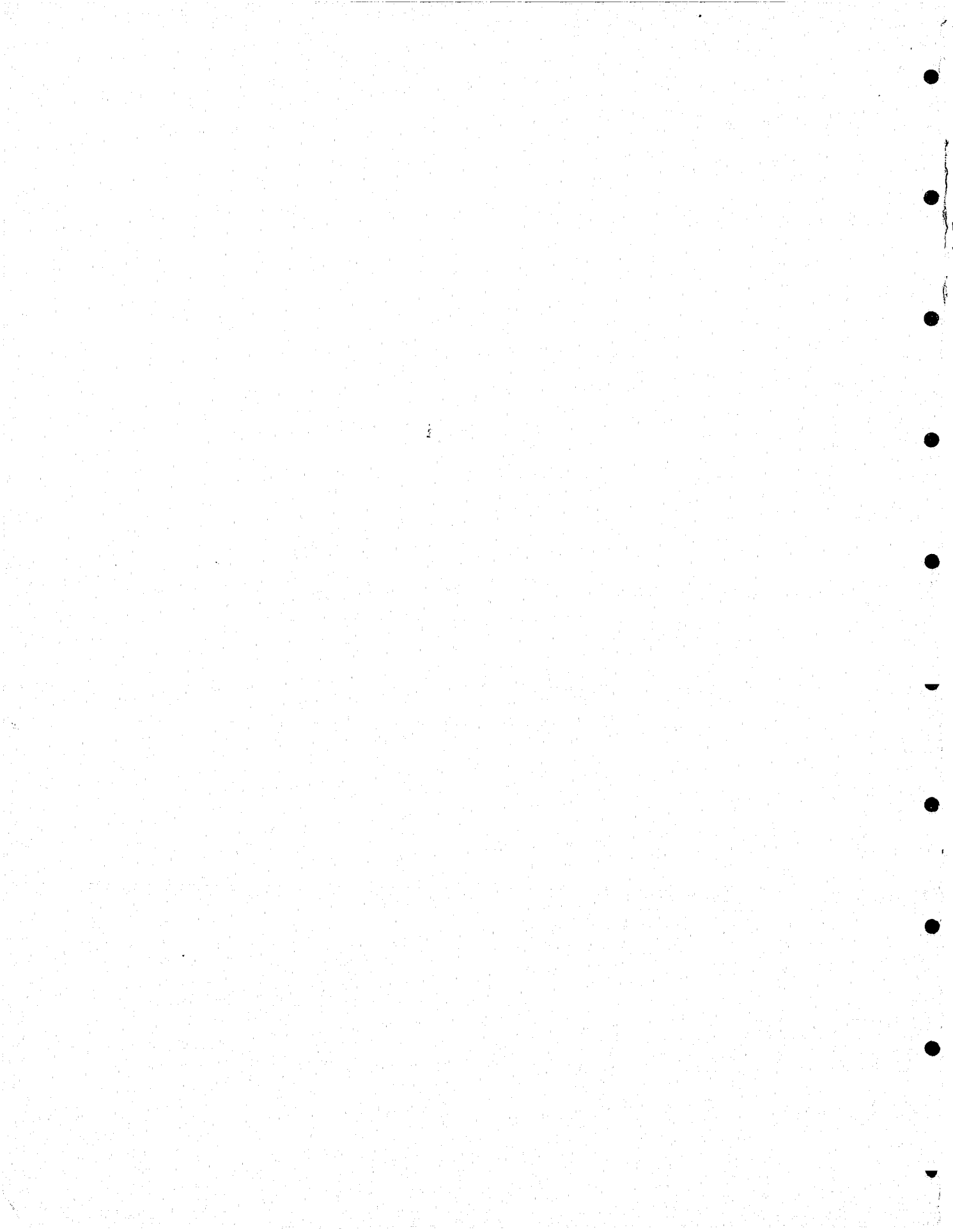
In May, 1973 the National Institute published examples of actual evaluation components in hopes that they would be useful in developing evaluation programs. We are happy to publish this second group of evaluation components, some of which appeared in the May, 1973 package and are repeated here for convenience's sake. The Grantee's address is included in the event that more project details are needed.

As additional and appropriate components are made available to the National Institute, we will supplement this set and forward them to you. Comments and suggestions you may have are welcomed.


Gerald M. Caplan
Director

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INTRODUCTION

The High Impact Anti-Crime Program was designed by the Law Enforcement Assistance Administration (LEAA) to demonstrate, in eight large cities, the effectiveness of comprehensive, crime-specific programs in reducing stranger-to-stranger crime and burglary.

The crime-specific programs and projects developed by each of the eight Impact Cities -- Atlanta, Baltimore, Cleveland, Dallas, Denver, Newark, Portland (Oregon), and St. Louis -- represent a new approach to crime reduction which emphasizes the allocation of resources to develop, implement, and evaluate projects aimed at reducing specific types of crime.

Each Impact city will evaluate the projects and programs being implemented within its own jurisdiction. The degree to which projects and programs have attained their own objectives will be determined using evaluation designs developed by city Crime Analysis Teams and State Planning Agencies. These project level evaluations should assist criminal justice planners in understanding and assessing the effectiveness of various strategies in reducing specific types of crime.

In conjunction with the city-level evaluation effort, LEAA's National Institute of Law Enforcement and Criminal Justice (National Institute) and The MITRE Corporation are conducting a National Level Evaluation of the Impact Program. The major thrust of this effort is to explain and understand many of the events and effects which are related to, or were generated by the Impact Program. To this end, inter-city and intra-city variations in project planning, implementation, and evaluation are being examined. Comparative analyses of specific city-level projects and general hypothesis testing of selected criminal justice system axioms are being conducted. Additionally, successful candidates for technology transfer and innovativeness as well as effective evaluation techniques and important evaluation findings are to be identified.

Thus, the Impact Program entails a large scale evaluation effort whose findings should provide new insights for the design, implementation, and evaluation of other social action programs.

Given the scope of this evaluation effort, it is LEAA's intent to maximize the dissemination of Impact Program information. To this end, the National Institute/MITRE have selected for wider distribution the group of city-generated evaluation components which appear in this document.

The eleven evaluation components in this document generally conform to the evaluation planning guidelines* distributed to the Impact cities by LEAA. In addition, a variety of criminal justice functional areas are represented by the components selected.

While in varying stages of development, these components represent actual evaluation strategies being used to assess the effectiveness of anti-crime activities in the following criminal justice program areas: adult corrections, juvenile corrections, adjudication, police deployment, and target hardening. Along with this functional area designation, each evaluation component describes the objectives of the project, as well as the data, measures, and methods which will be used to complete the evaluation effort.

Project evaluation in the High Impact Anti-Crime Program is an on-going process. As additional projects are funded, evaluation components for other types of criminal justice projects and program areas will be developed by the Crime Analysis Teams and State Planning Agencies and disseminated by the National Institute.

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- *
1) National Institute's Planning Guidelines and Programs to Reduce Crime.
2) National Institute Memorandum, Information Needs and Impact Funds, dated 24 August 1972.
3) National Institute Memorandum, Guidelines for Regional Office Review of Evaluation Components of Impact City Project Proposals, dated 23 February 1973.
4) National Institute/MITRE Document, Evaluation in Criminal Justice Programs: Guidelines and Examples, dated May 1973.

CORRECTIONS (ADULT) EVALUATION COMPONENTS

FIELD SERVICES FOR PROBATIONERS/PAROLEES

PORTLAND

PROJECT SUMMARY

PROJECT TITLE: Field Services

GRANT NUMBER:

PROJECT OBJECTIVE: To reduce recidivism by providing comprehensive services to Impact offenders who are on probation or parole.

PROJECT DIRECTOR: Mike Balkovich
Portland Regional Director
Parole & Probation Service
Corrections Division
State Office Building
Portland, Oregon

HOST AGENCY: Portland Corrections Division
2575 Center Street, N.E.
Salem, Oregon 97310

DATE OF AWARD:

PERIOD OF AWARD: 3 years

FUNDING: Federal Share: \$1,292,594
Local Share: 347,390
Total Project Amount: \$1,639,984

Clients for the Field Services Project will come from two major intake sources: (1) target offenders paroled from Corrections Division institutions, intending to reside in Multnomah County and (2) those target offenders on probation and residing in Multnomah County.

The Field Services Project will establish specialized treatment teams including various combinations of counselors, human resource aides, volunteers, students and ex-offenders. The techniques of "counseling by objectives" will be applied by these teams. The project will also stress coordination with other agencies, including referrals, for specialized treatment services such as alcohol or drug treatment, remedial education, vocational counseling and training, and employment placement. A major aim of the project is to provide skilled and effective case management, stressing cooperation between agencies, increased client involvement, well planned use of ancillary personnel and adequate treatment planning.

CORRECTIONS DIVISION IMPACT PROGRAM
FIELD SERVICES

Introduction:

The evaluation of the Field Services (FS) Project will be administered, coordinated and reported by the LEC Evaluation Unit. While evaluation plans include the option to contract with a third party for data collection, all gathering and compiling of data will be monitored by the LEC Evaluation Unit to insure that these data will be of high quality and utility in the evaluation design.

The general program or outcome objective of FS is to reduce recidivism by providing comprehensive services to T.O.'s who are on probation or parole. To meet this goal, a number of project activities are proposed. These are listed as follows:

- a. "Establishment of specialized treatment teams with projected case-loads to include various combinations of counselors, human resource aides, volunteers, students and ex-offenders.
- b. Application of "counseling by objectives" techniques.
- c. Referral to and coordination with other agencies for specialized treatment services such as alcohol or drug treatment, remedial education, vocational counseling and training, employment placement, etc."

The project is intended to aid counselors in setting up and implementing individualized control/support and rehabilitation plans.

Thirteen different sub-objectives incorporating both "process" and "program" (or outcome) objectives are listed as follows:

1. Devise a case plan for 100 percent of the clients within thirty (30) working days of referral, to include diagnostic assessment and mutually established program objectives, sequential order of objective achievement and discharge goals.
2. Implement initial phase of case plan in 90 percent of the cases within thirty (30) working day of referral; maintain this rate for duration of project.
3. Insure that in 60 percent of the cases, the treatment activities within the case plan are initiated within the specified time frames.

4. Insure that no more than 40 percent of the Diagnostic Center case plans have to be changed during the course of supervision for each project year.
5. Increase by 50 percent over the first six months the number of recommended placements that are accepted by available resources, by the end of the first year, and maintain rate for project duration.
6. Reduce by 40 percent by end of year one, 50 percent by end of year two, and 60 percent by end of year three, the rate of unemployment of the client.
- *7. Reduce by ___ percent the length of periods of unemployment by end of year one, additional ___ percent by end of year two, and additional ___ percent by end of year three over the preceding year's performance.
- *8. Increase by ___ percent the per capita earnings of clients over the period of supervision.
9. Increase by 10 percent over the first six months the resolution of family conflicts which have previously figured in the client's criminal "crime risk" behavior; and additional 15 percent by the end of the second year, and 30 percent by the end of the third year.
10. Reduce by 10 percent by end of year one, 25 percent by end of year two, and 30 percent by end of year three, individual's money management problems, as reported by parole officer or other key educators.
11. Of those clients who violate, insure that those who abscond or who lose contact with parole/probation staff do not exceed 30 percent in the first year, 20 percent in second year and 10 percent in third year.
12. Reduce by 10 percent in the first year, 12 percent in second year, and 15 percent in third year the frequency of convictions for target offenses by clients.
13. Reduce by 10 percent in the first year, 20 percent in second year and 30 percent in third year the length of stay under supervision of those who successfully complete parole or probation (early release).

*These percentages will be computed at a later date when baseline data has been gathered.

These 13 "sub-objectives" raise a number of evaluation questions which must be answered in the course of our research efforts. Primarily the following list reflects these concerns:

1. How do we develop a measure to reflect the extent to which the field staff member(s) and the client agree on some mutually established objectives and a case plan? To what extent does lack of agreement determine failure for the case management objectives? Also, what kind of relationship exists between the goals established and the overall "goal attainment" response of the client?
2. What substantive differences, if any, result from differences in the length of time used to develop a case plan and the length of time elapsed between initial referral and submission of the case plan?
3. How realistic are case plans initially, and what effect does "replanning" or plan changes have on goal attainment or recidivism? Where are changes necessary and an improvement on original plan? How do such changes relate to program effectiveness?
4. What short and long-range effects does prompt initiation of treatment activities have on either goal achievement or recidivism?
5. What relationships exist between the frequency, extent, duration, and nature of unemployment and the attainment of case plan goals and recidivism rates?

Note: Special problems arise here with regard to the measurement of base rates and the definition of unemployment. Our evaluation design will incorporate measures of unemployment for as long a period before the project as possible, and for as long after supervision and discharge as possible. Definitions of unemployment and its incidence, intensity, extensity, etc., will be compatible with those currently available in the Employment Division's records.

Also, measures of employment and per capita earnings must be "qualification" and/or "training" appropriate.

The sub-objectives, including employment, earnings, money management and family conflict resolution goals,

are all premised on the assumption that these "variables" are related to criminal or crime risk behavior. This assumption must be substantiated with data and the relations specified.

6. The recommendation and acceptance of placements with available resources may depend to a large extent on circumstances which are not under the control of project personnel. Thus, any goals involving rates of placement with and utilization of resources may depend on the availability of such resources. Availability of resources is an important factor to control in assessing project effectiveness. At least in the absence of quantitative measures of the availability of resources, we should make a qualitative assessment of the resource availability picture before and during the project.
7. Those sub-objectives aiming at the reduction of unemployment rates and periods, and the increase in personal earnings, must be realistically compared to community employment and earnings standards.
8. Lastly, longevity of program involvement per client may be a critical issue in our evaluation. Our evaluation will attempt to determine the intensity and extensity of resources rendered clients and the durations of these resources over time.

Evaluation Design:*

Treatment and control groups will be accomplished by randomly assigning some of the T.O. clients wanting Impact services to two (2) to four (4) traditional (non-Impact) probation and parole officers, or assigning the equivalent of two (2) to four (4) full caseloads to several officers who would use traditional probation and parole procedures with these "control" or "comparison" group clients. The majority of clients then would be assigned to the Impact funded FS field staff or caseloads.

These groups (treatment and control) can be compared, then, on such "variables" as range of treatment resources, utilization of available resources, rates of unemployment, frequency (and length) of unemployment, resolutions of family and monetary problems, frequency of target offense convictions and proportion "successful" on early release.

*This evaluation design for FS was based on the assumption that a policy decision could be made for establishing true experimental treatment and control groups. Since a policy decision has been made which precludes the option to use experimental and control groups in the evaluation, and alternative evaluation design is presented in Attachment A.

Comparisons between these two groups and that group not wanting and not getting Impact field services also can be made. These latter comparisons would enable us to look at client motivational factors as they operate to determine the success or failure of probation and parole processes.

With the establishment of these randomly selected "treatment" and "control" groups, and the additional "contrast" group, it will be necessary to collect baseline data on the client's prior offense history and data during the service period on resources and services rendered. In addition, follow-up data will be gathered for a minimum of one year after termination of FS "treatment" to determine project success in reducing T.O. recidivism.

Thus, our initial evaluation design may be represented as follows:

		Baseline- "Before" <u>Treatment</u>		Follow-up - "After" <u>Treatment</u>
		T ₁		T ₂
E	R	O ₁	X	O ₂
C ₁	R	O ₃		O ₄

C ₂		O ₅		O ₆

Symbols Used:

- E = FS treatment group (T.O. clients desiring and getting FS services)
- C₁ = Traditional Corrections Division (CD) treatment group, a control group of T.O. clients desiring FS services, but assigned by random process to a traditional non-Impact probation and parole officer or caseload
- C₂ = A contrast group composed of those T.O. clients not desiring Impact services and not getting such services; but exposed to traditional CD services
- R = Designates that the groups in that row are "selected" for "treatment", or not through a process of random assignment
- O₁...O₆ = Indicate or refer to the separate applications of some process of observation and measurement of criterion measures for each of the study groups

- X = Exposure of a group to the experimental treatment (i.e., exposure to FS services)
- = The division or separation between randomly assigned (and hence "equivalent but for X") groups and non-randomly assigned groups
- T₁ = "Pre-treatment" time period (this time period extends to at least one year before initiation of FS services)
- T₂ = "Post-treatment" time period (this period extends to at least one year after termination of FS services and discharge from probation/parole)

Note: If possible, all T.O. clients in each study group will be followed beyond one year of discharge to extend the observation period for determining program failure or recidivism.

Data Elements:

1. Diagnostic Center reports on individual clients and records of mutually established program objectives, time schedules and discharge goals (case plans).
2. Tracking Component reports on implementation of initial phases of case plans.
3. Reports on case plan schedules and implementation and also case plan changes.
4. Records of "placements" with available resources.
5. Complete employment histories on T.O.'s for two-year period before project, during project, and for set period after discharge.
6. Base rate data on client earnings for same pre- and post-project periods as in #5 above.
7. Family history reports with information on client's family conflicts, problems, etc.
8. Parole/probation reports and records of post-project T.O. arrests and convictions.
9. Reports on early release and TC information on all prior treatment/supervision arrangements.

Data Analysis:

Data collected on the comparison groups will be analyzed with standard statistical procedures for the classical randomized experiment (for example, "t" tests, chi square tests, analysis of variance, etc.)

Note: Care will be taken at all times to control on selection biases and any contaminating factors.

APPENDIX A

Use of Comparison/Contrast Groups for Non-Experimental Research Designs for Evaluation of the Field Services (FS) Project

As policy decisions preclude the option to use experimental control and treatment groups in the evaluation design for the Field Services (FS) Project, it is necessary to modify our research design such that appropriate non-experimental comparison or contrast groups can be defined and utilized in the evaluation of this project. It is the purpose of this brief report to explore the possibility of using these comparison (or contrast) groups for our evaluation. Our first concern is with the numbers of clients likely to be assigned to the various groupings. Because of the problems of obtaining information on probationers, we have focused on parolees to get some initial idea of the size of these groups.¹

FS Project Comparison Groups:

Clients for the FS Project will come from two major intake sources: (1) Target Offenders (T.O.'s) paroled from Corrections Division (CD) institutions (OSP, OSCI, and OWCC) and intending to reside in Multnomah County (MCo) and (2) those T.O.'s on probation and residing in MCo. In addition, a few FS clients may be referred from Project Transition VRD programs.²

Because of the amount of time necessary to cross tabulate Oregon county of crime commitment (and conviction) at intake against Oregon county of intended residence upon release for all T.O.'s paroled from all CD institutions for a calendar year, we have only gathered this information on TO's paroled from OSP and OWCC for five selective months during CY 1973.³ Also, because of limitations in time and resources we are unable at this time to obtain information on pre-sentence county of crime commitment and post-sentence county of residence for TO's on probation.⁴ While we can't expect to make accurate projections for all FS and non-FS clients, we can at least estimate the numbers of TO parolees eligible for FS services and those who populate our various FS evaluation comparison groups. Using these projections, we can at least determine if from the TO parolee population alone there will be sufficient numbers (n's) in the comparison groups to justify statistical analyses of differences between groups on important criterion measures.

During the first nine months of 1973, 413 inmates at OSP and OWCC were released on parole from sentences served at these two institutions. Of this number, 233 were released during the months of January, March, May, July, and September. A review of prison files at the OSP Records Department indicated that 137 of these 233 parolees (or 58.8%) had been convicted of target offenses.⁵ Of these 137 target offenders, two were deceased as of October 1973, three were reincarcerated (and returned to the "active files"), and no file was available on one target

offender. From files located on the remaining 131, information was obtained to determine county of residence at intake, county of target offense commitment and conviction at intake, and county of intended residence at discharge or upon release on parole.

To determine the number of parolees from OSP and OWCC who would be eligible for services from the Impact FS Project, we first looked at the number of parolees intending to initially reside in Multnomah County (MCo) upon release.⁶ This information is summarized in Table I.

TABLE I

County of T.O. Crime Commitment at Intake
and County of Intended Residence Upon Release
on Parole (OSP and OWCC, Selected Months 1973)*

COUNTY OF INTENDED RESIDENCE AT RELEASE*

County of T.O. Crime Commit- ment at Intake	MCo	SMSA- Urban Counties	Rural/ Semi-Urban Counties	O/S or Unknown Residence**	Total
Multnomah Co. (MCo)	29	8	3	13	53
Other Counties	<u>16</u>	<u>29</u>	<u>17</u>	<u>16</u>	<u>78</u>
Total	45	37	20	29	131

*Note: Information on intended residence at release on parole may be of limited utility as many addresses given may be no more than mailing addresses.

**O/S = Out of State

Of the total number paroled, 29 (or 22.1%) will return to MCo and would be eligible for Impact Field Services. Fifty seven (43.5%) intended to return to other Oregon counties thus being ineligible for Impact (FS Project) services. The remaining 29 (22.1%) included those who intended to reside out of state (O/S) or about whom residence information was missing or unknown or unspecified. Only a small fraction of these might be eligible for Impact services.

Using the data in Table 1 as a basis for projecting (at least from our sub-sample of CY'73 TO parolees) the numbers we might expect in these categories for a complete calendar year, are presented in Table 2.

TABLE 2

County of T.O. Crime Commitment at Intake and
County of Intended Residence Upon Release on
Parole (OSP, OCI, and OWCC Projection, CY 1973)*

(estimated)

COUNTY OF INTENDED RESIDENCE AT RELEASE

County of T.O. Crime Commit- ment at Intake	MCo	SMSA- Urban Counties	Rural/ Semi-Urban Counties	O/S or Unknown Residence	Total
Multnomah Co. (MCo)	87	24	9	39	159
Other Counties	<u>48</u>	<u>87</u>	<u>51</u>	<u>48</u>	<u>234</u>
Total	135	111	60	87	393

*See footnote in Table 1.

** Cell entries obtained by measuring each entry in Table 1 by 2.4 and 1.25 (the reciprocals of 5/12 of CY 73 and 4/5 of the total institutional T.O. population paroled in 1972).

From the data in Table 2 we can now estimate the numbers of TO parolees we might expect in our non-experimental comparison or contrast groups. Our results are as follows:

A. Impact Service or FS "Treatment" Group (MCo)		CY '73 <u>sub-sample</u>	CY '73 <u>estimate</u>
(1)	Eligible and receiving services and		
(2)	Eligible, but not receiving services	n = 29	n = 87
B. Urban Comparison Group (non-MCo)			
(1)	Other Portland SMSA counties and		
(2)	Lane and Marion/Polk SMSA	n = 37	n = 111
C. Semi-Urban and Rural Group (non-MCo)			
(1)	Semi-urban counties (non-SMSA) and		
(2)	Rural counties	n = 20	n = 60

Labelling these groups A-1, A-2, B-1, B-2, C-1, and C-2, we see that only group A-1 receives Impact (FS) services and constitutes therefore our "treatment group." Because not all eligible target offenders will be served by the Field Services project during the initial phase-in of the project, a sizable number of parolees and probationers will not be serviced by the F.S. project. This group would make a very logical and appropriate comparison group (A-2). The advantage of this comparison group is that it is composed of parolees (and probationers, if they were counted also) living in the same "social area" (or space) during the same time period. This would provide, of course, our best comparison groups (assuming they were reasonably comparable).

Note: At this point we would like to say something about the problem of determining who should get Impact services should we find the services can not be provided to all. Of course, we wish to say nothing about the ethical consideration in providing an adequate basis for selecting TO clients for the services. However, if no adequate basis can be provided, the option of random selection may be justified on both ethical, as well as, methodological grounds. At this point we might envision a restoration of the experimental treatment and control group design.

Should Impact services be provided for all TO parolees returning to MCo and Portland (or should there be too few cases in group A-2), we will need to have other "comparable" contrast or comparison groups. Because degree of urbanization in an area or living in an urban area may have a bearing on program output and TO recidivism rates, it may be very important to select comparison groups composed of TOs as nearly comparable on characteristics of place of residence as is possible. In the absence of a MCo comparison group, B-1 (the group coming from other Portland SMSA counties) is a next best bet. After that B-2 is at least composed of TO's who intend to reside in an urbanized area.

Probably our best strategy in the construction of comparison groups (in the absence of random selection) is to use all six groupings. This would allow us to determine if the degree of failure or success of traditional services varies with degree of urbanization (in crude fashion), as well as, control somewhat on this factor.

It would appear that we have sufficient numbers in these groupings based on the sampling of parolees and our projections. Considering that there are about twice as many probationers as parolees at any one time, adding probationers to these treatment and comparison groupings would insure, of course, sufficient numbers of cases.⁸

FOOTNOTES

- (1) Information on probationers eligible for the FS project cannot be obtained from a mere sorting of records. Instead, a survey of probation officers in the Portland area is required. While such a survey is possible, it is time consuming and the results would not be available in time to aid us now.
- (2) See Corrections Division Impact Flow Chart in the introduction to Corrections Division Proposal to Portland LEAA High Impact Program, October 1, 1973.
- (3) Though OCI accounted for about 20% (19.2%) of the Impact T.O.'s paroled during CY 72 from CD institutions, the information source for cross tabulating intake against release data was stored at a second location which added to retrieval times and costs.
- (4) According to Mr. Michael E. Madison of the Corrections Division, about three-fourths of the probationers in Multnomah County (MCo) actually remain in the county for the initial 6 - 12 months of their term of probation. Likewise, about one-fourth of those on probation outside of MCo move during this initial period of probation. The bulk of these move into the MCo area. These are, of course, merely educated guesses or quasi-statistics.
- (5) Only the most recent offense was tabulated here. Escapes from official detention and "within institution" crimes were excluded.
- (6) This information was obtained from "notice of release" forms in the inmate files in the majority of cases or inferred from pre-release reports in the remaining cases.
- (7) This information was furnished by Mr. William Kennedy of the Corrections Division.
- (8) The ratio of probationers to parolees is based on data from Appendix A in the Introduction to the Corrections Division Proposal to Portland LEAA High Impact Program, October 1, 1973.

11/8/73

INCREASE ADULT PROBATION DEPARTMENT

DALLAS

PROJECT SUMMARY

PROJECT TITLE: Increase Adult Probation Department
GRANT NUMBER: IE-2-F2-1441
PROJECT OBJECTIVE: To reduce the case load per officer from 280 probationers to 75 within five years.
PROJECT DIRECTOR: George Smith, County Auditor
HOST AGENCY: Dallas County
400 Records Building
Dallas, Texas 75201
DATE OF AWARD: 24 January 1973
PERIOD OF AWARD: 24 January 1973 - 23 January 1974
FUNDING: Federal Share: \$ 805,815
Local Share: 268,605
Total Project Amount: \$1,074,420

This project is directed toward preparing and assisting offenders to re-enter society by increasing the supervision of probationers and upgrading rehabilitation programs in the Dallas County Adult Probation Department. Department Probation officers presently are supervising approximately 280 probationers each, a load far greater than the recommended 75. The applicant proposes to increase the staff of the Adult Probation Department from its present number of 35 (including 24 Probation Officers) to 80. Such action is necessary to provide the capability of instituting innovative rehabilitative programs.

INCREASE ADULT PROBATION DEPARTMENT
EVALUATION COMPONENT

CRIME SPECIFIC ANALYSIS/PROBLEM DEFINITION
PREREQUISITES

1. DEFINITION - The Dallas County Adult Probation Department, as of December 31, 1972, was supervising some 6,867 adult felons with a staff of 24 Probation Officers, including the Director and the Assistant Director of the Department. Of this total of 6,867 probationers, an estimated 4,523 (64.9%) were on probation for Impact or Impact-related offenses.

Caseload average per Adult Probation Officer on December 31, 1972, was 290, which far exceeds the 75 recommended by Texas statute. This excessive caseload has led to the inadequate supervision of Impact probationers, the Department's inability to secure employment but for a few, and a weakened rehabilitative process for all probationers.

The rationale behind the court's awarding of probation to adult felons is primarily, that probation is less costly than incarceration, and that rehabilitation is more effective in the offender's familiar environment. The excessive case loads leave the rehabilitative function of Adult Probation open to question. The Goal of this project is addressed by Impact Goal IV, Prepare and Assist Offenders to Re-enter Society, as well as Goal III, Sub-Goal C, Objective 3, Promote coordination and free exchange of information among criminal justice entities.

2. QUANTIFICATION - The growth in the number of cases under supervision by the Dallas County Adult Probation Department is shown in the following chart:

<u>Date</u>	<u>Cases Under Supervision</u>	<u>Percent Increase</u>
12/31/68	2962	-
12/31/69	3529	19.%
12/31/70	4732	34.%
12/31/71	5888	24.%
12/31/72	6967	18.%

If the current rate of increase (18%) is used to project the number of cases supervised, by the end of 1976 this total would exceed 11,400. Another factor, however, must be considered which will have significant impact on the number of cases supervised in future years: Intensified efforts by the Dallas Police Department

to reduce Impact offenses will result in a greater number of arrests and an estimated 5% annual increase in the number of offenders placed on probation. Taking this factor into consideration, an annual increase in the number of cases under supervision of approximately 23% is expected. It is further anticipated that there will be an increase of 8% in the number of re-arrests and revocations, which will reduce the caseload. Overall then, the annual increase in the number of cases under supervision is expected to be 15%.

<u>Date</u>	<u>Estimated Number of Cases Under Supervision</u>	<u>Estimated Number Impact Cases Under Supervision</u>
12/31/73	8,012	5,200
12/31/74	9,213	5,979
12/31/75	10,594	6,875

If there is no increase in the number of Probation Officers, the average caseload will probably exceed 441 by the end of 1975.

A result of this condition will be the total lack of rehabilitative efforts and programs and the likelihood of increased criminal activity by probated Impact adult felons in Dallas County.

The most commonly used indicator of the failure of probation programs is the rate of probation revocations. This indicator, however, is a very poor one, as a low revocation rate may simply mean that Probation Officers are too overloaded to properly monitor their charges, and hence many offenses which would call for revocation go unnoticed. A high revocation rate, then, may not be an indication that a rehabilitative project is ineffective. The high rate may indicate that the Probation Officer is doing a better job of supervision and is more aware of the probationer's activities, performance, etc.

Shown below are probation revocations for 1972:

<u>Crime Category</u>	<u>Number on Probation</u>	<u>Estimated* % Impact Related</u>	<u>Total Revoked 1972</u>	<u>Impact or Impact Related Revocations 1972</u>
Burglary	1,024	100%	162	162
Sex & Morals	277	50%	5	2
Theft over \$50				
Auto	322	50%	74	37
Other	679	-0-	53	-0-
Robbery	165	100%	19	19
Forgery	288	50%	29	14

<u>Crime Category</u>	<u>Number on Probation</u>	<u>Estimated* % Impact Related</u>	<u>Total Revoked 1972</u>	<u>Impact or Related Revocations 1972</u>
Passing Worthless Checks	212	50%	17	8
DWI Second	464	-0-	19	-0-
Murder	285	100%	11	11
Narcotics	2,395	100%	104	104
Embezzlement	141	75%	7	5
Other	715	-0-	60	-0-
Totals	6,967		560 =8.4% of total on probation	362 =5.3% of total on probation

A study of 16,000 federal offenders released in 1965 showed that the recidivism rate, within four years of release, was 56% for those offenders given probation.¹ This would indicate that the 1972 rate of 8.4% (5.3% for Impact offenders) in Dallas County is extremely low, probably due to inadequate supervision caused, in turn, by excessive caseload.

*NOTE: Because no exact data were available, it was necessary to estimate the number of Impact-related offenses.

3. PROJECT DEVELOPMENT - This is a three-year project designed to increase the rehabilitative effectiveness of the Dallas County Adult Probation Department and thereby reduce the rate of recidivism of Impact offenders. During this project five basic programs will be introduced into the Adult Probation Office, each of which is expected to have a positive effect on the rehabilitation of Impact offenders. These are:
 - (a) The hiring of thirty additional Probation Officers and fifteen supporting staff the first year (beginning upon grant award); hiring an additional thirteen officers the second year, and nine more the third year.
 - (b) The addition of an Employment Specialist to the staff. This Employment Specialist will spend full time in efforts to secure employment for probationers. He will be hired upon grant award. Two additional Employment Specialists are planned for the second year of operation if proved feasible.

¹Repeat Offender Study, Dallas Police Department, Dallas, Texas, July 1972, p.8.

- (c) The creation of the position of Coordinator of Volunteer Services, to be filled immediately upon grant award, to supervise and coordinate the Volunteer Probation Officer program and any other volunteer programs which may be implemented at a later time.
- (d) The hiring of a Community Resources Specialist whose full-time duties will include liaison with business leaders, civic groups, Alcoholics Anonymous, Texas Rehabilitation Commission, and various drug abuse programs in order to define and provide to the Impact probationer services that would help in his rehabilitation.
- (e) The addition of a staff Psychologist whose duties will include pre-sentence interviews and testing of Impact offenders. Priority will be given to those convicted of crimes against persons (murder, rape, robbery), then burglars and others. Results of this pre-sentence testing and screening of Impact offenders is expected to be of help to the judge who must decide whether or not to grant probation, as well as an aid in determining the proper rehabilitative programs for those placed on probation. The psychologist will be hired within 120 days of grant award.
- (f) The position of Director of Personnel and Training will be established to provide in-service training for all Adult Probation Officers. The Director of Personnel and Training will also be responsible for the evaluation data and reports required by this grant. This position will be created upon grant award.

The second and third year of the project will be devoted to the further reduction of Probation Officer caseloads, increased rehabilitative efforts in areas begun the first year, and to the making of whatever changes are dictated by first year evaluation. It is anticipated that additional new and innovative projects will be implemented, and that ineffective projects, if any, will be dropped.

I. DEFINE OBJECTIVES

A. STATE DESIRED ACHIEVEMENT/EXPECTED RESULT

Objective 1. To reduce the number of subsequent criminal acts by probated Dallas Impact offenders by providing more intensive supervision of probationers.

Assumption: Many probationers are continuing to commit offenses which would become known to the Probation Officer if supervision was

increased. It is also assumed that the Dallas probation revocation rate is low (based on Federal statistics) and that more intensive supervision will result in an increased revocation rate, at least initially.

- Objective 2. To reduce the number of subsequent criminal acts by probated Dallas Impact offenders by providing expanded and innovative rehabilitative programs.

Assumption: Many probationers need employment, help with drug and alcohol problems, etc., if they are to successfully complete their term of probation. Rehabilitative efforts in these areas will prevent some probationers from becoming repeat offenders.

- Objective 3. To reduce the number of subsequent criminal acts by probated Impact felons by determining which offenders have the best chance of successfully fulfilling their conditions of probation by use of pre-sentence psychological testing and interviews.

Assumption: A psychologist will be able, on many occasions, to identify those offenders who would not be able to successfully complete their terms of probation. This screening should result in better probation risks receiving probation and a corresponding decrease in criminal activity. An additional effect may be an increased load on the county jail.

- Objective 4. To remove known repeat offender probationers from the community as quickly as possible by providing a computerized system through which area law enforcement agencies will know when they have arrested a Dallas County probationer.

Assumption: Many probationers are arrested for subsequent offenses by law enforcement agencies who have no knowledge that the offender is already on probation. Knowledge of a probationer's status by area law enforcement agencies will result in a greater number of probation revocations.

Objective 5. To reduce the likelihood of subsequent criminal acts by probated Impact offenders by providing a comprehensive in-service training program which will improve the skills of the Adult Probation Officers in the supervision of Impact offenders.

Assumption: Better trained officers are better able to counsel and supervise Impact offenders, and that such efforts will reduce the likelihood of subsequent criminal activity.

Objective 6. To reduce the likelihood of subsequent criminal acts by probated Impact offenders by providing Probation Officers with computer-prepared reports which will serve as an aid in determining those probationers whose performance has become marginal, thereby enabling the officer to spend more time in rehabilitative work with these "high-risk" probationers.

B. QUANTIFY EXPECTED LEVELS OF ACHIEVEMENT

Objective 1. Reduce criminal activity by providing more intensive supervision by Probation Officers.

No data are available from which to determine how many hours per month each Probation Officer spends with his charges. If he spent 8 hours per day, 22 days per month in supervision, however, the present caseload of 290 would allow him only 36 minutes with each probationer.

$$\frac{(8) (22)}{290} \times 60 = 36 \text{ minutes}$$

Obviously, any time spent in pre-sentence investigations, in court, or with other duties detracts from this 36 minutes. In reality, a Probation Officer spends only an estimated average of 5 minutes per month with those probationers whom he sees. (He seldom sees each one.) This time is not sufficient for even the most rudimentary counseling or supervision outside the Adult Probation Office.

No data are available from which to determine the present arrest rate of probationers, but it

is estimated to be considerably higher than the revocation rate, because many are arrested outside the city limits of Dallas and are seldom brought to the attention of the Adult Probation Department.

The first objective is to reduce Probation Officer caseload to approximately 178 by December 31, 1973, to 155 by December 31, 1974; and maintain that level in 1975.

Projected Case Loads

	<u>1973</u>	<u>1974</u>	<u>1975</u>
Number Probationers Supervised	8,012	9,213	10,594
Number Probation Officers	44	58	67
Average Case Load per Officer	178	155	154

Accomplishment of this objective should result in each Probation Officer's spending at least one-half of his working hours in direct supervision and counseling. It is hoped that one-half of this time (one-fourth of the total) will be spent outside the Adult Probation Office in visiting with the probationer at his place of employment, at home, etc.

Objective 2. Provide new and innovative rehabilitative programs for probationers.

- A. Employment Specialists - To provide a minimum of 120 employment interviews and referrals to prospective employers each month, and to secure placements for a minimum of 20 each month.
- B. Volunteer Probation Officer Program - To enlist, by December 31, 1973, a minimum of 100 Volunteer Probation Officers who will be assigned, on a one-for-one basis, to work with probated adult felons outside the Adult Probation Office. The goal of this program is a Probation Failure Rate of .0500.
- C. Community Resource Program - To refer, for employment or counseling by appropriate agency (Alcoholics Anonymous, Mental Health, etc.), a minimum of 10 probationers each month.

- Objective 3. Reduce recidivism by pre-sentence psychological testing and interviews.

It is hoped that by December 31, 1973 the staff Psychologist will be able to test every Impact offender during the pre-sentence investigation and thereby recommend probation only in those cases where the testing indicates a good possibility of successful completion of probation.

It is anticipated that additional psychological testing and evaluative services may be obtained from other agencies in Dallas County as an aid in program start-up as well as follow-up testing and interviews with probationers.

- Objective 4. Remove known repeat offender probationers from the community by aid of the Regional Adult Probation Computer System.

To provide, by December 31, 1973, a means of identification of Dallas County probationers when they are booked in at the Tarrant County Jail, and the automatic notification of the Dallas County Adult Probation Department when this occurs. This system will be used as an aid in determining the recidivism rate of probationers.

It is hoped that this improved system of communications will act as a deterrent to probationers becoming repeat offenders in other parts of the North Central Texas Region.

- Objective 5. Provide a comprehensive in-service training program for Adult Probation Officers.

To establish training curricula and schedules in order to provide, by December 31, 1973, an average of 10 hours of in-service training for each Probation Officer and 20 hours by December 31, 1974. Also by December 31, 1974, the addition of an 80 hour course for each newly-hired intern Probation Officer.

- Objective 6. Provide computer-prepared reports to Probation Officers to assist them in identifying "high-risk" probationers.

To develop, by December 31, 1973, a computerized system for the Volunteer Probation Officer Project, the Employment Counseling Project, the Community Resource Program, and the psychological testing project, which records and reports probationer participation in each project, as well as the number of re-arrests and revocations for the purpose of evaluating each project.

In addition, it is planned that the computer system will be utilized to rank probationers according to their performance, with regard to re-arrest, on-time reporting, payment of fees, and payment of restitution. It will be up to the individual Probation Officer to decide which probationers are "high-risk" and who will require more intensive supervision.

C. STATE PERIOD OF TIME COVERED

This is explained in the QUANTIFIED LEVELS OF ACHIEVEMENT.

II. ESTABLISH LINK TO NATIONAL GOAL

A. HYPOTHESES/ASSUMPTIONS

The national goal of the Impact program is the reduction of stranger-to-stranger street crime and burglary by 5% in one year and 20% in 5 years. The goal of the Adult Probation Department is to prepare and assist Impact offenders to re-enter society by:

1. Providing closer supervision of Impact probationers
2. Pre-sentence psychological examinations of Impact offenders
3. Providing greater employment opportunities for Impact probationers
4. Instigating greater community interest
5. Increasing the effectiveness of Adult Probation Officers by improved training
6. Development of statistical evaluation and reporting systems

It is expected that the programs listed above will contribute to the reduction of stranger-to-stranger crime and burglary in Dallas by:

1. Assisting first offenders in their rehabilitative efforts so that they do not become recidivists.
2. Since repeat offenders are known to account for a vast majority of crime in Dallas (see Dallas Police Department Repeat Offender Study, 1972), closer supervision and improved communications between area law enforcement agencies will help remove repeat Impact offenders from society.

B. QUANTIFY EXPECTED CONTRIBUTION

Evaluators of the national Impact program have recognized that many projects will be less crime-specific than others in terms of achieving a quantified goal in an early period of time. Projects directed toward combating crime (i.e., increased deterrence, increased apprehension rates, target hardening, etc.) tend to achieve early, readily measurable effects on the crime rate. On the other hand, projects directed toward eliminating crime through reforming attitudes and changing the environmental (i.e., socio-economic) conditions which accompany crime tend to operate much more subtly, with effects on the crime rate that are often not perceivable for long periods of time.

It is expected that during the first year of this project, the revocation rate will increase 5% due to more intensive supervision and improved communications.

It is also expected that rehabilitation will be more effective for those first offenders who have been recently probated, and that the second year of this project will show a 5% decrease in probation revocations.

Overall, by the end of the second year it is expected that the probation revocation rate will have returned approximately to its present level, but that the third year revocation rate should decline to about 3% of the total number of probationers.

When these goals have been met, two major things will have been accomplished:

1. A large number of repeat Impact offenders will have been removed from society and the Impact crime rate decreased.
2. Rehabilitative programs will have been greatly strengthened, thereby reducing the chance of Impact first offenders becoming recidivists. This will also, in the long term, reduce the Dallas crime rate.

III. DEVELOP EVALUATION MEASURES

A. MEASURES OF EFFECTIVENESS

1. Rate of probation revocation. This is currently 8.4% annually. This will be calculated quarterly and annually according to the following formula:

$$\text{Rate of Revocation (Quarterly)} = \frac{\text{Number probations revoked this quarter}}{\text{Number on probation at end of quarter}}$$

$$\text{Rate of Revocation (Annually)} = \frac{\text{Number probations revoked this year}}{\text{Number on probation at end of year}}$$

It is expected that this rate will climb to 13% by December 31, 1973. Based on an estimated 8,012 on probation, an estimated 1,041 will be revoked.

This rate will be calculated separately for the following groups of probationers:

- a. Those in the Volunteer Program
 - b. Those for whom employment was secured by Employment Counselors
 - c. Those referred to other community agencies (e.g., Alcoholics Anonymous) for assistance
 - d. Those given pre-sentence psychological testing
 - e. All probationers (including the above groups)
2. Crime Seriousness Index - Using the formula and values shown in "Definitions", this Index will be calculated quarterly and annually. The Crime Seriousness Index is not expected to change significantly over the life of this project.
 3. Drug Abuse Rate - This rate will be calculated quarterly and annually using the following formula. (Since the Adult Probation Department has no control over this rate it will be reported for information purposes only.)

$$\text{Drug Abuse Rate} = \frac{\text{Number on probation for drug offenses}}{\text{Total number of probationers}}$$

Unless the Texas marijuana laws are changed, this rate, which was 34.87% at the end of 1972, will probably continue to increase.

4. Probation Failure Rate - Will be calculated quarterly and annually according to the formula below. This rate is expected to increase to 30.00% by the end of 1973 due to more intensive supervision of probationers and the increased efforts of the Dallas Police Department. It is expected to drop to 25.00% by the end of the second year, then to 20.00% by the end of the third year.

$$\text{Probation Failure Rate} = \frac{\text{Number of Revocations}}{\text{Number of Cases Closed for the Same Period}}$$

5. Program Drop-Out Rate - Reported quarterly and annually, this rate is calculated as shown:

$$\text{Program Drop-out Rate (By project)} = \frac{\text{Number of drop-outs}}{\text{Total number of participants}}$$

6. Recidivism Rate (Re-arrest Rate) - Reported quarterly and annually for probationers involved in each of the programs as shown under 1 (above), this measure of recidivism is calculated as shown below. No baseline data are presently available, and this rate is expected to increase as the Regional Adult Probation Computer System is implemented around the third quarter of 1973, then decrease in the second and third years of this project.

$$\text{(Quarterly Rate)} = \frac{\text{Number of probationers arrested this quarter}}{\text{Total number on probation at end of quarter}}$$

$$\text{(Annual Rate)} = \frac{\text{Number of probationers arrested this year}}{\text{Total number on probation at end of year}}$$

7. Rehabilitation Index - Reported quarterly and annually, this Index (Rehabilitation Rate) is calculated as shown below. By the end of the first year this rate is expected to drop to approximately 40.00%, then rise to 45.00% by the end of the second year, and to 50.00% by the end of the third year.

$$\text{Rehabilitation Rate} = \frac{(\text{No. successful completions}) - (\text{No. revocations})}{(\text{No. successful completions}) + (\text{No. revocations})}$$

8. Cost/Effectiveness Ratio - Cost/Effectiveness for the various facets of this project will be calculated according to the formulas shown below, and will be reported quarterly and annually:*

a. Employment Counseling:
$$\frac{\text{Expenditures of this section to date}}{\text{Known job placements to date}}$$

b. Volunteer Probation Officer Program:
$$\frac{\text{Expenditures to date for this section}}{\text{No. of probationers enrolled to date}}$$

c. Community Resources Specialist:
$$\frac{\text{Expenditures to date for this section}}{\text{No. of referrals to other agencies to date}}$$

d. Training:
$$\frac{\text{Expenditures to date for this section}}{\text{No. of man hours training received to date}}$$

e. Psychologist:
$$\frac{\text{Expenditures to date for this section}}{\text{No. of psychological tests administered to date}}$$

9. Impact Crime Rate - Calculated and reported quarterly and annually, based on the formula below, reported for information purposes only.

Impact Crime Rate:
$$\frac{\text{No. of Impact offenders granted probation}}{\text{Total number granted probation for the same period of time}}$$

B. MEASURES OF EFFICIENCY

1. Number of new Probation Officers hired to date. Goal: 30 new Officers by December 31, 1973
2. Average caseload per officer. Goal: 178 average by December 31, 1973.

* Prior to 1973 there were no major individual programs in the Adult Probation Office. Cost figures, then, can only be reflected in the total departmental budget, which was:

1971 - \$315,975.81
1972 - \$383,391.00

3. Number enrolled in Volunteer Program. Goal: 25 by April 30, 1973; 100 by December 31, 1973.
4. Number of employment referrals and interviews. Goal: 120 per month by December 31, 1973.
5. Number of referrals to other community agencies. Goal: 10 per month by December 31, 1973.
6. Number of pre-sentence psychological tests administered. Goal: Test all Impact offenders by December 31, 1973.

C. DEFINITIONS

1. ATTITUDINAL INDEX - This is a measure of the attitudes of individuals who are participating in preventative and rehabilitative programs. This Index will be used in this project only if time and resources permit. It is believed that before-and-after psychological testing results would be more valid than an Attitudinal Index.
2. CASELOAD - The average number of probationers supervised by each Probation Officer. This caseload presently averages 290. Article 42.12 of the Texas Code of Criminal Procedure recommends a maximum caseload of 75. Because of the geographic proximity of most Dallas County probationers, the Dallas County Adult Probation Department believes that an average caseload of approximately 150 is acceptable.
3. COST/EFFECTIVENESS RATIO -
 - A. Employment Counseling: $\frac{\text{Expenditures of this section}}{\text{Known job placements}}$
 - B. Volunteer Probation Officer Program = $\frac{\text{Expenditures for this project}}{\text{Number of probationers enrolled}}$
 - C. Community Resource Specialist = $\frac{\text{Expenditures for this section}}{\text{Number of referrals to other agencies}}$
 - D. Training = $\frac{\text{Expenditures of this section}}{\text{Number of man hours training received}}$
 - E. Psychologist = $\frac{\text{Expenditures of this section}}{\text{Number psychological tests administered}}$

4. CRIME SERIOUSNESS INDEX - This index is an indicator of the relative severity of crimes for which people are placed on probation in Dallas County. It uses a point system similar to the Sellin-Wolfgang scale which assigns factors to be multiplied by the number of crimes of different types to produce an aggregate of CRIME SERIOUSNESS POINTS. The CRIME SERIOUSNESS POINTS divided by the total number of probationers produces a CRIME SERIOUSNESS INDEX. Crimes considered for this index are murder and assault to murder, rape and other sex charges, robbery, theft over \$50, auto theft, and burglary. At the end of 1972, the CRIME SERIOUSNESS INDEX for the Dallas County Adult Probation Department was 7.06.

<u>Crime Type</u>	<u>Number</u>	<u>Factor</u>	<u>Points</u>
Murder and Assault to Murder	285	33.0	9,405.0
Rape and other Sex Charges	277	15.0	4,155.0
Robbery and Attempted Robbery	165	6.0	990.0
Theft Over \$50	679	2.2	1,493.8
Auto Theft	322	2.3	740.6
Burglary	1,024	2.6	2,662.4
	<u>2,752</u>		<u>19,446.8</u>

$$\text{CRIME SERIOUSNESS INDEX} = \frac{19,446.8}{2,752} = 7.06$$

5. DRUG ABUSE RATE - This is a ratio of the number of individuals on probation for drug offenses to the total number on probation. Reported quarterly and annually. As of December 31, 1972, this rate was .3487.
6. IMPACT CRIME RATE - This is a ratio of Impact and Impact-related probationers to the total number of probationers. This ratio was estimated as of December 31, 1972, but will be more accurate as Impact cases are designated upon arrest. Reported quarterly and annually. The 1972 estimated ratio was .6589.
7. PRE-SENTENCE INVESTIGATION - When the District Attorney agrees that a defendant should be granted probation if other factors warrant, the Probation Officer interviews the defendant, his family, employer, clergy and friends,

then prepares a report for the Court which either recommends probation or indicates that the defendant would be a poor probation risk. The recommendations contained in this report are accepted by the Court in the vast majority of cases. It is anticipated that psychological testing will become an integral part of the pre-sentence investigation.

8. PROBATIONER - A person who has been convicted in Criminal District Court of a felony offense and who is assigned to the supervision of the Adult Probation Department for a specified length of time. During this time the probationer remains the ward of the court, and any subsequent criminal activity can cause the Court to revoke probation and incarcerate the offender for the remainder of his original sentence.
9. PROBATION FAILURE RATE - Expressed as a ratio of the number of revocations to the total number of cases closed for the same period of time. Reported quarterly and annually. In 1972 this ratio was .2470.
10. PROBATION FEE - This is a monthly charge to the probationer, set by the Court, not to exceed \$10.00 per month. This fee is used to defray a part of the operation costs of the Adult Probation Department. At the end of 1971, the average monthly fee was approximately \$5.30. All probationers are required to pay this fee unless they are exempted from doing so by the Court. Approximately 60% are now paying fees. Non-payment of this fee is grounds for revocation of probation.
11. PROGRAM DROP-OUT RATE - The ratio of the number of probationers who drop out of an established program to the number of active participants. Reported quarterly and annually.
12. RATE OF VIOLATION OF CONDITIONAL RELEASE - This is not applicable to Adult Probation.
13. RE-ARREST - As used herein, re-arrest means the arrest of a person, presently on probation, for another criminal act whenever such arrest is brought to the attention of the Adult Probation Department. One of the goals of this project is to improve the communications between area/regional law enforcement agencies and the Adult Probation Department so that these re-arrests are made known and appropriate action can be taken to remove the

repeat offender from the street (usually by revoking his probation) if the offense warrants.

14. RECIDIVISM - As used herein, recidivism means the same as re-arrest.
15. RECIDIVISM RATE - Expressed as a ratio of the number of re-arrests of probationers to the total number of probationers, calculated quarterly and annually.
16. REHABILITATION RATE - Expressed as a ratio of the number of successful completions of probation less the number of revocations to the total number of probationers leaving supervision (except deaths and transfers to other jurisdictions).

$$\text{Rehabilitation Rate} = \frac{(\text{No. Successful Completions}) - (\text{No. Revocations})}{(\text{No. Successful Completions}) + (\text{No. Revocations})}$$

For 1972, this ratio is as follows:

$$\frac{(1418) - (560)}{1978} = \frac{858}{1978} = .4337$$

17. RESTITUTION - The Court may require that a probationer pay restitution to the injured party. The monthly amount of restitution is set by the Court, and is collected and disbursed by the Adult Probation Department. Non-payment of restitution is grounds for revocation of probation.
18. REVOCATION - The incarceration of a probationer for criminal acts while on probation or for technical violation of conditions of probation (failure to report regularly to his Probation Officer, failure to pay his probation fee or restitution, etc.).
19. REVOCATION RATE - Expressed as a ratio of the number of probations revoked to the total number of probationers, calculated quarterly and annually. Present revocation ratio is .084 annually.

IV. DEVELOP DATA REQUIREMENTS

A. LIST DATA ELEMENTS

1. Number probationers re-arrested; quarterly, annually
2. Number probations revoked; quarterly, annually
3. Number probationers referred for employment
4. Number probationers placed for employment
5. Number probationers referred to other community agencies
6. Number probationers given pre-sentence psychological testing and/or counseling
7. Number on probation quarterly and annually
8. Number Probation Officers quarterly and annually
9. Number man hours of training received
10. Number Impact offenders on probation
11. Number drug offenders on probation
12. Number probationers enrolled in Volunteer Program
13. Number probationers dropping out of Volunteer Program
14. Number of successful completions of probation; quarterly, annually
15. Total number granted probation; quarterly, annually
16. Cost of employment counseling; quarterly, annually
17. Cost of Volunteer program; quarterly, annually
18. Cost of psychological testing; quarterly, annually
19. Cost of training program; quarterly, annually
20. Total cases closed; quarterly, annually
21. By probationer
 - a. Late payment of probation fee
 - b. Late payment of restitution
 - c. Late reporting to Adult Probation Department
22. Cases transferred in from other jurisdictions
23. Cases transferred to other jurisdictions

B. DEFINE KEY TERMS

See Definitions above.

C. IDENTIFY DATA SOURCES

<u>Data Element</u>	<u>Source</u>
1	Area law enforcement agencies and Regional Computer system
2	Adult Probation Department records
3	Employment Specialist
4	Employment Specialist
5	Community Resource Specialist

<u>Data Element</u>	<u>Source</u>
6	Psychologist
7	Adult Probation Department Records
8	Adult Probation Department Records
9	Director of Personnel and Training
10	Adult Probation Department Records
11	Adult Probation Department Records
12	Coordinator of Volunteer Services
13	Coordinator of Volunteer Services
14	Adult Probation Department Records
15	Adult Probation Department Records
16	Adult Probation Department Records and County Auditor's Records
17	Adult Probation Department Records and County Auditor's Records
18	Adult Probation Department Records and County Auditor's Records
19	Adult Probation Department Records and County Auditor's Records
20	Adult Probation Department Records
21	Regional computer system
22	Adult Probation Department Records
23	Adult Probation Department Records

V. DEVELOP METHODS OF ANALYSIS

A. TIMING

B. TECHNIQUES

Timing of analysis, including calculations and reporting frequency, are discussed in Section III, Evaluation Measures. Data will be furnished to the Director of Personnel and Training who will calculate the measures shown and report them quarterly and annually.

Quarterly review of these evaluation measures will be conducted by the Director of Adult Probation and his staff, and additions, deletions, or improvement of these measures will be accomplished at that time. It is anticipated that as the project matures, some evaluation measures listed herein will prove to be of questionable value, while new, more useful measures will be implemented.

The goal of developing a valid evaluative program will be vigorously pursued.

INTENSIVE DIFFERENTIATED SUPERVISION
OF PAROLEES AND PROBATIONERS (Y3)

BALTIMORE

PROJECT SUMMARY

PROJECT TITLE: Intensive Differentiated Supervision of Parolees and Probationers (Y3)

GRANT NUMBER: CORH-01-05-ST5

PROJECT OBJECTIVE: To reduce significantly the number of Impact Crimes committed by youthful parolees and probationers through the use of decreased caseloads for supervising officers and caseload specialization in the areas of employment, drugs and alcoholism.

PROJECT DIRECTOR: Thomas L. Leitch, Jr.

HOST AGENCY: Department of Public Safety and Correctional Services
Division of Parole and Probation
Baltimore, Maryland

DATE OF AWARD: 26 October 1972

PERIOD OF AWARD: 20 December 1972 - 30 April 1974

FUNDING: Federal Share: \$386,708
Local Share: 92,943
Total Project Amount: \$479,651

This project addresses a reduction in the rate of Impact crimes committed by youthful Impact Offenders under the supervision of the Division of Parole and Probation. Related project goals are: (1) to reduce the number of non-Impact crimes committed by youths under supervision; (2) to establish a pattern of work or school stability among the target group; (3) to identify, treat and reduce the amount of drug use and abuse among project participants; and (4) to identify, treat and reduce the amount of alcohol abuse among project participants.

EVALUATION COMPONENT

PROJECT Y-3

INTENSIVE DIFFERENTIATED SUPERVISION
OF IMPACT PAROLEES AND PROBATIONERS

Maryland Division of Parole and Probation
Suite C-104, Executive Plaza II
Hunt Valley, Maryland 21031

I. STATEMENT OF THE PROBLEM

Identified Impact Offenders under the supervision of the Division of Parole and Probation presently receive the same attention as do other offenders under the Division's jurisdiction.

Using computerized records, the Division has identified approximately 450 youthful Impact Offenders between the ages of 18 and 25. A population of the majority of these are parolees, with some probationers from the Maryland District Courts. It is estimated that future intake of approximately 20 youthful Impact Offenders a month will increase the total number of identified offenders to 520 by FY 1973. It is estimated that 50% of these offenders have been involved in drug use. Some of these youthful Impact Offenders will be paroled after going through the Division of Correction's Drug Rehabilitation Program (Project DARE). Since this Project has as one of its components intensive supervision of the drug-related Impact Offenders after release, close coordination between this project and DARE will be maintained. This coordination has already taken place through the planning stages of both projects. In this way, it is hoped that a consistent treatment program will be followed from institutionalization through parole supervision.

Youthful Impact Offenders committing robbery or burglary are a source of fear by citizens. It is also known that youthful offenders committing robbery or burglary tend to do so in a violent manner. Since these crimes are historically crimes that have a high recidivism rate, these offenders may be recycled again and again through our Division, as well as other criminal justice agencies. The factor of youth among Impact Offenders also increases the recidivism rate.

High recidivism rates amount Impact Offenders result from many social, economic, and psychological influences on these offenders. Since these offenders can be identified within existing caseloads, they can be assigned to intensive, differentiated supervision wherein specific problems of the offender can be attacked. In so doing, we can hopefully decrease the rate of recidivism. At present, the Division does not have the professional or supportative staff necessary to give intensive differentiated supervision. In addition, funds are not readily available to house and equip new staff, if the staff were increased. Present average caseload size of 100 offenders does not allow an agent adequate time for intensive personal intervention into the offender's situation, or to tap agency and community resources needed to reintegrate the offender into his community.

II. GOALS

The major goal is to reduce the rate of Impact crimes committed by youthful Impact Offenders under the supervision of the Division of Parole and probation. Related goals are:

- a. To reduce the rate of other crimes committed by the youthful Impact Offenders under supervision;
- b. To establish a pattern of work or school stability among youthful Impact Offenders;
- c. To identify, treat, and reduce the number of youthful Impact offenders under supervision engaged in abusing habit-forming or addictive drugs;
- d. To identify, treat, and reduce the number of youthful Impact Offenders engaged in abusing alcohol.

III STATEMENT OF METHODS

This project will be coordinated at the Executive Office level by the Assistant Director for Parole and Probation Services, and other appropriate administrative personnel. The information required for evaluation will be gathered by the Project Director and forwarded through channels to the Grant Administrator and staff for compilation. Responsibility for agent supervision, work assignments, and performance ratings will lie completely at the local level of the Division of Parole and Probation, for experience has proved that such a program, to be successful, must be integrated at the field level. The procedures to be followed are:

1. Month One of the project will entail hiring of staff, locating office space, ordering equipment and supplies. This will be organized through the Area II Administrator and his staff. Staff hiring will be handled through the existing procedures in operation in Area II.
2. During Month Two of the project, youthful Impact Offenders will be identified from existing caseloads in Baltimore City. This identification of Impact Offenders will be accomplished by Circuit Eight staff. In this way, use of personal familiarity of the agent staff with each offender will enhance the probability that all Impact Offenders will be identified. Although 450 youthful Impact Offenders have been previously identified from computerized data, a closer analysis of case files may increase this number. At present, it is envisioned that 1/3 of the identified Impact Offenders will make up a control group which will receive services under existing staffing patterns. The size of the control group may vary slightly after the identification procedure is completed, so that caseload ratios of offender to agent may be maintained at 20 to 1. This control group will be randomly selected using appropriate and relevant statistical methods. After this initial identification, new Impact cases will be assigned in a manner consistent with the above procedure.

3. During Month Three, the experimental group, i.e., youthful Impact Offenders assigned to the project, will be assigned to one of the four Intensive Differentiated Supervision teams in the project. This transfer will be conducted in a manner consistent with present Division and Area II procedures.
4. During Month Four, youthful Impact Offenders paroled from Project DARE will be routed to this project or the existing Narcotic Program operating within Area II. This latter program, which has been operating under various forms since 1964, is predicated on the condition that the offender agrees to take a heroin antagonist, naloxone. (Urinalysis and intensive supervision are presently provided as part of the program with existing caseloads of 30 to 35 offenders.) The decision as to what program the Impact Offender will be paroled to presently lies with the Maryland Parole Board. Appropriate consultation will be made between the Parole Board, the Area II Narcotic Program, and this project to insure a smooth transition to this Project for Impact Offender caseloads.
5. From Month Four through Month Twelve, intensive differentiated team supervision will be carried out with the Impact Offender. Periodic meetings of each team staff will take place to properly plan and update individual treatment goals of those offenders assigned to it. The content of "intensive supervision:" as it applies to this project may take several forms. These guidelines have not been finalized with the Area II staff, but will be worked out during the gear-up time for the project. In addition to the quarterly reports and the final evaluation of the project, an on-going evaluation of the project, by the Project Director, will take place.

IV. EVALUATION DATA NEEDS

A. Objectives and Measures of Effectiveness

1. To reduce by 5% the number of project participants who are convicted of Impact and non-Impact crimes as compared to the control group participants.

a. Measures of effectiveness:

Criminal Justice Activity

The success of this objective will depend on the degree to which the project participants are not rearrested and/or convicted while participating in the project. Objective success will be considered achieved if there are 5% fewer arrests and/or convictions among

the project participants as compared to the control group. This will be the most direct measure of the project's success, but cannot be fully used until one year after project has reached full project capacity. In view of this, and the fact that there are additional measures of project progress and success, this objective is to be weighed along with those objectives listed below for total project success.

2. To reduce by 5% project participants arrested and/or convicted for parole or probation violations when compared to control group participants.

a. Measures of effectiveness:

Parole or Probation Violation Activity

The success of this objective will depend on the degree to which the project participants are not rearrested and/or convicted for parole or probation violations while participating in the project. Objective success will be considered achieved if there are 5% fewer arrests and/or convictions for parole or probation violations among the project participants as compared to the control group. Although this objective is closely allied with the one listed above, it goes further in that it takes in arrests and/or convictions for the commission of technical violations of parole or probation that may occur.

3. To maintain an 80% employment and/or training rate for employable project participants.

a. Measures of effectiveness:

Employment and/or Training Status

1) The primary measure of success for this objective will be considered reached if 80% of the employable project participants are employed and/or in training (includes public school, vocational rehabilitation, etc.) on a full or part-time basis at the time of reporting.

2) Another factor to be taken into account when evaluating this objective will be a comparison between project participants' past employment and/or training achievement and that attained while in the project.

3) The employment and/or training progress of project participants will be monitored and reported bimonthly to the Project Director.

4. To maintain 40% of project participants, with a history of drug and/or alcohol abuse, free from the use of drugs and/or alcohol* during project participation and to identify project participants, not previously identified as drug abusers, as same.

- a. Measures of effectiveness:

Conviction of New Offense or Technical Violation

The primary success of this objective will depend upon the degree to which project participants with a history of drug abuse are not convicted of new offenses, wherein drug abuse was a major cause of or related to the commission of the new offense. In addition, success will depend upon the degree to which project participants with a history of drug abuse are not convicted of technically violating parole or probation wherein the use of drugs is the outstanding or contributing cause for this action.

Identification of New Drug Abusers

The success of this part of the above objective will be considered a success to the degree that the project participants previously not known as drug abusers are identified as such while participating in the project. The identification of these project participants is looked on as a benefit resulting from the project.

Utilization of Treatment Program

A secondary measure of success of this objective centers around the number of referrals of project participants to drug abuse treatment programs. It is assumed that in lieu of incarceration of project participants, existing treatment programs for drug abusers will be utilized as much as possible.

5. To develop a profile of specific Impact Offenders and a corresponding Treatment Plan.

- a. Measures of effectiveness:

This objective will be considered as successfully reached if documentation and records are maintained on each project participant and some conclusions are drawn after the first year of full project capacity.

* Hereafter, drug abuse is to be defined as all habit-forming drugs and alcohol.

6. To develop a cost-effectiveness method.

a. Measures of effectiveness:

This objective will be considered as successfully reached if during the first full year of the project capacity monetary sums are placed on various program components and a start is made at calculating the cost of the project participant in the community through referrals, etc.

B. Data Requirements

In the preceding section, the measurements of project success for each objective were described and explained. This section enumerates the data elements necessary for the calculation of these measurements. The actual calculations are described in the Analysis Section.

1. First Objective

a. Number of project participants rearrested: Impact Offense

The number of project participants rearrested for commission of an Impact Offense while in the project.

b. Number of control group participants rearrested: Impact Offense

The number of control group participants rearrested for commission of an Impact Offense while in the control group.

c. Number of project participants rearrested: non-Impact Offense

The number of project participants rearrested for commission of a non-Impact offense while in the project.

d. Number of control group participants rearrested: non-Impact Offense

The number of control group participants rearrested for commission of a non-Impact offenses while in the control group.

e. Number of project participants convicted: Impact Offense

The number of project participants convicted of an Impact offense while in the project.

- f. Number of control group participants convicted: Impact Offense

The number of control group participants convicted of an Impact Offense while in the control group.

- g. Number of project participants convicted: non-Impact Offense

The number of project participants convicted of a non-Impact offense while in the project.

- h. Number of control group participants convicted: non-Impact Offense

The number of control group participants convicted of a non-Impact offense while in the control group.

2. Second Objective

- a. Number of project parolees charged with Violation of Parole: New Offense

The number of project parolees charged with Violation of Parole, wherein the primary reason for the retake warrant is commission of a new offense while in the project.

- b. Number of control group parolees charged with Violation of Parole: New Offense

The number of control group parolees charged with Violation of Parole, wherein the primary reason for the retake warrant is commission of a new offense while in the control group.

- c. Number of project parolees convicted of Violation of Parole: New Offense

The number of project parolees convicted by the Parole Board for violating parole wherein the primary reason for the retake warrant was commission of a new offense while in the project.

- d. Number of control group parolees convicted of Violation of Parole: New Offense

The number of control group parolees convicted by the Parole Board for violating parole wherein the primary reason for the retake warrant was commission of new offense while in the control group.

e. Number of project parolees charged with Violation of Parole: Technical

The number of project parolees charged with Violation of Parole, wherein the primary reason for requesting a retake warrant is for technical rule violations committed while participating in the project.

f. Number of control group parolees charged with Violation of Parole: Technical

The number of control group parolees charged with Violation of Parole, wherein the primary reason for requesting a retake warrant is for technical rule violations committed while in the control group.

g. Number of project parolees convicted of Violation of Parole: Technical

The number of project parolees convicted of Violation of Parole by the Parole Board, wherein the primary reason for requesting a retake warrant is for technical rule violations committed while participating in the project.

h. Number of control group parolees convicted of Violation of Parole: Technical

The number of control group parolees convicted of Violation of Parole by the Parole Board wherein the primary reason for requesting a retake warrant is for technical rule violations committed while in the control group.

i. Number of project mandatory releasees charged with Violation of Parole: New Offense

The number of project mandatory releasees charged with Violation of Parole, wherein the primary reason for the retake warrant is commission of a new offense while in the project.

j. Number of control group mandatory releasees charged with Violation of Parole: New Offense

The number of control group mandatory releasees charged with Violation of Parole, wherein the primary reason for the retake warrant is commission of a new offense while in the control group.

k. Number of project mandatory releasees convicted of Violation of Parole: New Offense

The number of project mandatory releasees convicted by the Parole Board for violating parole, wherein the primary reason for the retake warrant was commission of a new offense while in the project.

l. Number of control group mandatory releasees convicted of Violation of Parole: New Offense

The number of control group mandatory releasees convicted by the Parole Board of Violation of Parole, wherein the primary reason for the retake warrant was commission of a new offense while in the control group.

m. Number of project mandatory releasees charged with Violation of Parole: Technical

The number of project mandatory releasees charged with Violation of Parole, wherein the primary reason for requesting a retake warrant is for technical rule violations committed while participating in the project.

n. Number of control group mandatory releasees charged with Violation of Parole: Technical

The number of control group mandatory releasees charged with Violation of Parole, wherein the primary reason for requesting a retake warrant is for technical rule violations committed while in the control group.

o. Number of project mandatory releasees convicted of Violation of Parole: Technical

The number of project mandatory releasees convicted by the Parole Board of Violation of Parole, wherein the primary reason for requesting the retake warrant was for technical rule violations committed while participating in the project.

p. Number of control group mandatory releasees convicted of Violation of Parole: Technical

The number of control group mandatory releasees convicted by the Parole Board of Violation of Parole, wherein the primary reason for requesting a retake warrant was for technical rule violations committed while in the control group.

- q. Number of project probationers charged with Violation of Probation: New Offense

The number of project probationers charged with Violation of Probation, wherein the primary reason for requesting the warrant is commission of a new offense while participating in the project.

- r. Number of control group probationers charged with Violation of Probation: New Offense

The number of control group probationers charged with Violation of Probation, wherein the primary reason for requesting the warrant is commission of a new offense while in the control group.

- s. Number of project probationers convicted of Violation of Probation: New Offense

The number of project probationers convicted of Violation of Probation, wherein the primary reason for requesting the violation warrant was commission of a new offense while participating in the project.

- t. Number of control group probationers convicted of Violation of Probation: New Offense

The number of control group probationers convicted of Violation of Probation, wherein the primary reason for requesting the violation warrant was commission of a new offense while in the control group.

- u. Number of project probationers charged with Violation of Probation: Technical

The number of project probationers charged with Violation of Probation, wherein the primary reason for requesting the violation warrant was for a technical rule violation committed while participating in the project.

- v. Number of control group probationers charged with Violation of Probation: Technical

The number of control group probationers charged with Violation of Probation, wherein the primary reason for requesting the violation warrant was for a technical rule violation committed while in the control group.

w. Number of project probationers convicted of Violation of Probation: Technical

The number of project probationers convicted of Violation of Probation, wherein the primary reason for requesting the violation warrant was for a technical rule violation committed while participating in the project.

x. Number of control group probationers convicted of Violation of Probation: Technical

The number of control group probationers convicted of Violation of Probation, wherein the primary reason for requesting the violation warrant was for technical rule violation committed while in the control group.

3. Third Objective

a. Number of project participants employed full-time

The number of project participants employed full-time at the time of reporting.

b. Number of project participants employed part-time

The number of project participants employed part-time at the time of reporting.

c. Number of project participants receiving welfare or social security benefits

The number of project participants receiving welfare or social security benefits at the time of reporting.

d. Number of project participants who are students

The total number of project participants who are students at the time of reporting.

e. Number of project participants incarcerated

The total number of project participants who are incarcerated at the time of reporting.

f. Number of project participants whose employment or educational status is unknown

The total number of project participants whose employment or educational status is unknown at the time of reporting.

g. Number of project participants with "other" status

The total number of project participants with an employment or educational program that does not meet the criteria of those listed above, referred to as "other" at the time of reporting.

h. Number of project participants in project

The total number of project participants at the time of reporting.

i. Number of project participants unemployed

The total number of project participants unemployed at the time of reporting.

j. Employment and/or training progress monitoring

Every two months project staff will submit to the Project Director the status of project participants regarding their employment or training status. The data will be used to identify problems in this area. In addition, the following information will be reported to the Project Director:

1. Number of employment referrals

The number of employment referrals made on behalf of the project participants will be tabulated monthly.

2. Number of educational referrals

The number of educational referrals made on behalf of project participants will be tabulated monthly.

3. Number of face-to-face contacts with project participants

The number of face-to-face contacts between project staff and project participants will be tabulated monthly.

4. Total minutes spent in face-to-face contact with project participants

The total number of minutes of face-to-face contact between project staff and project participants will be tabulated monthly.

5. Average minutes per contact

The average number of minutes per face-to-face contact between project staff and project participants will be tabulated monthly.

4. Fourth Objective

a. Number of project participants with a history of drug abuse convicted of new offense

The number of project participants with a history of drug abuse convicted of a new offense, wherein drug abuse was a major cause of or related to the commission of a new offense.

b. Number of project participants with a history of drug abuse convicted of technically violating their parole or probation

The number of project participants with a history of drug abuse convicted of technically violating their parole or probation, wherein the use of drugs was the major cause for initiating the violation proceeding.

c. Number of new drug abusers identified

The number of project participants with no prior history of drug abuse, identified as drug abusers.

d. Number of referrals to drug programs

The number of project participants referred to drug programs.

e. Number of face-to-face contacts with project participants

The number of face-to-face contacts between project staff and project participants will be tabulated monthly.

f. Total minutes spent in face-to-face contact with project participants

The total number of minutes of face-to-face contact between project staff and project participants will be tabulated monthly.

g. Average minutes per face-to-face contact

The average number of minutes per face-to-face contact between project staff and project participants will be tabulated monthly.

5. Fifth Objective

a. The following demographic information will be obtained for each of the project participants

1. Age
2. Race
3. Birthplace
4. Marital Status
5. Present Offense
6. Present Sentence
7. Past Offense(s)
8. Present Offense Court Location
9. Type of Court for Present Offense
10. Educational Level
11. Type of Case
12. Medical History
13. Criminal Justice Activity of Family Members
14. Employment History
15. Drug and/or Alcohol Program Participation History
16. Criminal Justice Activity While in Project
17. Date Case Opened

b. The following demographic information will be obtained for each of the control group participants

1. Age
2. Race
3. Birthplace
4. Marital Status
5. Present Offense
6. Present Sentence
7. Past Offense(s)
8. Present Offense Court Location
9. Type of Court for Present Offense
10. Educational Level
11. Type of Case
12. Date Case Opened
13. Criminal Justice Activity While in Control Group

6. Sixth Objective

a. Number of project participants

The total number of offenders who enter the project at the period of reporting.

b. Total project expenditures

The total project expenditures for the period that the evaluation encompasses.

c. Cost of individual project expenditures

The cost of the individual budget categories will be tabulated.

d. Criminal Justice System cost

The cost each project participant incurs as a result of contact with the Criminal Justice System while participating in the project will be estimated.

C. Data Constraints

Most of the evaluation data requirements are accessible and reliable. The cost effectiveness data will be estimated. The information for this data will be developed as the project progresses and as a result the reliability of same should improve with the length of time of the project. The cost of verifying much of the information collected will be minimal since it requires only a telephone call or mailing out form letters. One of the constraints of the project will be the difficulty of obtaining certain current data on the control group participants while the case is still active. The necessity of the control group participants remaining anonymous to the field staff outweighs this constraint. The potential difficulty in obtaining historical information such as employment, drug and school histories, will possibly affect evaluation.

D. Data Collection

Some data for this project will be generated internally while other data will be available through present Division of Parole and Probation procedures. Division forms as well as project forms for data entries will be provided. These forms are illustrated in the appendix along with the person(s) responsible for collecting the data and the frequency of collection.

E. Management of the Data

All data elements will be maintained manually at the project headquarters. However, some of the data elements will also be maintained on Division computer files as a standard Division procedure. This information will be available as needed by the Project Director.

The data will be reported on forms manually to the Project Director. The data will be reported to the Governor's Commission and the Mayor's Coordinating Council in a format and extent yet to be developed.

F. Data Validation

Some of the data required for this evaluation will be generated internally by project staff. Most of this data is objective

with a minimum amount of subjective reporting by the staff. All data that is subjective will be closely monitored to keep to a minimum staff prejudice that may try to make the project "look good."

Much of the information that project participants state as fact will be verified, either by telephone or form letter. This includes employment, school and drug and/or alcohol program participation. Where this history cannot be verified, this will also be noted. The project staff will be given an orientation to the project and the importance of factual reporting. Reports will be monitored by supervisory personnel and the Project Director.

Any assumptions or hypotheses derived from unverified information will be so noted and be accompanied by assumed reliability and validity factors.

V. EVALUATION ANALYSIS

A. Parties responsible for analysis of data gathered, processed and reported

The Project Director and the Assistant Grant Administrator will be responsible for the analysis of data gathered, processed and reported on a monthly basis. This will be done in consultation with the Division's Research and Development Specialist who will be responsible along with the aforementioned persons for the six-month and one-year analysis of the data.

B. Frequency of analysis

Monthly data collection, processing and reporting will be maintained in most cases. Some bi-monthly reporting is included, but it is minimal. Monthly interpretation of the data will be attempted, but will not be considered meaningful until nine months from the date that participants are brought into the project. Even then the analysis will be superficial. After one full year of operation (from date participants are taken into the project) a meaningful evaluation will be made.

C. Calculation of measurement

The following section details some of the calculations which are to be performed on the primary data elements listed in Section II-B for three of the primary objectives.

1. To reduce by 5% the number of project participants who are convicted of Impact or non-Impact crimes as compared to the control group participants.

Measurement: Criminal Justice Activity

a. Divide data element #1a (Number of project participants rearrested: Impact Offense) by the total number of project participants in the project at the time of measuring.

b. Divide data element #1b (Number of control group participants rearrested: Impact Offense) by the total number of control group participants at the time of measuring.

c. Divide data element #1c (Number of project participants rearrested: non-Impact Offense) by the total number of project participants in the project at the time of measuring.

d. Divide data element #1d (Number of control group participants rearrested: non-Impact Offense) by the total number of control group participants at the time of measuring.

e. Divide data element #1e (Number of project participants convicted: Impact Offense) by the total number of project participants in the project at the time of measuring.

f. Divide data element #1f (Number of control group participants convicted: Impact Offense) by the total number of control group participants at the time of measuring.

g. Divide data element #1g (Number of project participants convicted: non-Impact Offense) by the total number of project participants in the project at the time of measuring.

h. Divide data element #1h (Number of control group participants convicted: non-Impact Offense) by the total number of control group participants at the time of measuring.

2. To reduce by 5% project participants arrested and/or convicted for parole or probation violations when compared to control group participants.

Measurement: Parole or Probation Violation Activity

a. Divide data element #2a (Number of project parolees charged with Violation of Parole: New Offense) by the total number of project parolees at the time of measuring.

b. Divide data element #2b (Number of control group parolees charged with Violation of Parole: New Offense) by the total number of control group parolees at the time of measuring.

c. Divide data element #2c (Number of project parolees convicted of Violation of Parole: New Offense) by the total number of project parolees at the time of measuring.

d. Divide data element #2d (Number of control group parolees convicted of Violation of Parole: New Offense) by the total number of control group parolees at the time of measuring.

e. Divide data element #2e (Number of project parolees charged with Violation of Parole: Technical) by the total number of project parolees at the time of measuring.

f. Divide data element #2f (Number of control group parolees charged with Violation of Parole: Technical) by the total number of control group parolees at the time of measuring.

g. Divide data element #2g (Number of project parolees convicted of Violation of Parole: Technical) by the total number of project parolees at the time of measuring.

h. Divide data element #2h (Number of control group parolees convicted of Violation of Parole: Technical) by the total number of control group parolees at the time of measuring.

i. Divide data element #2i (Number of project mandatory releasees charged with Violation of Parole: New Offense) by the total number of project mandatory releasees at the time of measuring.

j. Divide data element #2j (Number of control group mandatory releasees charged with Violation of Parole: New Offense) by the total number of control group mandatory releasees at the time of measuring.

k. Divide data element #2k (Number of project mandatory releasees convicted of Violation of Parole: New Offense) by the total number of project mandatory releasees at the time of measuring.

l. Divide data element #2l (Number of control group mandatory releasees convicted of Violation of Parole: New Offense) by the total number of control group mandatory releasees at the time of measuring.

m. Divide data element #2m (Number of project mandatory releasees charged with Violation of Parole: Technical) by the total number of project mandatory releasees at the time of measuring.

n. Divide data element #2n (Number of control group mandatory releasees charged with Violation of Parole: Technical) by the total number of control group mandatory releasees at the time of measuring.

o. Divide data element #2o (Number of project mandatory releasees convicted of Violation of Parole: Technical) by the total number of project mandatory releasees at the time of measuring.

p. Divide data element #2p (Number of control group mandatory releasees convicted of Violation of Parole: Technical) by the total number of control group mandatory releasees at the time of measuring.

q. Divide data element #2q (Number of project probationers charged with Violation of Probation: New Offense) by the total number of project probationers at the time of measuring.

r. Divide data element #2r (Number of control group probationers charged with Violation of Probation: New Offense) by the total number of control group probationers at the time of measuring.

s. Divide data element #2s (Number of project probationers convicted of Violation of Probation: New Offense) by the total number of project probationers at the time of measuring.

t. Divide data element #2t (Number of control group probationers convicted of Violation of Probation: New Offense) by the total number of control group probationers at the time of measuring.

u. Divide data element #2u (Number of project probationers charged with Violation of Probation: Technical) by the total number of project probationers at the time of measuring.

v. Divide data element #2v (Number of control group probationers charged with Violation of Probation: Technical) by the total number of control group probationers at the time of measuring.

w. Divide data element #2w (Number of project probationers convicted of Violation of Probation: Technical) by the total number of project probationers at the time of measuring.

x. Divide data element #2x (Number of control group probationers convicted of Violation of Probation: Technical) by the total number of control group probationers at the time of measuring.

Additional mathematical calculations for the two objectives listed immediately above will be made at the time of evaluation. To formulate additional mathematical models for these objectives for underived information is a premature procedure which can result in an overly rigid and nonflexible method of data evaluation. The calculations to be performed on the remaining four objectives will be more sophisticated, owing to the nature of the objectives, than the two listed above. Therefore, these calculations will also be formulated at the time of evaluation and will result from existing information capability.

VI. DEFINITION OF KEY TERMS

- A. Impact Crimes -- burglary, stranger-to-stranger homicide, rape, robbery and aggravated assault as defined in the FBI Uniform Crime Reports - 1971.
- B. Non-Impact Crimes -- all crimes not categorized as Impact crimes.
- C. Project Participants -- experimental - those offenders supervised in the project.
- D. Control Group Participants -- control - those offenders selected not to receive project supervision.

APPENDIX

IMPACT FORMS

Project Form #1 "New Arrest and Offense Information" -- To be filled out in duplicate by the supervising Agent. The original to remain in the case file retained by Agent until the criminal justice process has ended for the instant arrest. Upon completion of the process, the original is forwarded to the Agent's Supervisor who, after checking for completeness, forwards same to the Project Director who will then maintain a file.

Project Form #1A "Monthly Arrest and Conviction Report" -- To be filled out in triplicate by the supervising Agent. One copy may be retained by the Agent. The original and one to be forwarded to the Supervisor who will check for completeness. One copy will be retained by the Supervisor and the original forwarded to the Project Director. The Supervisor will forward the entire office's forms by the 5th of each month to the Project Director.

Project Form #1B "Master Record - Arrest and Conviction Information"-- This form will be completed by the Project Director and maintained by him using the information obtained from Project Form #1A.

NEW ARREST AND OFFENSE INFORMATION

Please complete as many items as applicable: (Print)

1. Data System No.: _____ 3. Agent: _____

2. Case Name: _____ 4. Office: _____
Last First Middle 5. Date: _____

6. Type Case: Parole Mandatory Release District Court Probation
 Circuit Court Probation Other (Explain) _____

7. Date of Arrest: _____ 8. Date Placed on Current Supervisor: _____

9. Charge(s): _____

This is an Impact Offense Yes No (If more than one Offense, at least one is Impact Offense)
This is a Felony: Yes No

10. Time New Offense Committed: _____ Location Where New Offense Took Place: _____

11. Pre-Adjudication Action: (If no preliminary hearing held, check here and see item 14).

a. Location of Preliminary Hearing: _____

b. Date: _____

c. Disposition: Case Dismissed
 Forwarded to higher court for trial
 Other (Explain) _____

d. Subject: Released on bail, amount \$ _____
 Released on own recognizance
 Released by Pre-Trial Release
 Incarcerated in lieu of bail, amount: \$ _____
 Incarcerated, no bail
 Other (Explain): _____

12. Court Disposition:

- a. Charge, if different from that stated on line 9: _____

- b. Court and location: _____
- c. Date: _____
- d. Disposition: _____
- e. Sentence: _____

13. Parole or Probation Warrant Action:

- a. Violation warrant requested by Agent: Yes No
- b. Violation warrant requested by Case Analyst: Yes No
- c. Violation warrant issued by Parole Board or Court: Yes No
- d. If Parole or Mandatory Release complete, Waived preliminary hearing by:
Division Yes No; if no, date of hearing: _____
Disposition: _____

14. Parole Board or Court Action:

- a. Date of violation hearing or trial: _____
- b. Location: _____
- c. Disposition: Guilty Not Guilty Other (Explain:)

- d. Sentence: _____

MONTHLY ARREST AND CONVICTION REPORT

DATE SUBMITTED: _____ FOR MONTH: _____ YEAR: _____

AGENT: _____

OFFICE: _____

	Mandatory Release	Parole	Probation	Total
Number of Arrests for:				
<u>Impact Crimes:</u>				
<u>Other Crimes:</u>				
Number of Convictions for:				
<u>Impact Crimes:</u>				
<u>Other Crimes:</u>				
Number of Convictions that are:				
<u>Felony:</u>				
<u>Misdemeanor:</u>				

IMPACT FORMS

FORM #2 - "Employer's Letter" - This letter is to be sent by the Supervising Agent to all past employers claimed by the client. Permission from the client to do this is needed in probation cases or wherein the client feels that this check may endanger future employment. If no reply is received within two (2) weeks, another letter is to be sent. If no reply is received from the follow-up letter, then the claimed employment can be considered to be unverified and so noted on Form 53, "Case Record Input-Intake Form", or Form 53A, "Supplemental Intake Form," whichever is applicable. In the case of Form 53, a "V", is to be placed in "Client Employer Name" block if verified or "Un" if unverified. In probation cases wherein the client claims to be employed at the time supervision begins, the letter is not to be sent, as it may endanger the client's employment. Instead, verification is to be obtained by obtaining check receipts or other means deemed appropriate. The returned form is to be filed in the case folder and maintained as part of the client's record.

Re: _____

Dear _____:

As an official operation of our Agency, we would appreciate the indicated information on the above-named individual:

Was employed by: _____ Yes No

If yes, dates employed: _____
From _____ To _____ Unknown _____

Job title of above named: _____

Salary: _____
Week _____ Day _____ Per Hour _____

Job Performance: Good Fair Poor Unknown

Reason left job: Fired, if so why? _____

Quit

Other, specify: _____

Unknown

Comments: _____

Kindly return this form in the attached stamped, self-addressed envelope. Your cooperation is appreciated.

Sincerely,

IMPACT FORMS

Form #3 - "Job/School Performance" - One copy of this form is to be prepared by the Supervising Agent on each client that works, attends school, or is in some program during the two-month reporting period. It is to be given to the Section Supervisor by the 5th of the month following the bimonthly reporting period. The Section Supervisor will use the information to prepare form #3A, "Job/School Performance Bimonthly Report" and file Form #3 for future use.

Form #3A "Job/School Performance BiMonthly Report" -- This form is to be prepared in duplicate by the Section Supervisor. The original is to be forwarded to the Project Director by the 10th of each month following the bimonthly reporting period. The carbon copy is to be retained on file by the Section Supervisor.

Form #3B - "Job/School Performance Master Sheet" - This form is to be maintained by the Project Director using the information provided by form #3A.

FORM #3

JOB/SCHOOL PERFORMANCE

Period of Report: _____ From _____ To _____

Agent: _____

Office: _____

Data System #: _____

Case Name: _____ Length of Time on Program: _____ (Months)
Last First M.

Type of Case: Parole Probation Mandatory Release

1. Employment or school program same as in previous report: Yes No N/A

2. Earnings: Increase School Passing
 Decrease Failing
 Same

3. Attendance: a. No Absenteeism:
b.* Number of days absent less than one week:
c.* Number of days absent over one week.

* If b or c are checked, explain: _____

4. If applicable, job or school loss due to: a. Illness
b. Fired
c. Quit
d. Suspended
e. Other

5. If applicable, job changes due to: a. Higher Salary
b. Increased Promotional Opportunity
c. Other

6. Length of time on present job or school program: _____
Years Months

7. Comments: _____

JOB/SCHOOL PERFORMANCE
BIMONTHLY REPORT

_____/_____
From To

Supervisor

Office

	PAROLE	MANDATORY RELEASE	PROBATION	TOTAL
Number Individuals with Same Program				
Number Individuals with Program Change				
Individual Earnings which:				
Increased				
Decreased				
Same				
Number of Students:				
Passing				
Failing				
Attendance:				
No Absenteeism				
Absent less than 5 days:				
Absent more than 5 days:				
Job Loss Due to:				
Illness				
Fired				
Quit				
Suspended				
Other				
School Loss Due to:				
Illness				
Expelled				
Quit				
Suspended				
Other				

JOB/SCHOOL PERFORMANCE
MASTER SHEET

DATE: _____
FROM _____ TO _____

	1 - 2			3 - 4			5 - 6			7 - 8			9 - 10			11 - 12		
	M/R	PAROLE	PROBATION	M/R	PAROLE	PROBATION	M/R	PAROLE	PROBATION	M/R	PAROLE	PROBATION	M/R	PAROLE	PROBATION	M/R	PAROLE	PROBATION
SAME PROGRAM																		
PROGRAM CHANGED																		
EARNINGS:																		
<u>INCREASED</u>																		
<u>DECREASED</u>																		
<u>SAME</u>																		
STUDENTS:																		
<u>PASSING</u>																		
<u>FAILING</u>																		
ATTENDANCE:																		
<u>NO ABSENTEEISM</u>																		
<u>NO. DAYS LESS THAN 5</u>																		
<u>NO. DAYS MORE THAN 5</u>																		
JOB LOSS DUE TO:																		
<u>ILLNESS</u>																		
<u>FIRED</u>																		
<u>QUIT</u>																		
<u>SUSPENDED</u>																		
<u>OTHER</u>																		
SCHOOL LOSS DUE TO:																		
<u>ILLNESS</u>																		
<u>EXPELLED</u>																		
<u>QUIT</u>																		
<u>SUSPENDED</u>																		
<u>OTHER</u>																		

IMPACT FORMS

Form #4 - "Daily Referral Activity" - This form to be filled out by the Supervising Agent on each case assigned to him, in duplicate. Original to be forwarded to the Section Supervisor by the 5th of each month. The carbon copy to be retained by the Agent. This form to be prepared on all cases assigned to the Agent during the month of the reporting period, even if no referrals were made. In the latter case, it is to be indicated on the form why no referrals have been made. The Section Supervisor will maintain a file of these forms.

Form #4A - "Monthly Referral Activity" - This form is to be prepared in duplicate by the Section Supervisor using the information provided him by Form #4. The original is to be forwarded to the Project Director by the 10th of each month. The duplicate copy is to be retained by the Section Supervisor.

Form #4B - "Referral Activity - Master Sheet" - This form is to be prepared and maintained by the Project Director with information provided by Form 4A.

DAILY REFERRAL ACTIVITY

AGENT: _____

MONTH/YEAR: _____

CASE NAME: _____

MANDATORY RELEASE PAROLE DISTRICT COURT PROBATION CIRCUIT COURT PROBATION OTHER (EXPLAIN): _____

DATE REFERRED	WHERE REFERRED	REASON(S)	RESULT(S)	COMMENTS

71

MONTHLY REFERRAL ACTIVITY

Office

Supervisor

Month Year

Type of Referral Agency or Individual	Number of Referrals			TOTAL
	M/R	PAROLE	PROBATION	
Alcoholic				
Drug Abuse				
Education				
Employment				
Medical				
Social Services (Private & State)				
Other: (Specify)				
TOTAL:				

IMPACT FORMS

Form #5 - "Counseling Activity" - This form is to be filled out by the Supervising Agent in duplicate by the 5th of each month. The original is to be forwarded to the section Supervisor I and a copy retained by the Agent.

Upon receipt of the Form #5 from each Agent under his supervision, the Section Supervisor I will cross out "Agent" and put Supervisor and his name. He will also cross out "Case Name" and enter "Agent's Name". Then, using the Agent's forms 5 fill out all columns except "Period Under Supervision". This form will then be forwarded to the Project Director by the 10th of each month. A copy will be retained by the Section Supervisor I.

Form #5A - "Counseling Activity - Master Sheet" - This form is to be prepared and maintained by the Project Director with information provided by the Form #5 received from each of the office locations.

FORM #5

DRAFT - 10/10/72

COUNSELING ACTIVITY

AGENT: _____

MONTH & YEAR: _____

OFFICE: _____

CASE NAME	NUMBER FACE-TO-FACE CONTACTS	TOTAL MINUTES SPENT IN FACE-TO-FACE CONTACTS	AVERAGE MINUTES PER CONTACT	PERIOD UNDER SUPERVISION	
				FROM	TO

75

COUNSELING ACTIVITY
MASTER SHEET

PERIOD COVERED: _____
FROM _____ TO _____

	M O N T H												
	1	2	3	4	5	6	7	8	9	10	11	12	TOTALS
NUMBER OF FACE-TO-FACE CONTACTS													
TOTAL MINUTES SPENT IN FACE-TO-FACE CONTACTS													
AVERAGE MINUTES PER CONTACT													
NUMBER OF ACTIVE CASES IN PROJECT													

IMPACT FORMS

Form #6 - "Drug and Alcohol Abuse Record - Monthly Worksheet" - This form is to be maintained by the Supervising Agent on each of the offenders under his supervision. By the 5th of each month, this form is to be given to the Section Supervisor, who will check it for completeness and forward it on to the Project Director by the 10th of the month.

Form #6A - "Drug and Alcohol Abuse Record - Master Sheet" - This form is to be compiled and maintained by the Project Director using information obtained by form #6.

CONTINUED

1 OF 4

FORM #6

DRUG AND ALCOHOL ABUSE RECORD
MONTHLY WORKSHEET

MONTH _____ YEAR _____

OFFICE _____

AGENT _____

DRAFT 2/26/73

CASE NAME	TYPE CASE			DAYS																																						
	M/R	PAROLE	PROBATION	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	TOTALS							

CODE: ALCOHOL = AL DILU = DI ABSENT = A (RED)
 OPIATE = OP MORPHINE = MO IN JAIL = J
 METHADONE = ME AMPHETAMINE = AM EXCUSED = EX

8/

DRUG AND ALCOHOL ABUSE RECORD

MASTER SHEET

CASE NAME	TYPE CASE			MONTH											
	M/R	PAROLE	PROBATION	1	2	3	4	5	6	7	8	9	10	11	12
TOTAL															

79

CODE
 ALCOHOL - AL
 OPIATE - OP
 OTHER - OTH

IMPACT FORMS

FORM #7 - "Project Staff Exit Interview" - This form to be prepared by either of the Section Supervisors or in the case of a Supervisor terminating employment with the project, the Project Director. The form will then be sent to the Project Director, where a file will be maintained.

PROJECT STAFF EXIT INTERVIEW

NAME: _____

POSITION HELD: _____ OFFICE: _____

Date Started in Project: _____ Education level when started in project: _____

Education Level when terminated: _____

Date terminated from Project: _____

A. 1. What duties did your job involve? _____

2. Was the job what you expected? Yes _____ No _____

If no, why? _____

3. Do you feel you were given enough responsibility? Yes _____ No _____

If no, why? _____

4. Do you feel you were given enough supervision? Yes _____ No _____

If no, why? _____

5. In what way(s) has the project helped you? _____

6. Briefly describe your experience while participating in the project:

7. Were you eligible for promotion before leaving the project? Yes _____ No _____

8. If you were eligible and did not receive promotion, was this your reason for leaving?

Yes _____ No _____

If no, what was your reason for leaving? _____

9. What could have been done to induce you to stay? _____

10. What are your future plans:

a). Educational? _____

b. Employment? _____

c). Do you plan a career in the criminal justice field at any time in the future?

Yes _____ No _____

If no, why? _____

11. What comments or suggestions do you have to improve the project? _____

Date of interview: _____ Place of Interview: _____

Interviewer: _____

B. Name of Supervisor: _____

1. Supervisor's comments regarding performance, ability, etc., of employee:

Date of interview: _____ Place of Interview: _____

Interviewer: _____

IMPACT FORMS

FORM #8 - "School Letter" - This form is to be sent by the Supervising Agent to the Board of Education of the City or County wherein the client claims to have last attended school. If no reply is received within two (2) weeks, another letter is to be sent. If no reply to this second letter is received within a reasonable period of time, the school information provided by the client will be considered unverified and so noted on Form 53A, "Supplemental Intake". Those form letters that are received will be recorded on Form 53A, and the letters maintained in the case folder.

RE: _____

DOB: _____

ADDRESS: _____

PARENT'S NAME: _____

Dear _____:

As an official operation of our Agency, we would appreciate the indicated information on the above-named individual:

Last School Attended: _____

Last Grade Completed: _____

Dates Attended: _____ FROM _____ TO _____

Reason Left, If Applicable: _____

Comments: _____

Please forward a transcript of _____ grades, along with this form, in the self-addressed envelope provided. Your cooperation is appreciated.

Sincerely,

IMPACT FORMS

FORM #9 - "Monthly Caseload Status Form" - This form is to be prepared in duplication by the Supervising Agent. The original is to be sent to the Section Supervisor by the 5th of each month. The duplicate is to be retained by the Supervising Agent.

Upon receipt of the Form #9 from each of the Agents under his supervision, the Section Supervisor will fill out a Form #9 in duplicate using the figures supplied by the Agents. Thus, this form will represent the entire office. The supervisor will fill in his name on the "Agent" line and forward the original to the Project Director by the 10th of each month.

FORM #9A - "Caseload Status Form -- Master Sheet" - This form is to be prepared and maintained by the Project Director with information provided by Form #11 received from each of the office locations.

FORM # 9

MONTHLY CASELOAD STATUS FORM

Date Submitted: _____ For Month: _____ Year _____

Total Caseload: _____ Agent: _____
(Active & Inactive)

Office: _____

STATUS	MANDATORY RELEASE	PAROLE	PROBATION	TOTAL
Employed Full-Time				
Employed Part-Time				
Unemployed				
Welfare-Social Security				
Student				
Incarcerated				
Unknown				
Other				
Total				

STATUS	MONTH	
	1	2
EMPLOYED FULL-TIME	M/R	
	PAROLE	
	PROBATION	
EMPLOYED PART-TIME	M/R	
	PAROLE	
	PROBATION	
UNEMPLOYED	M/R	
	PAROLE	
	PROBATION	
WELFARE - SOCIAL SECURITY	M/R	
	PAROLE	
	PROBATION	
STUDENT	M/R	
	PAROLE	
	PROBATION	
INCARCERATED	M/R	
	PAROLE	
	PROBATION	
UNKNOWN	M/R	
	PAROLE	
	PROBATION	
OTHER	M/R	
	PAROLE	
	PROBATION	
TOTAL	M/R	
	PAROLE	
	PROBATION	

IMPACT FORMS

FORM #10 -- "Drug and/or Alcohol Program Letter" -- This letter is to be sent by the Supervising Agent to all past drug and/or alcohol programs that the client claims to have participated. Permission from the client to do this is needed and can be secured by having the client sign Form #10A "Release of Information Form". The release form is to accompany the letter. If no reply is received within two (2) weeks, another letter is to be sent. If no reply is received from the follow-up letter then the claimed program can be considered unverified and so noted on Form #53A "Supplemental Case Record Input-Intake Form".

DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES
DIVISION OF PAROLE AND PROBATION
SUITE C-104 / EXECUTIVE PLAZA TWO / HUNT VALLEY, MARYLAND 21030
(301) 667-0700

JOHN M. PETTIBONE
Director

RALPH S. FALCONER
Assistant Director
For
Parole & Probation

NORMAN H. KATZ
Assistant Director
For
Special Services

STANLEY M. WAXMAN
Assistant Director
For
Fiscal & Business
Administration

DRUG LETTER -- DRAFT 2/16/73

RE:
DOB:
ADDRESS:

Dear

The above-named individual is presently under the supervision of the Maryland Division of Parole and Probation and has indicated that he was/is enrolled in your program. Please note that he has given this Agency permission to obtain the below listed information from your files.

Was/Is in program: Yes No
Date entered program: _____
Date left program: _____
Present/Past progress: Poor Fair Good
Comments: _____

Person Completing above Information: _____ Telephone No. _____

Your cooperation in returning this letter in the self-addressed envelope enclosed is appreciated.

Sincerely,

1 encl.: Release of Information Form

FORM #10

RELEASE OF INFORMATION FORM

TO WHOM IT MAY CONCERN, I hereby grant permission to _____
_____ for release of information per-
taining to my case to _____

Signature

Date

DRAFT 2/30/73

FORM #10A

IMPACT FORMS

FORM #11 -- "Hospital and/or Physicians's Letter" -- This letter is to be sent by the Supervising Agent to all hospitals and/or doctors the client claims to have been admitted to or treated by. Permission from the client to do this is needed (Form #10A). If no reply is received within two (2) weeks, another letter is to be sent. If no reply is received from the follow-up letter, then the claimed hospitalization or treatment can be considered to be unverified and so noted on Form 53A "Supplemental Intake Form".

DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES
DIVISION OF PAROLE AND PROBATION
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Assistant Director
For
Fiscal & Business
Administration

HOSPITAL AND/OR PHYSICIAN LETTER

RE:
DOB:
ADDRESS:

Dear

The above named individual has granted our agency permission to obtain a copy of his medical history from your file (see signed release form attached). Please fill in as much of the information requested below as applicable.

<u>DATE</u>	<u>PURPOSE OF TREAT- MENT OF VISIT</u>	<u>DIAGNOSIS</u>	<u>PROGNOSIS</u>	<u>DATE DISCHARGED</u>
-------------	--	------------------	------------------	----------------------------

Your cooperation in returning this letter in the self-addressed envelope enclosed is appreciated.

Sincerely,

1 encl.: Release of Information Form

IMPACT FORMS

Project Form #53A -- "Supplemental Case Record Input - Intake Form" A copy of this form is to be completed by the interviewing Agent and attached to Form 53. As the information obtained is verified, this will be so noted on 53A. In the case of Parole and Mandatory Release information included in the institutional file, this information will be verified where appropriate. This form will remain in the case folder as a part of the client's file.

CASE RECORD INPUT-INTAKE FORM

CASE NAME 01				LAST				FIRST				MIDDLE				BIRTH DATE 02											
SEX 06		RACE 07						TRUE NAME				ALSO KNOWN AS															
<input type="checkbox"/> MALE <input type="checkbox"/> FEMALE		<input type="checkbox"/> WHITE <input type="checkbox"/> NEGRO		<input type="checkbox"/> CHINESE <input type="checkbox"/> JAPANESE		<input type="checkbox"/> AMERICAN INDIAN <input type="checkbox"/> OTHER <input type="checkbox"/> UNKNOWN		HEIGHT		WEIGHT		BIRTH PLACE		CITY 03		ST 04											
CLIENT ADDRESS		STREET INCLUDE APARTMENT NO.						CITY 11		ST 13		ZIP CODE		TELEPHONE NUMBER													
NEAREST RELATIVE NOT AT CLIENT'S RESIDENCE NAME								CLIENT EMPLOYER NAME																			
ADDRESS NUMBER & STREET								EMPLOYER'S ADDRESS NUMBER & STREET																			
CITY				STATE				ZIP CODE				CITY				STATE				ZIP CODE							
RELATIONSHIP								EARNINGS				OCCUPATION															
MARITAL STATUS 05				COMMON				EMPLOYMENT STATUS 73 (CHECK AS MANY AS APPLY)				EDUCATION LEVEL 08															
<input type="checkbox"/> MARRIED <input type="checkbox"/> SINGLE		<input type="checkbox"/> SEPARATED <input type="checkbox"/> DIVORCED		<input type="checkbox"/> LAW <input type="checkbox"/> WIDOWED		<input type="checkbox"/> UNKNOWN		<input type="checkbox"/> EMPLOYED FULL TIME <input type="checkbox"/> UNEMPLOYED		<input type="checkbox"/> HOUSEWIFE <input type="checkbox"/> RETIRED		<input type="checkbox"/> DISABLED <input type="checkbox"/> UNKNOWN		<input type="checkbox"/> WELFARE <input type="checkbox"/> STUDENT													
RESTITUTION FINES OR COSTS		COURT 27 LOCATION		TYPE COURT 28		SUPREME BENCH		DATE SENTENCED 30		DATE SENTENCE BEGAN 17		EXPIRATION DATE 18		TYPE CASE 19		DOCKET NO.											
<input type="checkbox"/> YES <input type="checkbox"/> NO				<input type="checkbox"/> DISTRICT <input type="checkbox"/> CIRCUIT		<input type="checkbox"/> JUVENILE		MO DAY YR		MO DAY YR		MO DAY YR															
NAME OF JUDGE 29				LAST				F.I.				DATE CASE DEPDED				AGENT NAME 26				LAST				F.I.			
MODIFIER ONLY		OFFENSE 46		WRITE OUT OFFENSE						TYPE OF SUPERVISION 51				SENDING STATE 53		RECEIVING STATE 55											
										<input type="checkbox"/> INTENSIVE <input type="checkbox"/> STAND-BY				<input type="checkbox"/> HONOR		<input type="checkbox"/> NON ACTIVE											
SENTENCE																											
SPECIAL CONDITIONS, ADDITIONAL INFORMATION																											
CLIENT'S PLEA						CO-DEFENDANTS																					
STATE'S VERSION (WHO, WHAT, WHERE, WHEN, HOW, WHY) (USE THIS SPACE FOR "CHILDREN" IN PAYMENT CASES)																											
PAYMENT INFORMATION						TOTAL AMOUNT DUE						PAYMENT PLAN															
<input type="checkbox"/> RESTITUTION		<input type="checkbox"/> COSTS		<input type="checkbox"/> PATERNITY																							
<input type="checkbox"/> FINE		<input type="checkbox"/> NON-SUPPORT		<input type="checkbox"/> OTHER																							
PAYABLE TO: NAME						ADDRESS						AMOUNT															
PRIOR RECORD:																											
DATE			PLACE			OFFENSE			DISPOSITION																		

SUPERVISOR _____ INTERVIEWING AGENT _____

SUPPLEMENTAL CASE RECORD
INPUT - INTAKE FORM

(Attach to Case Record Input - Intake Form)

1. Case Name: _____ 2. Data System No. _____
 Last First Middle

3. Social Security No. _____

4. If Parolee or Mandatory Releasee, what institution and/or special program was client participating prior to release: _____

5. Past Medical History:

<u>Date</u>	<u>Purpose of Treatment or Visit</u>	<u>Date Discharged</u>
-------------	--------------------------------------	------------------------

6. Criminal Justice Activity of Family Members:

<u>Name</u>	<u>Relationship</u>	<u>Charge</u>	<u>Disposition</u>	<u>Sentence</u>	<u>Date Verified</u>
-------------	---------------------	---------------	--------------------	-----------------	----------------------

7. Employment Information:

a. Employed at time of arrest for instant offense

___ Yes ___ No ___ Verified ___ Unverified

b. Other Employment Record

<u>Date Employed</u>	<u>Date Terminated</u>	<u>Employer</u>	<u>Address</u>	<u>Check if Verified</u>
----------------------	------------------------	-----------------	----------------	--------------------------

8. Present and/or Past Drug or Alcohol Program Participation:

<u>Date entered</u>	<u>Date completed</u>	<u>Name of Program</u>	<u>Address</u>	<u>Check if Verified</u>
-------------------------	---------------------------	----------------------------	----------------	------------------------------

NEWARK

PROJECT SUMMARY

PROJECT TITLE: Man-to-Man Project

GRANT NUMBER: 72-ED-02-0102

PROJECT OBJECTIVE: Reduce recidivism among Newark offenders incarcerated for target crimes by 20% over three years.

PROJECT DIRECTOR: Mike McLaughlin

HOST AGENCY: City of Newark, New Jersey

DATE OF AWARD: 20 June 1973

PERIOD OF AWARD: July 15, 1973 - July 14, 1974

FUNDING:

Federal Share:	\$385,616
Local Share:	140,584
Total Project Amount:	\$526,200

The project will recruit, screen, and orient community sponsors and match them to incarcerated Newark target crime offenders. They will visit the inmates and work with them on a one-to-one basis toward rehabilitation. Upon release, the sponsors will help find housing and jobs for the offenders. Other aspects of the project include the use of job placement specialists and a 24-hour crisis intervention hotline service.

1.0 Project Description

Man-to-Man will match 120 Newark target offender inmates with volunteer sponsors and sponsor families screened, oriented, and trained to work with target offenders on a one-to-one basis. The project is based upon the belief that recidivism can be reduced through a comprehensive program directed specifically toward assisting offenders to take responsibility for their actions and behavior and to become contributing members of society.

Sponsors will visit inmates regularly and with the supportive assistance of staff counselors and career developers will help inmates with release planning. It is hypothesized that by carefully matching concerned citizens with inmates, the releasee will be able to deal successfully with the crucial transition from institutional to community life.

The project possesses two subcomponents: a 24-hour crisis intervention service, and a job placement service. The latter function will provide a group of job counselors who will assist every returning Newark target offender in procuring a job.

2.0 Objectives

2.1 Performance Objectives

1. To contribute to the reduction of overall IMPACT target crimes by 2.6%.
2. To reduce target crime recidivism (overall) by 20%.
3. To keep recidivism of target crime inmates participating in the project to:
2% for sponsored inmates
10% for counseled inmates (by JPS)
4. To procure jobs for all released Newark target offender inmates.

2.2 Capability Objectives

1. To initiate a Man-to-Man project (administratively).
2. To recruit, screen, and orient 120 sponsor families by the end of the 12-month period.
3. To recruit and screen 120 target offender inmates in 12 months.

4. To match 120 sponsors and inmates during the first 12 months.
5. To provide job placement services to returning Newark target offender inmates.
6. To provide a 24-hour hotline service to Newark target offender inmates.

3.0 Baseline Data

Data from the Essex County Correctional Center (survey of 500 inmates, December 1971) revealed that 87.2% of the sampled inmates were incarcerated for at least their second offense; while this data concerned all offenders sampled, it is assumed that recidivism rates were at least as high for target offenders in the sample.

Employment data of those same sampled offenders indicated that 61.6% were unemployed when arrested. Moreover, 323 of the 500 were laborers (presumably unskilled or low skilled) and of the 323, 218 were unemployed at arrest. This information suggests that the operation of the Job Placement Component is particularly important to the success of Man-to Man.

See the IMPACT "Essex County Correctional Center Rehabilitation Project" for additional details concerning offender profile information.

4.0 Evaluation Measures

4.1 Measures of Effectiveness-Program

1. Overall Newark target offender recidivism

This measure can ideally be generated by sampling offender files from the IMPACT-Crime Court Program, since that particular IMPACT project will process (commencing July 1, 1973) all indicated target offenders.

Measure:
$$\frac{\# \text{ of second/third etc. offenders}}{\text{total } \# \text{ of offenders processed}}$$

This measure will emanate from the evaluation of the Court program and will be collected on a monthly basis.

Note that as back-up to this measure, each project will be asked to provide data as to the frequency and amount of Impact offenders returning to an IMPACT program after participation in that program or another.

2. Recidivism among project participants

a. M-2 Component

$$\frac{\# \text{ "sponsored" inmates re-arrested}}{\text{total \# of sponsored inmates}} \leq .02$$

b. Job Placement Component

$$\frac{\# \text{ inmates placed into job who are re-arrested}}{\text{total \# of inmates in JP component}} \leq .10$$

These measures will be computed monthly after release of the first offender. It is crucial (in order to avoid overlap) that population be grouped according to the component of the project utilized. This is especially important with respect to the Job Placement component, since the Job Placement individuals hired under Man-to-Man will relate to offenders released into or from other programs (see Essex County Correctional Center).

Measurement of project participant recidivism will emanate from a proposed IMPACT Case Tracking System, discussed below.

- c. Median # of "trouble free" days per participating offender. Quarterly (compare date of release to date of re-arrest).

3. Job Procurement for project participants

- a. # of participants for whom jobs are procured/month

b.
$$\frac{\# \text{ of participants for whom jobs are procured}}{\text{total \# of participants}}$$

- c. median # of days per month needed to produce job

These measures should be subdivided by component -- M-2 or Job Placement Counseling.

4. Cost-Effectiveness -- Overall Program

$$\frac{\$ \text{ cost for inmate-sponsor relationship}}{\text{total \# of trouble-free inmates per year}}$$

4.2 Efficiency Measures

4.2.1 M-2 Component

1. # of eligible inmates for the project

Eligibility: Males and females, 16 years and over, Newark residents convicted of robbery, burglary, or assault.

2. Sponsor recruitment

- # of sponsors contacted/month

- # of sponsors recruited/month

- $\frac{\# \text{ of of sponsors recruited/month}}{\text{total \# contacted/month}}$

a. Method of recruitment

of advertisements x type of media

of personal appearances made

\$ cost to advertise for sponsors

$\frac{\$ \text{ cost of recruitment of sponsors}}{\text{total \# of sponsors recruited}}$

3. Inmate screening and selection

- total # of eligible inmates (see #1 above)

- total # of eligible inmates contacted per month

- total # of candidate response cards submitted per month by source of response card

- total # of inmates screened per month

- total # of inmates recruited per month

- $\frac{\text{total \# of inmates recruited/month}}{\text{total \# of eligible inmates/month}}$

4. Inmate and sponsor orientation

of inmates oriented/month

of sponsors oriented/month

of inmates "dropping out" after orientation
of inmates oriented

of sponsors "dropping out" after orientation
of sponsors oriented

of certified sponsors/month

of certified inmates/month

of hours per inmate spent on orientation

of hours per sponsor spent on orientation

5. Matching sponsors and inmates

of sponsors--inmates matched/month

of sponsors "dropping out" after orientation
of sponsors certified

of inmates "dropping out" after certification
of inmates certified for match

6. Follow Up

of visits -- sponsors to inmates/month

Average length per visit per sponsor/inmate
(special reporting forms should be developed
to document frequency and length of visits)

7. Other

- # of inmates successfully obtaining parole/
month

- # of target offender inmates per institution

8. Project Start-Up/Administrative Data

- Director and staff hired (1, 0)

- Office space located (1, 0)

- Recruitment process developed; guidelines
printed (1, 0); % of Newark families required
for project; advertising methods developed
(1, 0). (Attach list of methods.)

- Develop orientation course for sponsors (1, 0) (Attach narrative.)
- Develop orientation for inmates (1, 0) (Attach narrative.)

4.2.2 JPS Component

1. Major Efficiency Measures

- # of participants referred to JPS
- $\frac{\text{\# of participants referred to JPS}}{\text{total \# of participants}}$

(Subdivide these measures by source of inmate participants, i.e., M-2, Correctional Center, etc.)

- Median # of days per M-2 inmate on the job
- Median # of days per Correctional Center inmate on the job
- Type of jobs procured (check list)
- # of Job Placement Specialists assigned to each institution and/or project
- Average # of interviews between inmate and JPS
- # of employers visited/Job Placement Specialist (types of employers should be listed in a quarterly narrative)
- $\frac{\$ \text{ cost for JPS component}}{\text{\# of jobs procured for ex-offenders}}$ (cost effectiveness)

2. Other Efficiency Measures

- Hire Job Placement Specialists (1, 0)

4.2.3 Crisis Intervention Hotline Component

1. Major Efficiency Measures

- # of calls per relevant time shift (work load distribution)

- # of emergency (recidivist producing) situations resolved (judgmental)
- # and type of problems called in (develop checklist of categorical problems)
- \$ expenditure for Hotline Service
total # of calls
("cost effectiveness")
- Average length of time (minutes) per call (record minutes spent per call)
- # of target offender inmates calling/month
- # of target offender inmates calling
total # of calls received

2. Other Efficiency Measures

- Hire three phone counselors (1, 0)

4.3 Attitude Measures

4.3.1 M-2

1. Attitude of sponsors
2. Attitude of released offenders
3. Attitude of project staff (Quarterly narrative)
4. Report of consultant training sponsors

4.3.2 JPS

1. Attitudes of Job Placement Specialists (Attitudes on inmates will be recorded via evaluation of Correctional Center)
2. Attitudes of employers (where identifiable and applicable)

4.3.3 Crisis Intervention Hotline Service

1. Attitudes of phone counselors

5.0 Data Needs

5.1 Data Requirements

Utilizing the MITRE Corporation's designation of P (Primary), S (Secondary), and T (tertiary), data elements would be classified as follows:

1. Newark (overall) target offender recidivism (P)

$$\frac{\text{\# of second, third ... offenders processed by IMPACT Crime Court}}{\text{total \# of offenders processed}}$$

Source: IMPACT Crime Court Program (Quarterly) Essex County Correctional Center (data will be requested as to \# of repeaters from IMPACT Programs)

Quarterly Narrative

2. Recidivism among project participants

$$\frac{\text{\# of sponsored inmates re-arrested}}{\text{total \# of sponsored inmates}} \leq .02 \quad (P)$$

$$\frac{\text{\# "other" inmates (placed into jobs)}}{\text{total \# of inmates solely in JP component}} \leq .10 \quad (P)$$

Median \# of trouble-free days per participating offender (P)

Computation: Date of re-arrest -- date of release =
Number of trouble-free days (tabulate for all offenders)

(Semi-Annually)

Note: Median is used to discount the effects of extreme values on the computation of the mean.

Source: IMPACT Case Tracking System

(Quarterly Narrative)

3. Job Procurement and Placement

Total \# of participants for whom jobs are procured (P)

$$\frac{\text{\# of "sponsored" inmates for whom jobs are procured}}{\text{total \# of sponsored inmates}} \quad (P)$$

of other inmates for whom jobs are procured
total # of other inmates

(Monthly) (P)

Median # of days per inmate required to procure job
(computation: date of first interview -- date of job
procurement, over all inmates)

(Quarterly) (S)

Median # of working days per M-2 inmate on the job

Median # of working days per Correction Center inmate on
the job (by training shop)

(Semi-Annual) (P)

of participants referred to JPS

(Monthly) (S)

of participants referred to JPS
total # of participants

(Monthly) (S)

types of jobs procured (checklist)

(Semi-Annual) (S)

of JPS people hired (by institution and/or project)

(Monthly) (T)

Median # of interviews per inmate & JPS

(Quarterly) (T)

Note: All data with respect to job placement will emanate from the files of the job placement specialists, and will be subdivided according to the data elements listed above. Since JPS will relate to other IMPACT projects, it is easier to concentrate on them as the focal point of all job placement data, regardless of the project from which the inmate is released.

4. M-2 Data

i) Recruitment

of eligible inmates for the project
(S-QN)

of sponsors contacted per month
(S-PMS)

of sponsors recruited per month
(S-PMS)

$\frac{\text{\# of sponsors recruited}}{\text{\# of sponsors contacted}}$ (S) (Quarterly Computation)

of advertisements x type of media utilized
(T-QN)

Source: M-2 Files

ii) Screening and Selection (Inmates)

of eligible inmates contacted/month (S-FMS)

total # of candidate response cards received per month
(S-PMS)

total # of inmates screened per month
(S-PMS)

total # of inmates recruited per month
(S-PMS)

$\frac{\text{total \# of inmates recruited}}{\text{total \# of eligible inmates}}$
(S-Quarterly Computation)

iii) Inmate-Sponsor Orientation

of inmates oriented/month
(S-PMS)

of sponsors oriented/month
(S-PMS)

$\frac{\text{\# of inmates dropping out after orientation}}{\text{\# of inmates oriented}}$
(S-Quarterly)

of certified sponsors per month
(S-PMS)

of certified inmates per month
(S-PMS)

of hours per inmate spent on orientation
(S-Quarterly)

of hours per sponsor spent on orientation
(S-Quarterly)

Source: M-2 Files; Training Consultant

iv) Sponsor-Inmate Match

of sponsor-inmate matches/month
(S-PMS)

$\frac{\text{\# of sponsors "dropping out" after certification}}{\text{\# of sponsors certified}}$
(S-Quarterly)

$\frac{\text{\# of inmates "dropping out" after certification}}{\text{\# of inmates certified for match}}$
(S-Quarterly)

Source: M-2 Files (PMS, QN)

v) Follow-Up

total # of visits -- sponsors to inmates
(S-PMS)

median # of visits per inmate -- sponsor relationship
(S-QN)

average # of hours per sponsor inmate visit/month
(S-QN)

Computation:

$$\sum_{j=1}^n \sum_{i=1}^v X_{ij}/n$$

X_i = # of hours per visit i per sponsor/inmate relationship j

n = # of inmate/sponsor relationships

v = # of visits/sponsor inmate relationship/month

vi) Project Start-Up

Director and staff hired (Dummy variable 1, 0; T-PMS)
Office space located (Dummy variable 1, 0; T-PMS)
of agencies with whom
liaison is established (Also dummy variable 1,0; T-PMS)
Recruitment process developed -- (1, 0) (QN)
Orientation course developed --
Sponsors -- (1, 0) (QN)

5. Hotline Data

of calls per 8-hour shift (S-PMS)

of recidivist-producing situations resolved (judgmental)
(S-QN)

and type of problem called in (checklist should be
developed to categorize problems)
(S-QN)

average length of time per call/month
(S-QN)

$$\sum_{i=1}^N t_i/N$$

t_i = time per call (est.) i

N = # of calls per month

of target-offender releases calling/month (S-PMS)

$\frac{\text{\# of target-offender releases calling}}{\text{total \# of calls}}$

Hire three phone counselors (1,0; T-PMS)

6. Cost-Effectiveness Data Elements

$\frac{\text{\$ cost for inmate-sponsor relationship component}}{\text{total \# of trouble-free inmates per year}}$

Source: \$ Expenditures (M-2)
IMPACT Case Tracking (P-Annual)

\$ cost for recruitment of sponsors
total # of sponsors recruited (P-Annual)

Source: M-2 Project
(IMPACT Fiscal files)

5.2 Data Constraints

The only problem with respect to data procurement might be in assessing information for IMPACT Case Tracking; otherwise as of this writing, there are no constraints with respect to data procurement.

5.3 Data Collection and Management

Data with respect to achievement of capability objectives will be collected via the IMPACT PMS reporting system, attached. Monthly reporting forms, with projections for the month matched against actual achievement will be submitted to IMPACT for monitoring and analysis. When a report comes in for a particular reporting month, attached to it are the projections for the following month, and so on for twelve operating months.

Performance objective data will flow via special reporting forms to be developed during the course of the project.

Management of PMS data will rest with the IMPACT Assistant Director for Corrections. Data reduction and analysis will be performed jointly by the assistant director and the IMPACT Evaluation Director.

Evaluation reports (to be issued quarterly) will be submitted through the IMPACT Executive Director jointly by the CAT Evaluation Director and the Assistant Director for Corrections.

5.4 Data Validation

Validity as to the reporting of project monitor data to IMPACT will be assured by on-site visits by the CAT assistant director for Corrections (and any assistants she has to delegate that task).

Data utilized to evaluate performance objectives flow from reliable criminal justice agencies (Police and Courts); therefore, there are no plans to audit that data.

6.0 Evaluation Analysis

Clearly, first priority for analysis is to assess the percent of project participants re-arrested after release (within at least one year). This should be subdivided by type of offender, (whether he/she is part of the sponsor-inmate M-2 component or whether he/she is part of the JPS component as indicated in section 4.1 above). Back-up analysis will include the percent of offenders for whom jobs are procured (and length of stay at the job).

To minimize overlap Man-to-Man will be evaluated and monitored jointly with the IMPACT Essex County Correctional Center Rehabilitation Project. This is suggested since all job procurement will be performed by the Job Placement Specialists hired under Man-to-Man. In fact, it is further suggested that for purposes of monitoring and evaluation, the job placement specialist component be viewed as a "project in itself" and data generated can be allocated to the IMPACT project (or correctional institution) from which the inmate was referred.

However, a key back-up to the analysis of performance objective achievement will be the monitoring of project capability objectives to assure that the M-2 project operates at the proposed level of efficiency:

1. 120 Newark target offender inmates are to be matched with sponsors in one year.
2. 380 other inmates are to be counselled by Job Placement Specialists in one year.

6.1 IMPACT Case Tracking -- An Assessment of Recidivism

IMPACT is currently attempting to establish a system to track rehabilitative offenders as to their criminal activity after release from the project. The system will operate as follows: Information concerning each participant will be gathered via an IMPACT Participant Profile Form (see attached). These forms will be filed by type of training shop and by whether the offenders have received diagnosis and treatment. Light blue 3x5 index cards containing "condensed" tracking information for each offender will be filed in alphabetical order by last name in the Newark Police Department criminal history file. When an arrest report is filed, NPD personnel must check the criminal history file (as a matter of course) and if the arrest report matches the information on the 3x5 index card, IMPACT will be notified via a special reporting form (See Attached). To assure data confidentiality, all cards

will be coded (by placing a number on the lower left-hand corner of the card and retaining a master list of which numbered cards are with each particular project.) "Recidivism" data will be aggregated on a monthly basis. To assure confidentiality, only IMPACT, the NPD, and the project will have an awareness that the arrest occurred; moreover, all published reports will include only numerical data (with no reference to names).

6.2 Attitude Analysis

Attitude analysis often gets to the heart of why a particular incident occurred; however, a problem inherent in attitude analysis is the reliability and honesty of responses. In order to avoid such problems with attitude analysis, short direct questionnaires (once per year) will be developed to ask: (a) Inmates:

- if they feel that the rehabilitation attempt as part of the IMPACT effort altered any motivation on their part to commit a crime.
- what aspects of the project were most rewarding to them personally
- what aspects of the project caused them the most problems
- information on ambition; desire to stay at job; "career type" questions
- do they feel adjusted to the community and job
- attitudes concerning sponsors
- offender's ability to deal with day-to-day problems
- the depth to which the ex-offender becomes involved in the community
- the positive role identities to which the ex-offender relates
- the activities in which the ex-offender engages or shows interest
- the respect and value given the ex-offender-sponsor relationship as assessed by the ex-offender.

It is suggested that a stratified sample of 15% (per stratum) of ex-inmates is sufficient to assure statistical significance of responses. Interviews will be developed during the course of the project by the CAT Assistant Director for Corrections and the Evaluation Director.

b) Sponsors

The nature of the project plan permits sponsor feedback without formal interview. It is documented in the project application that sponsors will meet quarterly to provide an information exchange as to problems encountered to date. This provides an excellent forum (for videotape evaluation) to uncover and diagnose problems experienced as well as progress made specifically with regard to the sponsor's assessment of offenders adjustment to the community. The CAT Assistant Director will attend these diagnostic forums. Source of narrative information: M-2 Quarterly Sponsor's Report.

c) Training Consultant

The consultant hired to train sponsors and inmates will provide written evaluation reports to IMPACT as to progress made to date. Specifically, the consultant will be asked to provide an assessment of probabilities of success that particular sponsors and inmates might have during the course of the project.

d) Job Placement Specialists (includes Essex County Correctional Center)

To obtain information as to the difficulty (or lack of) job procurement for participating inmates. Source: Quarterly narrative.

e) Hot Line Phone Counselors

To obtain information on types of calls, most serious problems encountered to date. Source: Quarterly narrative.

f) Employers

A selected sample will be interviewed by the Job Placement Specialists to assess the successes/failures of placed ex-inmates on the job. Source: JPS.

g) Project Director

IMPACT will request quarterly narrative reports from the Project Director. These will provide in addition to summary data, information in lieu of a formal interview.

Quarterly narratives will request data which is not included as part of monthly PMS reporting, and whose availability monthly would be difficult to procure.

7.0 Evaluation Monitoring

See PMS forms, attached.

IMPACT PERFORMANCE MANAGEMENT SYSTEM

LEVEL 1: EXPLANATION OF PROJECT MONITOR - QUANTIFIED

PROJECT: MAN-TO-MAN		COMPONENT:	GEOGRAPHIC AREA:	DATE:
1. PROJECT OR COMPONENT OBJECT	Performance Objectives	Project Objective Description		
FIRST	To contribute to the reduction of overall IMPACT target crime by 2.6%.			
SECOND	To reduce target crime recidivism (overall) by 20%.			
THIRD	To keep recidivism of target crime inmates participating in the project to 2% for sponsored inmates, 10% for counselled inmates.			
FOURTH	To procure jobs for released target offender inmates (in conjunction with Essex County Correctional Center Project).			
FIFTH	<u>Capability Objectives</u> To initiate a Man-to-Man project (administratively).			
SIXTH	To recruit, screen, and orient 120 sponsor/families by the end of the 12-month period.			
SEVENTH	To recruit and screen 120 Newark target offender inmates in 12 months.			
EIGHTH	To match 120 sponsors and inmates during the first 12 months.			
NINTH	To provide job placement services to returning Newark target offender inmates.			
TENTH	To provide a 24-hour hotline service to Newark target offender inmates.			

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PROJECT: Man-to-Man

EXPLANATION OF PROJECT
MONITOR - QUANTIFIED (Cont'd.)

Page 1

PROJECT OBJECTIVE		FIRST	SECOND
2. Project Activities Described	A.	Measurement of overall IMPACT target crime	Measurement of overall target crime recidivism.
	B.	(Achievement of performance objectives two	
	C.	and three should produce hypothetically proposed reduction)	
	D.		
	E.		
	F.		
	G.		
	H.		
	I.		
	J.		
	3. Achievement Data, Measurement Units (target values defined)	a.	# of target crimes/100,000 population
b.			
c.		Omit for PMS Reporting	Omit for PMS Reporting
d.			
e.			
f.			
g.			
h.			
i.			
j.			

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PROJECT OBJECTIVE	THIRD	FOURTH
2. Project Activities Described	A. Measurement of recidivism among M-2 releases	Assessment of jobs procured for participants
	B. Measurement of recidivism among Non-M-2 releases	
	C.	
	D.	
	E.	
	F.	
	G.	
	H.	
	I.	
	J.	
3. Achievement Data, Measurement Units (target values defined)	a. # of M-2 inmates re-arrested	# of M-2 inmates procuring jobs
	b. # of non-M-2 inmates re-arrested	# of non-M-2 inmates procuring jobs
	c.	
	d.	
	e.	
	f.	
	g.	
	h.	
	i.	
	j.	

PROJECT OBJECTIVE	FIFTH	SIXTH
2. Project Activities Described	A. Hire project director	Develop recruitment process - guidelines printed
	B. Hire additional admin. staff (attach list)	Advertising methods developed (attach list)
	C. " " "	Assess % of Newark families required for project.
	D. Establish liaison with liaison agencies (attach list)	" " "
	E. " " "	Make personal appearances to procure sponsors.
	F. Locate office space	Contact sponsors
	G. Hire consultant for training	Recruit sponsors
	H.	Orient recruited sponsors to project
	I.	Assess # of sponsors leaving after orientation.
	J.	Certify sponsors to project
	3: Achievement Data, Measurement Units (target values defined)	a. Dummy variable (1, 0) 1=yes, 0=no
b. Dummy variable (1, 0)		Dummy variable (0, 1)
c. # of staff hired		Dummy variable (0, 1)
d. Dummy variable (0, 1)		% of Newark families
e. # of agencies		# of personal appearances
f. Dummy variable (0, 1)		# of sponsors contacted
g. Dummy variable (0, 1)		# of sponsors recruited
h.		# of sponsors oriented
i.		# of sponsors leaving project
j.		# of sponsors certified

PROJECT OBJECTIVE		SEVENTH	EIGHTH
2. Project Activities Described	A.	Ascertain # of eligible inmates for project	Match sponsors and inmates
	B.	Contact eligible inmates	Assess # of sponsors and inmates dropping out after certification by project
	C.	Procure candidate response cards from inmates	
	D.	Screen inmates (via response cards)	Assess # of visits by sponsors to inmates -- pre-release
	E.	Recruit screened inmates	Assess # of visits by sponsors to inmates -- post release
	F.	Orient recruited inmates	
	G.	Assess # of inmates leaving project after orientation	
	H.	Certify inmates for project	
	I.		
	J.		
3. Achievement Data, Measurement Units (target values defined)	a.	# of eligible inmates	# of sponsor/inmate matches
	b.	# of eligible inmates contacted	# of sponsors dropping out
	c.	# of response cards procured	# of inmates dropping out
	d.	# of inmates screened	Average # of visits/relationship
	e.	# of inmates recruited	Average # of visits/relationship
	f.	# of inmates oriented	
	g.	# of inmates leaving project after orientation	
	h.	# of inmates certified for project	
	i.		
	j.		

PROJECT OBJECTIVE		NINTH	TENTH
2. Project Activities Described	A.	Hire job placement specialists	Hire phone counselors
	B.	" " "	" " "
	C.	JPS interview M-2 inmates before release	Purchase necessary equipment (provide checklist)
	D.	JPS interview other inmates before release	Assess # of calls, 8:00am - 4:00pm
	E.	Contact employers (attach list of those contacted)	Assess # of calls, 4:00pm - 12:00 midnight
	F.		Assess # of calls, 12:00 midnight - 8:00am
	G.	Assess number of ex-offenders seen by JPS	
	H.	Purchase necessary supplies and equipment (Attach checklist)	
	I.		
	J.		
3. Achievement Data, Measurement Units (target values defined)	a.	Dummy variable (1, 0)	Dummy variable (0, 1)
	b.	# hired	# of phone counselors
	c.	# of M-2 inmates interviewed	Dummy variable (1, 0)
	d.	# of other inmates interviewed	# of calls received
	e.	Dummy variable	# of calls received
	f.	# of employees contacted	# of calls received
	g.	# of ex-offenders	
	h.	Dummy variable (1, 0)	
	i.		
	j.		

CORRECTIONS (JUVENILE) EVALUATION COMPONENTS

HIGH RISK JUVENILE PAROLE

ATLANTA

PROJECT SUMMARY

PROJECT TITLE: High Risk Juvenile Parole

GRANT NUMBER: 72-ED-04-0025

PROJECT OBJECTIVE: To reduce the incidence of target crimes in the city of Atlanta by offenders under the age of 18 years by setting up a specialized intensive aftercare unit.

PROJECT DIRECTOR: T.J. Jim Parham, Deputy Commissioner

HOST AGENCY: State Department of Human Resources
Youth Services

DATE OF AWARD: 27 June 1973

PERIOD OF AWARD: 1 July 1973 - 30 June 1975

FUNDING

Federal Share:	\$204,062
Local Share:	69,450
Total Project Amount:	\$273,512

The High Risk Juvenile Parole project proposes, through the utilization of small caseloads and intensive counseling and supervision, to reduce the incidence of target crimes and to reduce the recidivism rate of 200 juvenile parolees over a two-year period. Youths assigned to the project will: (1) reside within the city limits of Atlanta, (2) have a history of offenses falling within the target crime category, (3) be in the legal custody of the Department of Human Resources, Youth Services, and (4) have experienced at least one placement in a Youth Development Center.

The purpose of the project will be accomplished by providing intensive supervision and counseling both individually and in small groups. The focus of the counseling will be on redirecting the offender away from criminal behavior and moving him toward more socially and legally acceptable adjustments in society. The major effort will be directed toward interrupting a predictable criminal career and preventing the offender's return to a Youth Development Center or his entry into the adult criminal justice system.

I. Goals

The Department of Human Resources, Youth Services Program, proposes to establish an experimental aftercare unit that will enable the staff to work intensively and exclusively with juvenile commitments who have completed their Youth Development Center stay and who, unless closely supervised, will in all probability revert to serious law-violative behavior. This group will consist of juveniles who have committed crimes within the categories of murder, rape, robbery, aggravated assault, and burglary. All juveniles assigned to the project will reside in the city of Atlanta and will have committed the offense within the city.

The need to consider juvenile offenders as significant contributors to the target crime problem is apparent. On March 1, 1973, there were 135 male juvenile offenders from Fulton County in the Milledgeville, Augusta and Atlanta Youth Development Centers. Of this number, 101 or 74.8% were committed for offense falling within the target crime category. Also on this date, there were 192 male juvenile offenders in aftercare in Fulton County. Of this number, 78 or 40.6% had committed an offense falling within the target crime category. The combined total (releases on aftercare and presently at Youth Development Center) was comprised of 327 Fulton County juvenile offenders in the legal custody of the State Department of Human Resources, Youth Services program and of this total number, 179 or 54.7% were committed for offenses falling within the target crime category. The reason for the difference in "target crime category" at the Youth Development Center (74.8%) and "target crime category on aftercare" (40.6%) is not clearly understood. It appears, however, to point to a definite trend toward more serious offenses being committed by Fulton County juveniles admitted into the Youth Development Centers which will also be reflected in the aftercare caseload as these juveniles are released over the next year.

With this experimental aftercare unit, we propose to provide intensive aftercare services to a group of 200 juveniles over a two-year period. Our goal will be to reduce the recidivism rate in this group and thereby reduce the crime rate in the city of Atlanta. We believe that this intensive aftercare supervision effort will demonstrate success by reducing post-institutional arrests. This should be highly significant as such arrests usually result in a return to a Youth Development Center or entry into the adult criminal justice system.

II. Impact and Results

The success of this project will result in a significant reduction of recidivism on the part of juvenile offenders on aftercare. This will, in turn, lead to a reduction in the incidence of target crimes in the city of Atlanta.

We intend through this project to develop an "aftercare supervision" model that will provide a more effective approach to aftercare supervision in the Court Services program. If this approach is effective, the project can provide much needed data to reinforce requests for additional manpower to handle aftercare supervision in Court Services.

As juvenile offenders committed to our care usually run the gamut of the legal system, the reduction of crime on their part should have a positive impact on the Atlanta Police Department, Fulton County Juvenile Court, Fulton County Superior Courts, and the State Department of Offender Rehabilitation. This is, of course, in addition to the obvious impact it will have on the Youth Development Centers.

We are proposing a staff of five (5) Court Service Workers with each worker carrying a maximum caseload of 20 cases at any one time and a total of 40 over the two-year period. This means that the total project will work with approximately 200 juveniles during the 24-month span of the project. Based on a recent study, we can predict that one-third (67) of these juveniles will recidivate if supervised in the regular aftercare program (one Court Service Worker per 80-100 cases). A previous study (Profile of Recidivism, Scanlon, et.al.) also shows that an additional 20% will in all probability recidivate in one year following release from aftercare. This indicates that about 100 of the 200 juveniles (50%) will become a crime statistic and a public charge under our present program.

We predict a recidivism rate of only 20% (40 youngsters) for those 200 youngsters assigned to this project. When this is compared with a normal recidivism rate of 50% (100 youngsters) it reveals that the project, if successful, will prevent recidivism in 60 juvenile offenders who would become recidivists under ordinary circumstances. (As this project will be composed of high-risk youth, the actual reduction that is based on a normal caseload should be considerably higher, i.e., recidivism on high risk youth only, although not previously measured, would in all probability be considerably higher than 50%.)

III. Methods and Timetable

The project aims will be executed by providing intensive after-care supervision and counseling services to a randomly selected group of target crime juvenile offenders who are released on aftercare from Youth Development Centers operated by the Department of Human Resources. There will not be a particular treatment method employed as this will vary according to the needs and demands of individual case situations. Treatment plans developed for individual youngsters will be based on a thorough psycho-social study and diagnosis. Counseling will be conducted on an individual and small group basis. In addition to one-to-one and small group counseling, efforts will be made to involve the offender's family in the total treatment process where this is applicable.

The major thrust of this project will not be to devise a radically new approach in aftercare supervision. Our primary aim will be to prove or disprove the theory that the worker-client ratio is directly related to the recidivism rate of Fulton County male juvenile offenders under aftercare supervision.

From the total group of target offenders over a two-year period (approximately 400), we will randomly assign approximately 200 to the project for aftercare supervision. The remaining group of target offenders will be assigned to the regular Court Services office for aftercare supervision and will serve as a control group. Among the eligible population, offenders will be allocated to the treatment or control group by the following randomized block procedure:

- 1) Offender is classified by race, sex, YDC and offense
- 2) Within each race-sex-YDC Offense Class, every other one of the eligible offenders is assigned to the treatment group (processing in the order in which offenders were added to the eligible population).
- 3) All remaining offenders are assigned to the control group.

The maximum caseload for each "team" on the project staff will be 20 youngsters at any one time (the team consisting of one Court Service Worker and one Community Worker). The control group youngsters will be in a regular Court Service caseload (currently the average caseload in Fulton County is one Court Service Worker per 90 youngsters).

In order that all youngsters served by the project can be accurately evaluated at the end of the project (24 months), intake will be closed at the end of the 18 months of operation. This will assure a minimum of 6 months "working time" for each youngster assigned to the program.

IV. Evaluation

The effectiveness of any program designed to reduce criminal behavior is measured in terms of the subsequent absence or presence of this behavior. Therefore, any manifestation of law-violative behavior that results in the youngster's readmittance in a Youth Development Center or his entry into the adult criminal justice system (conviction in a criminal court) will be labeled as failure.

Most of the youngsters released from a Youth Development Center will have completed a Wechsler Intelligence Test (WICS or WAIS) and either the Tennessee Self-Concept Profile or the California Personality Inventory or both. In addition, there will accompany him a variety of education batteries indicating math proficiency, reading ability, and grade placement results. In those rare instances where testing has not been conducted, the youngster will be tested by competent psychometricians who are indigenous to the Youth Services Program.

As many of the youngsters assigned to the project will not be academically oriented, a battery of vocational interest and adaptability tests will be administered. Assistance will be sought from Vocational Rehabilitation Services where applicable.

Statistical measurements that are applicable will be utilized to correlate test data and subjective data in order to isolate patterns of behavior. Hopefully, these data can also be correlated with other Impact projects on an exchange basis.

The total project and individual youngsters assigned to the project will be evaluated at six-month intervals.

Goal

Reduce recidivism among 200 juvenile project participants from 50% to 20% (60 target offenders) within two years from date of project implementation. Recidivism will mean any manifestation of law violative behavior that results in a youngster who is or was a project participant being readmitted to a Youth Development Center during participation in the project or a conviction in a criminal court within one year after release from the project.

Objectives

1. Provide intensive aftercare service to 200 juvenile target offenders over a two-year period. Intensive aftercare services will consist of individual treatment plans based upon psycho-social study and diagnosis.
2. Maintain for each court service worker a maximum caseload of 20 cases at any one time and a total of 40 over the two-year period.

Data Elements

1. Number who enter the project each month.
2. For each youth enrolled in the project who recidivates give:
 - a. The month and year he entered the program and the month and year he became a recidivist.
 - b. Length of time he had been in the program at the time of recidivism or length of time since he had completed the program (whichever is appropriate).
3. Number placed in the control group each month.
4. For each youth placed in the control group who recidivates give:
 - a. The month and year he was placed in the control group, the month and year he became a recidivist, and if released, the date released from aftercare.
5. Number of participants who are reconvicted for a felony within one year after release from the Youth Development Center (Necessitates recording date of release and date of reconviction for each participant).
6. Number of individual treatment plans developed.
7. Number of individual treatment plans implemented.
8. Number of cases currently assigned to each Court Service Worker. To be reported on a monthly basis.
9. Number of recidivists each month.

Performance Measures

Goal

For the purpose of evaluating the goal an individual's criminal behavior will be tracked a total of 18 months* - after he enters the program or until the project is completed, whichever is less. For those not tracked, a total of 18 months, the recidivism rate will be adjusted accordingly.

Let n_t be the number entering the program in the t th month.

$x_{t,p}$ be the number of those who entered in the t th month who recidivated within p months after entering the program.

$$\text{If } \sum_{t=1}^6 x_{t,18} + \sum_{t=7}^{18} x_{t,24-t} \leq .2 \left(\sum_{t=1}^6 n_t + .2 \left(\sum_{t=7}^{18} \frac{24-t}{18} n_t \right) \right)$$

the goal is met.

Objective 1

If 200 individual treatment plans are developed and implemented then Objective 1 will have been achieved.

Objective 2

The measure will be direct, based on actual caseloads.

Interim Performance Measures

Progress towards the goal will be evaluated at six-month intervals. A control limit for the total number of recidivists through each

*The 18 months provides for an estimated minimum of 6 months in the program plus a 12-month period after release from the program.

six-month period will be established based on the proportion of the time youngsters have been in the program to the total tracking time of eighteen months. If at the end of each six-month period, the actual number of recidivists is within the control limit, progress towards the goal will be deemed satisfactory.

As an example, defining n_t and $x_{t,p}$ as under goal one, the control limit for the first twelve-month period will be:

$$.2 \sum_{t=1}^{12} \left(\frac{12-t}{18} \right) n_t$$

Statistical Measures

Goal

A total group of 400 target offenders will be identified over the two-year project period. Of 400, 200 will be randomly assigned to the project for aftercare supervision and the remaining group will be assigned to the regular Court Services office for aftercare supervision and will serve as a control group.

Let n_1 = number assigned to the project for aftercare.

n_2 = number placed in the control group.

x_1 = number assigned to the project who recidivate.*

x_2 = number assigned to the control group who recidivate.*

$$\text{If } y = \frac{x_1}{n_1} - \frac{x_2}{n_2}$$

$$\sqrt{\left(\frac{x_1}{n_1} + \frac{x_2}{n_2} \right) \left(1 - \frac{x_1}{n_1} + \frac{x_2}{n_2} \right) \left(\frac{1}{n_1} + \frac{1}{n_2} \right)} \leq -1.645$$

* This number is not to include those whose first incidence of redidivism occurs 18 months after their initial assignment to the project or control group.

the project will be deemed to have significantly reduced the recidivism rate among target offenders released from a Youth Development Center.

Objective 1

None required.

Objective 2

None required.

DATA FORMS

The following data forms are to be completed each month and furnished ARC at the end of each quarter of the project:

DATA FORM #1

Month	Number Entering Project	Number Placed in Control Group	Number of New Recidivists

For each redivivist the following is to be provided:

DATA FORM #2

Identifier	Project or Control Group	Date of Recidivism	Date Placed in Aftercare	Date Released from Aftercare*

* If the youth is still in either the project or regular aftercare program at the time of recidivating, indicate this by responding "Not Released".

For each youth in the project convicted of a felony within one year after release from aftercare, the following is to be provided:

DATA FORM #3

Identifier	Date Convicted of Felony	Date Placed in Aftercare	Date Released from Aftercare*

DATA FORM #4

Month	Number of Individual Treatment Plans Developed	Number of Individual Treatment Plans Implemented

For each case worker provide the following on a monthly basis:

DATA FORM #5

Case Worker Identifier	Number of Cases Currently Assigned	Cumulative Number of Cases Assigned

HOME DETENTION PROGRAM, PHASE II

ST. LOUIS

PROJECT SUMMARY

PROJECT TITLE: Home Detention Program, Phase II

GRANT NUMBER: SMP-36-72

PROJECT OBJECTIVE: To reduce stranger-to-stranger crimes and burglary among identified juvenile delinquents by keeping youths assigned to the project trouble-free and available to the Court for further study, by providing an intensive type of supportive supervision to the youths, and by providing a liaison with the youths, their parents, the schools, and other appropriate community services.

PROJECT DIRECTOR: Earl R. Baldwin

HOST AGENCY: St. Louis Circuit Court
Juvenile Division
920 North Vanderverter
St. Louis, Missouri 63108

DATE OF AWARD: 30 January 1973

PERIOD OF AWARD: 1 December 1972 - 30 November 1973

FUNDING: Federal Share: \$184,000
Local Share: 61,659
Total Project Amount: \$245,659

This program seeks to expand its efforts at reducing recidivism rates among target juvenile offenders through viable treatment alternatives and innovative rehabilitation services. The ultimate program goal is stated as follows: To reduce stranger-to-stranger crimes and burglary among identified juvenile delinquents by 5% in two years and 20% in five years. More specific objectives are: (1) to keep assigned youth as untroubled and available to the court for study as those being detained; (2) to provide intensive supportive supervision to assigned youths; and (3) to provide liaison with the youths, parents, schools, and other appropriate community services.

STATEMENT OF THE PROBLEM

"During 1972, (1 January thru 30th September 72) in the City of St. Louis, there were 803 persons arrested for robbery and 1,022 arrested for Burglary.... of the 803 persons arrested for robbery, 252 or 31% were under 18 years of age. Of the 1,022 persons arrested for burglary, 790 or 77% were under 18 years of age. The obvious fact that stands out from these statistics is that over fifty per cent (50%) of the Impact target crimes are committed by juveniles.

... the 13-14 year age group shows a high proportion of arrests for burglary. Truancy and a lack of adequate supervision contribute to this high proportion. At the same age level, robbery arrests show a marked increase. The arrest rates... help to define the target populations for which Impact Program Projects must be tailored".

CRIMINAL JUSTICE SYSTEM RESPONSE

The report continues... The criminal justice system... is designed primarily to protect society, incarcerate accused and convicted persons and to supervise their rehabilitation and release.... The Courts will be called upon to improve their efficiency and effectiveness in both processing accused and adjudicated robbers and burglars as well as to encourage and utilize alternative treatment and rehabilitative services in attempting to reduce recidivism... The means will have to be found to deflect potential burglars and robbers away from the system and to find appropriate educational and job training services as well as real job opportunities in order to keep them out of the system... Only by locating and deflecting him away from the criminal justice system can the Impact objectives be achieved.

JUVENILE DETENTION SPACE

There is a very serious lack of space for Juvenile Detention in the City of St. Louis. The current capacity of the Juvenile Detention Center is eighty children, however, the Center has been operating with an average daily population of one hundred and forty five, or 56% over its rated capacity.

An addition to the Juvenile Detention Center is under construction at the present time, but is not scheduled to be completed until June of 1973.

In summary then there are three primary problems (1) the high rate of Juvenile crime (2) the need for alternative methods of handling offenders which will deflect them from the criminal justice system, and (3) the very critical lack of space in the Juvenile Detention Center.

SPECIFIC OBJECTIVES

The ultimate goal of this project is to reduce stranger-to-stranger crimes and burglary among identified juvenile delinquents by 5% in two years and 20% in five years.

This goal will be accomplished through the achievement of the following specific program objectives.

1. To keep the youths assigned to the project as trouble free and as available to the Court for further study as those in the Detention Center.
2. To provide an intensive type of supportive supervision to the youths assigned to the program.
3. To provide a liaison with the youths, their parents, the schools, and other appropriate community services.

Using 14 Community Youth Leaders with a caseload of five juveniles each, the total normal caseload of the project is 70. Current experience indicates that the average time spent in the program is about 20-24 days. Based upon this data, it is anticipated that the program's services will be made available to 1000 to 1200 youths during the twelve months of the grant.

METHODS, TECHNIQUES AND ACTIVITIES

There is currently in operation in the City of St. Louis a "Home Detention Program," which is operated by the St. Louis Juvenile Court and Detention Center. Initially the program was made possible through a demonstration grant to the Research Analysis Corporation by the Department of Health, Education and Welfare, Social and Rehabilitation Services, Youth Development and Delinquency Prevention Administration. Currently and since May 15, 1972 the Home Detention Program has been funded through a discretionary grant to the St. Louis Juvenile Court and Detention Center by the Mo. Law Enforcement Assistance Council.

A preliminary evaluation of this project was made after a ten month period of operation and the project appears to have been successful in that:

1. The youth in the program have been kept relatively trouble free and available to the Court, thereby reducing reported stranger-to-stranger crimes.
2. The program has relieved the load of clients from the Juvenile Detention Center.

3. The program has been cheaper to operate than the secure Detention facility.
4. The program has provided a viable alternative to secure Detention to the Court in it's treatment of accused juveniles.

The following data will present a summary picture of the program from it's inception on September 20, 1971 to September 30, 1972.

Total number of youth assigned to program	406
Number of youth in program on 9/30/72	61
Terminations from program	345
A. Returned to Juvenile Detention	
A unamenable	44
B. Petitions Dismissed	20
C. Because of New Offense	14
D. Disposition by Court	267

Under the supervision of the Assistant Superintendent of the Detention Center, the Home Detention Program will be staffed to include 2 program Supervisors, 14 Community Youth Leaders (2 female) and 2 Clerical People.

The program will continue the procedures and practices developed during the first year of operation. A youth will be assigned to the Home Detention Program if:

1. The child has a home, either real or surrogate to which he may return;
2. The parents will, at a minimum, not be resistive to close supervision;
3. The offense is not of a notorious or heinous nature which would render the child unacceptable to the community;
4. There is a Community Youth Leader available who can take another case;
5. The location of the youth's home will not offer a geographic impediment to close supervision.

Following a Detention Hearing granted each child placed in secure detention, if a youth meets the criteria for the program as described above, he will be placed in the program on recommendation of the Detention Hearing Officer and concurrence of the Presiding Judge. Once a youth is placed in the program, he will immediately be returned home or to a surrogate home, and be enrolled in school if this is indicated. He will also be assigned to a Community Youth Leader (CYL).

The CYLs will keep in close daily contact with the youth, his parents, teachers, the police and any others who are significant in his life. In addition, the CYL will attempt to involve the youth in constructive activities, which would be aimed at assisting the youth in making a more adequate adjustment.

The Community Youth Leaders (CYLs) will have an ordinary limit of five youths per person. The CYLs will have no prescribed hours of work and have no office. He would only have his car, and be reimbursed for his mileage.

The assignment of the CYL would be the same as that of the Youth Leaders in the Detention Center -- to have the youth available to the Court and to keep the youth trouble free.

Criteria for keeping youths "relatively trouble free" include a 95% absence of any further arrests during the period of supervision; a 95% absence of absconding; as well as the 95% absence of formal complaints from school authorities and parents throughout the period of supervision. Further, direct involvement with beneficial programs such as Police Youth Corps, Police Team Counseling, Boys Scouts and the like is tabulated.

The CYLs would also work in teams of two each. This type of arrangement would enable either worker to assume responsibility for the others cases when one Youth Leader would be absent and assure continuity of supervision.

The CYLs only written reports would be his periodic mileage reports and a weekly progress report on each youth assigned to him. The goal here is to keep the CYL freed from any type of work which would interfere with his spending as much time as possible with his clients.

Provisions for determining the amount of time spent with each child include the submission of weekly reports of their daily contact with each child; spot checks by the supervisor; and daily telephone monitoring through a telephone exchange.

The time the Community Youth Leader will spend with each offender is determined by individual need, however a minimum of twelve hours weekly is a requisite. Maximum contact is further accomplished through group type activities.

"Intensive Supervision" involves a minimum of three daily "eyeball" contacts at home or school by the Community Youth Leader. Activities supervised are both informal (daily, normal life situations) and formal (i.e. the programs cited earlier, formal recreation activities, drum and bugle corps, group counseling sessions, and church activities where possible).

The intake or admission phase of the program will be handled by the existing facilities and staff of the Juvenile Detention Center.

The Community Youth Leaders will be under the supervision of the Program Supervisor and Program Director who will be responsible for the coordination required with other related agencies for implementation and operation of the program.

The two clerical staff will provide necessary record keeping, typing and communication services for the Community Youth Leaders, youths' school, parents and other appropriate agencies.

The qualifications for Community Youth Leaders are enunciated in the attached job description for the position. All Community Youth Leaders must be indigenous to the central city area encompassing the police districts three through nine. They should be at least 21 years of age; possess a high school diploma or its equivalent; must have a minimum of one years experience in child related work; and must be able to perform the requisite duties of the position.

ST. LOUIS HIGH IMPACT ANTI-CRIME PROGRAM
Evaluation Component - Home Detention Program
(S-MP5-72-c2)

I. Objectives Specified in the Project Grant Application, Measures of Effectiveness, Data Requirements

A. Objective 1 - To keep the youths assigned to the project as trouble free and as available to the court for further study as those in the Detention Center.

1. Measures of Effectiveness

In order to evaluate this objective four different groups of youths will be examined and compared. These groups¹ will be: Home Detention Program (HDP) youths; youths in secure detention during the operation of the HDP (hereafter referred to as group SD); a sample of youths predating the HDP who were brought to the attention of the court and released to parents prior to their court hearing (hereafter referred to as group PR); and a sample of youths whose contact with the Juvenile Court predates that of the HDP (hereafter referred to as Group BH). The project grant specifies goals of 95% absence from further arrests for HDP youths while on the program, 95% absence of absconding from the program, and 95% absence of formal complaints from school authorities or from parents. The following measures of effectiveness will be calculated²:

- a. offenses per child care day during detention³
- b. Impact offenses per child care day during detention
- c. percent of youths committing offenses during detention

¹A more complete discussion of these groups is specified in Section III below.

²It is unlikely that data will be available to calculate measure (a) for PR and BH groups.

³Detention period for HDP youths is defined as that time spent in the HDP. For comparison group SD it is that time spent in the Detention Center prior to their court hearing and for comparison group PR it is that time spent with parents or other responsible adults in lieu of secure detention prior to their court hearing. For comparison group BH it is the time prior to their court hearing spent with parents in lieu of secure detention or the period spent in the Detention Center. The latter would apply to youths not released to their parents or other responsible adults.

- d. percent of youths committing Impact offenses during detention
- e. attendance rate at court appointments with Deputy Juvenile Officers, Hearing Officers or Judge, (attendance rate equals total appointments attended divided by total appointments scheduled for all youths); and, separately, the attendance rate at other appointments (e.g., clinic or psychiatric appointments), calculated in a parallel manner
- f. percent absconding from the HDP
- g. percent of HDP cases for which a formal complaint from parents is received; and, separately, percent with a formal complaint from school officials

2. Data Requirements

- a. for each of the four groups, a record of all offenses committed during detention and a record of attendance at court or other appointments
- b. for the HDP youths, a record of any incidents of absconding from the HDP and of formal complaints received from parents or schools

B. Objective 2 - To provide an intensive type of supportive supervision to the youths assigned to the program.

1. Measures of Effectiveness

In order to evaluate this objective several measures of effectiveness will be calculated for HDP youth and then compared with the program goals of providing close daily contact including three visits during which the Community Youth Leader(CYL) sees the youth. (These kinds of visits are referred to in the grant as "eyeball" visits. Here they will be called in-person visits.) The measures of effectiveness will be:

- a. average number of in-person contacts with CYL per case day (total number of in-person contacts made divided by total child care days for HDP)
- b. for each HDP youth, the percent of days when three or more in-person visits were made by CYL
- c. percent of HDP youths who have been helped by CYL in securing a job; and, separately, the percent helped to remain in or return to school

2. Data Requirements

- a. for each HDP youth, a dated record of all in-person contacts with CYL (to be recorded on Form HDP-2, Column 1)
- b. for each HDP youth, documentation of encouragement or help given by CYL in securing youth a job, getting youth into school or keeping youth in school (to be recorded on Form HDP-1)

C. Objective 3 - To provide a liaison with the youths, their parents, the schools, and other appropriate community services.

1. Measures of Effectiveness

- a. average number of contacts CYL has with parents, school or other agencies, per case (total CYL contacts divided by total HDP cases during evaluation period⁴)
- b. average number of contacts CYLs have with parents, school or other agencies per case day (total CYL contacts divided by total number of HDP child care days during evaluation period)
- c. average number of different types of contacts made by CYL per case. A listing of types of contacts to be considered is given on Form HDP-2.

2. Data Requirements

For each HDP youth a dated record of all contacts CYL made with parents, school or other agencies, to be based on data collected on the attached Form HDP-2, excluding Column 1 information.

II. Benefits Implied by the Project Grant, Measures of Effectiveness, Data Requirements

A. Benefit 1 - To provide an economical alternative to secure detention

1. Measures of Effectiveness

- a. child care cost in HDP
- b. child care cost in secure detention

⁴The evaluation period begins at the beginning of the grant period and ends eight weeks prior to the time of the refunding decision.

2. Data Requirements (for evaluation period)
 - a. number of child care days for HDP
 - b. cost of HDP
 - c. number of child care days for secure detention
 - d. cost of secure detention

- B. Benefit 2 - To reduce overcrowding in the Detention Center
 1. Measures of Effectiveness
 - a. percent of days on which the total number of detained youths (those in secure detention plus those in the HDP) exceeded Detention Center capacity
 - b. percent of the Detention Center overload handled by the HDP
 - c. average daily enrollment in the HDP

 2. Data Requirements
 - a. daily record of the number of youths in HDP
 - b. daily record of the number of youths in the Detention Center
 - c. Detention Center capacity

- C. Benefit 3 - To reduce recidivism of those youths accepted into HDP
 1. Measures of Effectiveness

In order to evaluate this objective the following measures of effectiveness will be calculated for a sample of HDP youths and for group BH youths:

 - a. referral recidivism rate, calculated on the basis of juvenile court referrals (total number of referrals divided by number of youths)
 - b. recidivism rate for non-juvenile status offenses
 - c. recidivism rate for Impact crimes only

 2. Data Requirements
 - a. court referral records for HDP youths for the year after leaving the HDP and for the time prior to their first enrollment in the HDP
 - b. court referral records for group BH youths for the year following the date at which it is assumed they were comparable to the HDP youths, and for the time prior to this selection date

III. Methods of Analysis

Description of the Comparison Groups Used

Comparison Group SD consists of all juveniles held in the Detention Center during the evaluation period.

Comparison Group PR consists of a random sample of fifty youths released to their parents, or other responsible adult, in lieu of secure detention prior to the beginning of the HDP. This sample will be drawn by the Evaluation Unit.

Comparison Group BH consists of a sample of fifty youths pre-dating the HDP whose background characteristics most nearly approximate those of the HDP youths currently enrolled. The adequacy of such a sample requires testing to determine the extent to which characteristics can distinguish HDP youth from other youths. This sample will be drawn by the Evaluation Unit.

IV. Project History Log

The project director is required to maintain an up to date Project History Log containing news clippings regarding the HDP and summaries of any events significant to the operation of the program (e.g., personnel changes, lack of necessary supplies) which might affect the outcome of the program. The Log should also include a discussion of the possible impact that other programs operating locally might have on the results of the HDP.

V. Other Information to be Gathered

The project will make available to the Evaluation Unit information regarding the CYLs. Specifically, that information shall be: date of employment with HDP, background information (age, education, employment history), reason for termination (if terminated), and an indication of the similarity of the CYL and his or her caseload in terms of sex and race. In addition, a narrative statement regarding the selection and training of the CYLs shall be submitted.

It is anticipated that background information on HDP youths and other comparison groups, as well as court contact records on relevant individuals, will be available through the Juvenile Court Information System and will not necessitate HDP staff time.

VI. Data Responsibilities

Two data forms which indicate most of the data required from the HDP staff are attached to this evaluation component. Both of these forms should be kept up to date and available to the evaluation staff. Other information to be obtained from the HDP (namely, cost figures for the HDP and secure detention, capacity figures for secure detention, the Project History Log, and information on CYLs) is to be available to the evaluation staff eight weeks prior to the end of the award period. The evaluation staff will be responsible for the analysis of the data submitted.

Youth's Name

Please clip off corner
when submitting to
MLEAC Evaluation Unit

Juvenile Court Case Number: _____

Birth Date: _____

Date of Entry to HDP: _____ Date of Exit from HDP: _____
Total number of days in HDP: _____

Number of days in secure detention prior to joining HDP: _____

Reason for termination from HDP: (check one)
Warrant Refused (W/R) _____
Placed on Probation (01) _____
Committed to State Institution (02) _____
Committed to County Institution (03) _____
Case Dismissed by Court (04) _____
Returned to Detention by CYL (05) _____
Released from Program by Probation Office (06) _____
Committed New Offense while in Program (07) _____
(List New Offense: _____)

Were any formal complaints about juvenile's behavior received by HDP
or DJO from the parent(s) while youth was in the HDP? Yes ___ No ___

Were any formal complaints about juvenile's behavior received by HDP
or DJO from school officials while youth was in HDP? Yes ___ No ___

Did the juvenile abscond from the HDP? Yes ___ No ___

Attendance at court appointments:
Youth attended ___ of ___ court appointments with DJO, Hearing
Officers or Judge while in HDP
Youth attended ___ of ___ other appointments (clinic appointment,
medical or psychiatric appointment)

Did CYL help youth find a job? Yes ___ No ___
If yes, date this is documented in CYL records: _____

Did CYL help youth return to, or stay in, school? Yes ___ No ___
If yes, date this is documented in CYL records: _____

Was youth in school at beginning of enrollment in HDP? Yes ___ No ___

Has youth previously been in HDP? Yes ___ No ___
If yes, date of previous entry to HDP: _____

Did youth stay in a group home while in HDP? Yes ___ No ___

Was youth enrolled in any special programs by HDP staff? Yes ___ No ___
If yes, list (e.g., Police Youth Corps, SWAP, YMCA) _____

Did youth first enter the HDP as a Post-Disposition case? Yes ___ No ___

Did youth remain in HDP after a formal disposition? Yes ___ No ___
If yes, date of this disposition: _____

STATISTICAL REPORT
 Home Detention Program
 St. Louis Juvenile Court

Month of _____ 19__

1	2	3	4	5	6	7	8	9	10	11	12	Name of CYL
												Is Attending School
												No Prior Detention Admissions
												Used Group Home
												Used Own Home
												Reason for Termination
												Number of Days in Home Detention
												Date Terminated From Home Detention
												Date Admitted to Home Detention
												Number of Days in Inside Detention
												Previously in Program
												Present Age
												Date of Birth
												Sex
												Charge or Offense
												Name
												Last
												First
												Middle

SUPPLEMENTARY STATISTICAL DATA
HOME DETENTION

Month _____, 19__

INSIDE DETENTION POPULATION FOR EACH DAY OF MONTH

1 _____	5 _____	9 _____	13 _____	17 _____	21 _____	25 _____	29 _____
2 _____	6 _____	10 _____	14 _____	18 _____	22 _____	26 _____	30 _____
3 _____	7 _____	11 _____	15 _____	19 _____	23 _____	27 _____	31 _____
4 _____	8 _____	12 _____	16 _____	20 _____	24 _____	28 _____	

NUMBER OF NEW DETENTION ADMISSIONS DURING MONTH _____

NUMBER OF RELEASES DURING MONTH _____

NEW DELINQUENCIES IN DETENTION (Explain) _____

CODING FOR PRIOR PAGE

USE CODE NUMBER MOST APPROPRIATE FOR EACH PERSON ADMITTED

Charge or Offense

- | | |
|----------------------------|---|
| 01 Assault | 11 Liquor Laws |
| 02 Arson | 12 Sex Crime |
| 03 Shoplifting | 13 Homicide |
| 04 Auto Theft | 14 Traffic |
| 05 Theft | 15 Checks (fraud) |
| 06 Destruction of Property | 16 Possession or Receiving
Stolen Property |
| 07 Runaway | 17 Disorderly Conduct |
| 09 Drugs | 18 Held for Probation Officer |
| 10 Breaking and Entering | 19 Other |

Reason for Termination

- 01 Placed on Probation
- 02 Committed to State Institution
- 03 Committed to County Institution
- 04 Case Dismissed by Court
- 05 Returned to Detention by CYL
- 06 Released from Program by Probation Officer
- 07 Committed New Offense while in Program
(Explain on back of form)

MISSOURI HILLS WORK SKILLS
DEVELOPMENT PROGRAM

ST. LOUIS

PROJECT SUMMARY

PROJECT TITLE: Missouri Hills Work Skills Development Program

GRANT NUMBER: S-MP 37-72-C4

PROJECT OBJECTIVE: To provide institutionalized youths with work experience and marketable job skills that will sustain them in the community upon release.

PROJECT DIRECTOR: Winston J. Miller

HOST AGENCY: St. Louis Department of Welfare
13300 Bellefontaine Road
St. Louis, Missouri 63138

DATE OF AWARD: 22 February 1973

PERIOD OF AWARD: 1 April 1973 - 1 February 1975

FUNDING: Federal Share: \$26,000.00
Local Share: 9,354.58
Total Project Amount: \$35,354.58

This program will employ two work study counselors to locate jobs or training placements for the youthful offenders. The concept will include on-the-job training, formal schooling or various work study combinations of same. While still institutionalized, youths will be placed in the aforescribed positions. After a two-to-three-month time frame, those youths who have successfully developed the required work skills will be placed in the community with close followup supervision.

I. Description of the problem

One of the most pressing problems in the field of juvenile corrections today is providing youngsters with marketable job skills so they can enter the labor market when released from an institution and returned to the community. It is a well established fact that the recidivism rate for institutionalized juvenile offenders is far too high and that many would not return to crime if they had marketable job skills and a promising job in their future.

Most all of the juveniles committed to Missouri Hills have not been successful in the normal school system, but our experimental work training program has been highly successful. Proper expansion of this work training program offers great promise in reducing the high inter-city crime rate for juvenile offenders.

II. Specific objectives

The specific objectives of the work training and job skills program is to provide institutionalized youths with work experience and marketable job skills that will sustain him in the community upon release from institutional care. Two work study counselors will locate jobs or training placements for the youngsters. The concept of training is broadly conceived and would include on-the-job training, formal education or various work study combinations. Boys will be placed in these positions while at the institution. After two to three months of successful progress in the work skills development program the boys will be placed in the community with close follow-up supervision. While in the community, boys will be supported with tuition, transportation and maintenance allowance.

It is estimated that the first six months of the program would develop training plans for about twenty boys at the institution. A highly specialized training plan would be developed for each trainee. This plan would require the cooperation and involvement of the staff, social workers, educational personnel, work project director, the aftercare worker, the trainee and his family. This specific plan may include tuition, transportation and maintenance allowance. It is anticipated that approximately twenty trainees would be involved in this program during the first six months of program operation.

III. Methods and techniques

Since Missouri Hills is already operating an experimental work program it is a simple matter to expand it with additional funds. Expansion plans will be implemented as soon as Missouri Law Enforcement Assistance Council (M.L.E.A.) funds are received. A full time director of the

work program will be employed who will develop work training placements and place suitable youngsters in these positions.

Through the experimental work program now in operation, several work training methods have been identified. These methods include:

1. An on-campus work program is currently in operation. Thirty-four jobs have been created on the grounds of the institution. These jobs range in difficulty from food service to clerical. Each job classification has its own pay scale and promotional opportunities. Boys interested in work can apply for these jobs. The on-campus work program is a good way of testing a youngsters work skills and motivation for outside employment. Boys who function successfully in the on-campus work program are eligible to move into a more advanced work or training program.
2. An off-campus work skills training program is already partially operationalized. Youngsters continue to live on campus but are transported daily to various training centers in the city. A variety of agencies are utilized depending on the individual needs of the youngster in question. Some of the training programs that have been used are Vocational Rehabilitation Services, Jewish Vocational Rehabilitation Program and N.Y.C. M.L.E.A. funds under this grant would expand training possibilities to private educational training programs that charge tuition, e.g., several youngsters might be enrolled in Bailey Technical School.
3. An off-campus on-the-job work program is partially in operation and could be expanded with additional funds. Youngsters continue to live on campus and are transported daily to their respective places of employment. At the present time about six youngsters are currently employed at full time jobs in the community. Most of these jobs are in the food service field but additional staff will permit us to expand the job options as well as involve a greater number of boys in the program.

M.L.E.A. funds provided under this grant would permit more youngsters to learn work skills by developing a wage supplement system with private employers. M.L.E.A. funds would be used to supplement wages until the trainee developed his skill to a point where the wage supplement was no longer needed.

4. The major problem encountered in the work training program encountered to date is the youngster's home situation. As long as the child remains on campus he usually has a positive work or training record, e.g., he always gets to work on time because he is transported by institutional staff. His work performance during the day is generally satisfactory because institutional staff check with his supervisor at the end of the shift. The youngster is constantly aware he is being checked on and may lose his work position if his performance is unsatisfactory.

The major problem in the work experience program is that too many boys lose their work or training positions shortly after they return to their own home. The family is unable or not interested in providing this intensive supervision necessary to insure the success of the work or training program, e.g., no one gets the youngster up on time to go to work or questions his remaining at home when he should be working.

In order to insure the continued success of the work or training program the youngster should be released from the institution to the community but should be placed in foster homes where dependable and stable substitute parents would provide the necessary supervision to insure the success of the work or training plan.

It is difficult to recruit foster care families for teenage boys, especially from a minority group. However, if foster care pay rates are high and an active recruitment program is developed, it is possible to develop homes that would care for one to five youngsters for a temporary period of time.

The grant budget proposal indicates an allocation of \$3,360.00 for transportation of trainees. These funds would be used to pay transportation costs of youngsters from their own homes or foster homes to their place of training or employment. Twenty boys could receive \$28.00 per month transportation allowance. A bus pass in the city costs about \$7.00 per week.

The proposed budget reflects operational training costs of \$13,360.00. These monies will be used for tuition, wage subsidies and maintenance costs. The major portion of the funds will be used to pay maintenance costs of boys placed in foster care. This budget will be used as follows:

- a. Tuition \$700.00 - two to four boys could be placed in private industrial training schools.
- b. Wage subsidy \$2,050.00 - three to five boys could be placed in a wage subsidy work experience program with a gradual decreasing subsidy amount as the boys develop work skills and responsibility.
- c. Maintenance \$10,500.00 - ten youngsters could be maintained in a foster care program. Foster parents would be paid at a rate of \$175.00 per month per child. This rate would cover food, clothing and supervision.

IV. Evaluation

I) Objectives Specified in the Project Grant, Measures of Effectiveness, Data Requirements.

- A. Objective 1 - To provide work and training experience for 40 boys a year and thus improve the employment/training success rate during the period of community placement.
 - 1. Measures of Effectiveness
 - a. number of boys for whom jobs or training positions are secured, given by type of position, average tenure in position and reason for termination.
 - b. percent of boys in Work Skills Program who still have a job or training placement 6 months after the date of community placement compared to a similar figure computed for a group of boys previously released from Missouri Hills and not on the Work Skills Program
 - 2. Data Requirements
 - a. records of job/training placements giving beginning and ending dates and reason for termination for boys in the Work Skills Program

- b. records of community placement dates for Work Skills youths
 - c. records of employment termination for a group of boys released from Missouri Hills prior to the Work Skills grant
- B. Objective 2 - To provide weekly contact by the Aftercare staff with each boy in the Work Skills Program and also to provide weekly contact with the substitute families in those cases in which the boy is assigned to a community home.
- 1. Measures of Effectiveness
 - a. average number of contacts per month per Work Skills youth by Aftercare workers
 - b. average number of contacts per month per community home family by Aftercare workers
 - 2. Data Requirements

record of contacts made by Aftercare workers with each Work Skills youth and with each community home family
- C. Objective 3 - To achieve a recidivism rate among the Work Skills youths which during the first six months of community placement is below that of youths released from Missouri Hills prior to the initiation of this grant, with the community home boys showing a recidivism rate lower than other Work Skills boys.
- 1. Measures of Effectiveness
 - a. percent of Work Skills boys with referrals during the first six months of community placement, given separately for Impact and non-Impact referrals, and for dismissed and non-dismissed referrals compared to similar percents for a previously released group of boys.
 - b. percent of community home boys with referrals during the first six months of community placement, given separately for Impact and non-Impact referrals and for dismissed and non-dismissed referrals compared to similar percents for all other Work Skills boys.

2. Data Requirements

dated referral records for all Work Skills boys and for a group of boys previously released from Missouri Hills

- D. Objective 4 - To provide a total treatment program (residence at Missouri Hills, involvement in the Work Skills program and supervision under community placement) which is an economical alternative to previous per boy costs at Missouri Hills.

1. Measures of Effectiveness

average cost per boy who is in the Work Skills program of the entire Missouri Hills treatment program compared to average per boy costs for the treatment program previous to the Work Skills grant

2. Data Requirements

- a. yearly budget figures for Missouri Hills, for the Aftercare program and the Work Skills program
- b. for each Work Skills youth and for a group of boys previously released from Missouri Hills, the number of days spent on the Missouri Hills campus, the number of days in the Aftercare program and the number in Work Skills program, where those are applicable

II) Additional Data Required

Additional data useful for evaluation purposes is included on the attached forms A, B, and C to be completed for all boys in the Work Skills program.

Also, records of work-study efforts prior to the beginning of this grant indicating number of boys for whom jobs were found, types of positions held and duration of jobs would be useful in documenting the additional resources under the Work Skills Grant.

III) Methods of Analysis

Description of comparison groups. Previously released groups of boys used in comparison with Work Skills youths will be those youths examined in the initial Aftercare study - that is

a group of 100 boys, 50 of whom received no Aftercare services and 50 of whom did receive Aftercare services.

IV) Project History Log

The project director will maintain an up-to-date Project History Log containing any news clippings regarding the Work Skills program and summaries of any events significant to the operation of the program (e.g., personnel changes, resistance to placement of youths in community homes) which might affect the outcome of the program. The Log should also include a discussion of the possible impact that other programs operating locally might have on the Work Skills program.

V) Data Responsibilities

The Missouri Hills staff is responsible for the completion of forms A, B, and C for all youths entering or leaving Missouri Hills since May 1, 1973 and for form C (at a minimum) for all boys on community placement on May 1. Forms A, B, and C on all Work Skills boys will thereby be available to the evaluation unit in addition to forms on non-Work Skills youths for use in the evaluation of the Aftercare Program.

Forms should be available to the Evaluation Unit shortly after their scheduled completion date (see each form for a definition of the event in a boy's Missouri Hills career which defines the scheduled completion date.)

The Evaluation Unit will be responsible for the analysis of all data submitted.

FORM A
To Be Completed On All Boys
At Time Of Admission To
Missouri Hills

Boy's Name: _____

MISSOURI HILLS AFTERCARE RESEARCH PROJECT
INDIVIDUAL DATA SHEET
HIGH IMPACT EVALUATION UNIT

Missouri Hills Number: / / / /

Juvenile Court Number: / / / /

Date of Birth: / /
 Mo. Day Year

Date of most recent admission to Missouri Hills: / /
 Mo. Day Year

Was most recent admission a return from community placement? Yes No

Boys living arrangement at time of admission to Missouri Hills--living with:

- 1=mother only
- 2=father only
- 3=both parents
- 4=parent and stepparent
- 5=relatives
- 6=other (specify: _____)

Address of this residence: _____

Family yearly gross income:

- 1=under \$2,999
- 2=\$3,000 to \$4,999
- 3=\$5,000 to \$6,999
- 4=\$7,000 to \$8,999
- 5=\$9,000 or more

Number of siblings in the natural family at time of admission:

Number of siblings with Juvenile Court Referrals:

School grade level at time of admission to Missouri Hills:
(Code SP if special or ungraded)

Previous Institutional or Foster Home Placement

<u>Name of Institution</u>	<u>Date Admitted</u>	<u>Date Released</u>
_____	<u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u>	<u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u>
_____	<u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u>	<u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u>
_____	<u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u>	<u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u> <u> </u> / <u> </u> / <u> </u>

Number of previous Juvenile Court Referrals: _____

Date and offense(s) for each referral:

<u>MONTH</u>	<u>DAY</u>	<u>YEAR</u>	
/ /	/ /	/ /	_____
/ /	/ /	/ /	_____
/ /	/ /	/ /	_____
/ /	/ /	/ /	_____
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/ /	/ /	/ /	_____
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/ /	/ /	/ /	_____
/ /	/ /	/ /	_____
/ /	/ /	/ /	_____
/ /	/ /	/ /	_____

Note anything unusual about this case: _____

FORMS

To Be Completed For All
Boys At Time Of
Community Placement

Boy's Name: _____

MISSOURI HILLS AFTERCARE RESEARCH PROJECT
INDIVIDUAL DATA SHEET
HIGH IMPACT EVALUATION UNIT

Missouri Hills Number: / / / / Juvenile Court Number: / / / /

Number of runs lasting over one day during most recent Missouri Hills stay: / /

Total number of days missing while on run: / / /

Did youth join the Work Skills Program? Yes No

If yes, give date joined: / /
Mo. Day Year

Date of Community Placement: / /
Mo. Day Year

On-Campus jobs held while in residence:

Position	Date Began	Date Terminated	Total Hours Worked	Reason* Terminated
1. _____	<u> </u> / <u> </u> / <u> </u>	<u> </u> / <u> </u> / <u> </u>	<u> </u>	<u> </u>
2. _____	<u> </u> / <u> </u> / <u> </u>	<u> </u> / <u> </u> / <u> </u>	<u> </u>	<u> </u>

*Termination Codes:
 1=Quit
 2=Fired
 3=Transferred to new job
 4=Runaway
 5=Community Placement
 6=Job Terminated
 7=Other (write reason: _____)

At the time of community placement did youth return to the same home from which he came at time of admission to Missouri Hills, that is:

a. Is at least one parent figure who lived with the boy at the time of the boy's admission to Mo. Hills still living in the home to which the boy is returning?

NO Was the boy placed: in a community home
 with relatives
 in a group home
 other (specify: _____)

CONTINUED

2 OF 4

YES

Has a second parent figure living with the child at the time of the child's admission to Mo. Hills now left the home? Yes No

Has a second parent figure not living with the child at the time of the child's admission to Mo. Hills now joined the home? Yes No

Is the home to which the boy returned located at the same address as the one he was in at the time of admission?

Yes

No New address: _____

OFF CAMPUS JOBS FELD WHILE IN RESIDENCE

Position Held	Name of Firm	Inclusive Dates for Information	Hours Per Week Employed	Total Hours Worked	Pay Rate (Per Hr.)	Maintenance and Transp. paid, if any	Reason*
1. _____	_____	___/___/___/___ to ___/___/___/___	___/___	___/___	\$ _____	_____	_____
2. _____	_____	___/___/___/___ to ___/___/___/___	___/___	___/___	\$ _____	_____	_____
3. _____	_____	___/___/___/___ to ___/___/___/___ Mo. Day Year Mo. Day Year	___/___	___/___	\$ _____	_____	_____

NOTE: Use Multiple Lines for a Single Job if there is a change in Status for Job--such as an increase in hours per week employed

*Termination Codes

- 1=Quit
- 2=Fired
- 3=Transferred to a new job; found a job
- 4=Training Completed
- 5=Other (give job or training number and reason: _____)

OFF CAMPUS TRAINING PROGRAM WHILE IN RESIDENCE

Skill for which being Trained	Training Site	Date Began	Date Ended	Did Youth Complete Training?	Amt. Tuition Paid, if any	Maintenance and transp. pd., if any	Reason*for Termination
1. _____	_____	___/___/___/___	___/___/___/___	_____	\$ _____	_____	_____
2. _____	_____	___/___/___/___	___/___/___/___	_____	\$ _____	_____	_____
3. _____	_____	___/___/___/___ Mo. Day Year	___/___/___/___ Mo. Day Year	_____	\$ _____	_____	_____

NOTE: IF YOUTH is to continue on a job or training program after his community placement, leave date ended and reason for termination blank. List this position again on FORM C.

Was a Community home used before community placement? No Yes

If yes, give beginning date and ending date, if that has occurred:

____/____/____ to ____/____/____

School grade level at time of community placement:
(code SP if special or ungraded class)

I.O., if known _____

Test used to determine: WISC _____ Binet _____ L.T. _____
Other _____ (write name: _____)

At time of community placement, release plans call for:

1=Full Time Work
2=Full Time School
3=Full Time School and Part Time Work
4=Special Training Program (explain: _____)

Ratings

a. Boy's program activity involvement while at Missouri Hills. (Consider degree of program involvement such as cottage life, school, work, recreation, etc. - exclude negative activity.)

Poor _____ Fair _____ Average _____ Good _____ Superior _____

b. Boy's leadership qualities while at Missouri Hills (Consider cottage life, school, recreation, work, etc. Leadership includes both positive and negative aspects) (Circle one)

Leader 1 2 3 4 5 Follower

c. Boy's change in value structure while at Missouri Hills. Consider values of dependability and honesty. (Circle one)

Positive change 1 2 3 4 5 Negative change

d. Boy's development of interpersonal relationship skills while at Missouri Hills. Consider skills in relating to adults in an acceptable manner. (Circle one)

Positive change 1 2 3 4 5 Negative change

e. Boy's overall adjustment rating while at Missouri Hills. Consider all aspects of adjustment such as self understanding, impulse control, school progress, etc.

Poor _____ Fair _____ Average _____ Good _____ Superior _____

f. Rate the quality of family life of the boy's family he lives with at the time of community placement. Quality of life includes: housing, adequate income, ability of parents to supervise children in a healthy manner (Circle one)

Positive quality 1 2 3 4 5 Negative quality

g. Estimate the number of offense related court referrals you would expect this boy to get in his first six months of community placement (Circle one)

0 1 2 3 4 or more

Name of Institutional Social Worker: _____

Note anything unusual about this case on back of this sheet.

FORM C
To Be Completed
6 Months After
Community Placement

Boys Name: _____

MISSOURI HILLS AFTERCARE RESEARCH PROJECT
INDIVIDUAL DATA SHEET
HIGH IMPACT EVALUATION UNIT

Missouri Hills Number: / / / / Juvenile Court Number: / / / /

Was community placement ever revoked? Yes No

If yes, give date: / / / / / / / /

and reason: _____

Were aftercare services ever terminated? Yes No

If yes, give date: / / / / / / / /

and reason: _____

Has youth left the Work Skills program? Yes No Never in program

If yes, give date: / / / / / / / /

and reason: _____

Was a community home used during the period of community placement? Yes No

If yes, give inclusive dates: / / / / / / / / to / / / / / / / /

If community home placement was terminated, give reason: _____

Is youth living at same address with the same parent figure as he was at the time of community placement?

Yes

No If no, indicate new address, if applicable: _____

and change in parental figure (e.g., father left, mother returned, moved from community home to home of natural parents): _____

JOB RECORD SINCE DATE OF COMMUNITY PLACEMENT

Position Held	Name of Firm	Inclusive Dates for Information	Hours Per Week Employed	Total Hours Worked	Pay Rate (Per Hour)	Maintenance and Transp. paid, if any	Reason* Terminated
1. _____	_____	_____ to _____	____/____/____	____/____/____	\$ _____	_____	_____
2. _____	_____	_____ to _____	____/____/____	____/____/____	\$ _____	_____	_____
3. _____	_____	_____ to _____	____/____/____	____/____/____	\$ _____	_____	_____

NOTE: Use Multiple Lines for a Single Job if there is a change in Status for Job--such as an increase in hours per week employed.

* Termination Codes
 1=Quit
 2=Fired
 3=Transferred to a new job; found a job
 4=Training Completed
 5=Other (give job or training number and reason: _____)

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TRAINING AND SCHOOL RECORD SINCE DATE OF COMMUNITY PLACEMENT

Skill for which being Trained	Training Site/School	Date Began	Date Ended	Full or Part Time?	Amt. Tuition Paid, if any	Maintenance and transp. pd., if any	Did Youth Complete Training?
1. _____	_____	____/____/____ to ____/____/____	____/____/____	_____	\$ _____	_____	_____
2. _____	_____	____/____/____ to ____/____/____	____/____/____	_____	\$ _____	_____	_____
3. _____	_____	____/____/____ to ____/____/____	____/____/____	_____	\$ _____	_____	_____

CONTACTS BY WORK SKILLS STAFF

	<u>Number of Contacts with Youth</u>	<u>Number of Contacts with employer or Training Supervisor</u>	<u>Number of Contacts with Others</u>
During the first 2 months of community placement	_____	_____	_____
During 3rd and 4th month of community placement	_____	_____	_____
During 5th and 6th month of community placement	_____	_____	_____

CONTACTS BY THE AFTERCARE STAFF

	<u>Number of Contacts with Youth</u>	<u>Number of Contacts with Family</u>	<u>Number of Con- tacts w/others</u>
<u>Prior to community placement</u> <u>During youth's community</u> <u>Home placement.</u>	_____	_____	_____
During first 2 months of community placement	_____	_____	_____
During 3rd and 4th month of community placement	_____	_____	_____
During 5th and 6th month of community placement	_____	_____	_____

Note anything unusual about this case: _____

Name of Aftercare Worker: _____

Date form completed: _____

RECIDIVISM (List all referrals to the Juvenile Court during the first 6 months of Community Placement)

Referral 1
Date of Referral: / / / / / / / / / /
Alleged Offense(s): _____
Date of alleged offense: / / / / / / / / / / (Check here if unknown:)
Disposition: _____

Referral 2
Date of Referral: / / / / / / / / / /
Alleged Offense(s): _____
Date of alleged offense: / / / / / / / / / / (Check here if unknown:)
Disposition: _____

Referral 3
Date of Referral: / / / / / / / / / /
Alleged Offense(s): _____
Date of alleged offense: / / / / / / / / / / (Check here if unknown:)
Disposition: _____

Referral 4
Date of Referral: / / / / / / / / / /
Alleged Offense(s): _____
Date of alleged offense: / / / / / / / / / / (Check here if unknown:)
Disposition: _____

NEW PRIDE

DENVER

PROJECT SUMMARY

PROJECT TITLE: New Pride

GRANT NUMBER: 72-IC-0066

PROJECT OBJECTIVE: To effect a 40% reduction in the recidivism rate of participating youth by providing counseling and through multi-media in an effort to improve self-image, self-worth and work ethics by developing the skills necessary for obtaining and retaining jobs.

PROJECT DIRECTOR: Tom James
Inner-City Red Cross
2801 Downing Street
Denver, Colorado 80206

HOST AGENCY: Denver Juvenile Court
City and County Building
Denver, Colorado 80202

DATE OF AWARD: 1 June 1973

PERIOD OF AWARD: June 1, 1973 - May 31, 1974

FUNDING: Federal Share: \$115,237
Local Share: \$ 41,298
Total Project Amount: \$156,535

Project New Pride is a community based program designed for those youths with a record of recidivism, directly referred by Juvenile Court Probation Counselors. It is a work study program, which employs all participants and provides services to reintegrate them into the community and the public schools. Some of the services supplied are as follows: tutoring, counseling, job skill training, employment and subsequent job placement. Sixty High Impact youths will be trained and employed per year. These participants will be divided into groups of twenty and will be trained by the project for a period of three months. At the end of the three months they will be placed in jobs and returned to public schools.

PROJECT DESCRIPTION

Project PRIDE is a community based program designed to effect a 40% recidivism reduction rate in relationship to the base recidivism rate for 60 program participants (Robbery, Assault, Burglary), who are on probation. Only those youth with a record of recidivism (two or more convictions) will be admitted to the program, through direct referrals from Juvenile Court Probation Counselors. Project PRIDE will effect the rehabilitation of high Impact target juvenile probationers by providing tutoring, counseling, cultural education, job skill training, employment, and subsequent permanent job placement. Project PRIDE is a work study program, which employs all participants and provides various services which facilitates their reintegration into the public schools.

Project PRIDE will reach its goal of a 40% reduction in the recidivism rate of participating youth by providing counseling and through multimedia (i.e., films, lectures, field trips, etc.) and is designed to improve self-image, self-esteem, work ethics, and self-worth by developing the skills necessary for obtaining and retaining jobs. The use of tutors, counselors, cultural education, work-skill training, and employment is designed to close the gaps in basic educational deficiencies, to eliminate the corrosive effects of idleness, to stimulate new productive interests, and to effect a successful reintegration into the community and school system for youth who have been incarcerated.

Project PRIDE will employ and train sixty high Impact youthful offenders a year. The program participants will be divided into groups of twenty and will be trained by the project for a period of three months. At the end of three months they will be placed on jobs within the community while in public schools.

STATEMENT OF PROBLEM

The 1973 Denver Anti-Crime Council Crime Reduction Plan presents a descriptive analysis of the crime problem in Denver. Persons under 25 years of age account for 83% of all arrests for burglary in 1971. The largest single age group arrested for burglary was the 13-16 year old group with 38.6% of the total arrests. The next highest group was the 16-18 year olds with 20.3% of the total with Anglos providing 29.9%, Chicanos 38.4%, and Blacks 30.8% of those arrested.

As 73% of those arrested for burglary are 18 or under, an attempt was made to obtain additional data on juveniles detained in Denver Juvenile Hall for multiple felony offenses. Data was obtained from Juvenile Hall on March 9, 1973 on 87 juvenile offenders placed in Juvenile Hall by the Court. Out of a total of 87 juveniles, 24 were Black, 34 Brown and 29 White with 69% being minority. 73% of the sample were from families with incomes below \$6,000, 71% were from broken homes of which 68% had absent fathers. In addition, 44.8% were not attending school at the time of Juvenile Hall detention. During this one day period, March 9, 1973, juveniles were arrested for 10 burglaries, 4 assaults, 1 aggravated robbery, 4 auto thefts, and 8 other thefts involving more than \$100. It is projected from data during the months of February and March that Project PRIDE will achieve an intake of 60 burglary, assault, and robbery offenders for the 12 month period of the project.

In addition to the above characteristics, it was found that between July 1971 and June 1972, 858 referrals were made to Juvenile Court for burglary. Of that group, 34.4% were living with their mothers only and only 29.8% were living with both parents. In essence, over 70% were from broken homes or were from homes where one or more natural parents were absent. From an economic standpoint, the families earning \$5,000 to \$7,000 annually accounted for 35% of the total for juveniles arrested for burglary. The F.B.I. reports that 73% of juvenile referrals to the court were recidivists, with 11% having 9 or more previous referrals. Local data support these figures.

Finally, in excess of 47% of all families of juveniles referred to the court receive welfare assistance, pensions, social security, child support, or other social supportive incomes.

In addition, the Crime Reduction plan states that 42.4% of all offenders arrested for robbery were between the ages of 13 and 18 years, and of the youths referred to the juvenile court for robbery, more than 82% had been previously referred one or more times for other offenses.

Approximately 55% of the juvenile robbery offenders referred to the court came from homes with one or more natural parents absent and only 25% live with both natural parents.

In terms of family income, 17.8% of the juvenile referrals for robbery came from homes with incomes of between \$5,000 and \$7,000 annually, 22.9% from homes with incomes between \$3,000 and \$5,000, and 5.1% from homes with incomes of \$1,000 to \$3,000 per year.

In addition, 35.0% of the arrested and referred juvenile offenders had dropped out or been expelled from school, and 10% neither were working nor in school at time of referral.

In conclusion, the burglary and robbery juvenile offender once arrested and/or convicted has a high degree of recidivism with a history of a broken home, low family income, school failure, and residence in a high burglary and robbery target area, i.e., Park Hill, Capital Hill, Westwood, Marlee, Sun Valley, Speer and Five Points. The need to service these youth with intensive supervision, special education, and tutoring, counseling, vocational training, job placement as related to the development of a work ethic, and continued followup is apparent, in order to stem the progressive route toward recidivism.

EVALUATION

INTRODUCTION

This evaluation has been designed for two primary purposes: (1) To determine Project Pride's overall progress towards its objectives, and (2) To track the success of various components of Project Pride in providing interim indicators of its progress. Project Pride rests on the assumption that supportive counseling, on the job training, tutoring, cultural education, subsequent job placement, and follow-up services will significantly reduce re-arrests and thereby decrease the overall incidences of target High Impact crimes (burglary, robbery, and assaults). Therefore, a rigorous evaluation is an essential project component requiring each objective to be individually addressed and measured. A total of eight performance measures will be used to accomplish this purpose. These measures are described and explained in relationship to each of the following objectives:

I. PERFORMANCE MEASURES

OBJECTIVE I. REDUCE THE ESTABLISHED RATE OF RECIDIVISM BY 40% FOR A TOTAL OF 60 JUVENILE OFFENDERS, 14-17 YEARS:

- a. burglary offenders - 73% recidivism base
- b. robbery offenders - 82% recidivism base
- c. assault/robbery offenders - 82% recidivism base

MEASUREMENT 1: RECIDIVISM RATE AMONG PARTICIPANTS

According to 1971 Uniform Crime Reports, 73% of juveniles referred to court for burglary offenses can be expected to recidivate. In addition, Denver Juvenile Court statistics (July 1971-June 1972) indicate that 82% of the juvenile robbery offenders had one or more previous court referrals. In computing the mean of these two percentage rates, 78% can be derived. This percentage will be used as an estimate for the base recidivism rate of the target High Impact offenders participating in the program. In applying Project Pride intervention techniques with these offenders, a 51% reduction in the computed 78% base recidivism rate will be needed in order to achieve a 40% net reduction rate. This will result in 36 out of the total 60 juveniles not recidivating.

OBJECTIVE II. FACILITATE THE SUCCESSFUL REINTEGRATION OF YOUTH
BACK INTO HOME AND COMMUNITY BY 40%, i.e., BURGLARY,
ROBBERY AND ASSAULT RELATED TO ROBBERY OFFENDERS.

MEASUREMENT 2: APPROPRIATENESS OF PARTICIPANTS' TRAINING

Training participants in skills or procedures for which there is no need in the local economy will not contribute to project success. The project's success will depend upon the proper matching of participant training to job openings. The project, therefore, is to emphasize training in skills for which there are openings.

MEASUREMENT 3: EMPLOYERS' SATISFACTION WITH THE PROJECT

Project success will require that participating employers be pleased with the performance of the individuals placed with them by Project Pride. Monthly surveys are, therefore, to be made of employers' opinions as to the project's benefits. Open-ended questions designed to elicit this information will be asked and the responses are to be used by project personnel to evaluate their own efforts.

MEASUREMENT 4: EMPLOYMENT POWER OF EMPLOYERS ENLISTED IN THE PROJECT

Project success will depend upon enlisting the support and cooperation of employers with sufficient employment power to supply openings and advancement for future project participants as well as present ones. A small store may provide an admirable situation for one participant, but will have little capacity to absorb others. The purpose of the project, therefore, will be to establish job entry and career paths for the hard-to-employ as a regular and continuing feature of the local economy. Consequently, the emphasis ought to be on obtaining the support of large and influential firms where appropriate.

MEASUREMENT 5: PARTICIPANT MORALE

A good attitude among project participants is necessary to community reintegration. Periodic surveys are, therefore, to be made of participant opinion as to the juvenile's success with emphasis on sense of hope. Open-end questions designed to elicit this information will be asked of all participants, whether already placed or not. The responses to these questions are to be used by project personnel to evaluate their own efforts.

MEASUREMENT 6: JOB STABILITY

Project success will depend upon the degree to which project participants are not only employed but remain employed. It is considered

necessary that each participant be associated with Project Pride for 10 months from the date of his enrollment. If at the end of that time he has been and remains employed, his re-integration into society will be considered successful. Project success will be considered achieved if 40% of all participants have been and remain employed 10 months after their enrollment in the project. This is the most direct measure of the project's success, but it cannot be taken until well after the project's inception (eighteen months afterwards, in fact, if Group III enters the project the 8th month with 3 months of on-the-job training and 7 months actually employed in order to "graduate" from the project). Consequently, the other performance measures will serve as interim measures of the project's progress on a more frequent periodic basis.

MEASUREMENT 7: NUMBER OF ENROLLEES IN PROJECT

Project Pride provides supportive services, training, employment opportunities, and follow-up services for juvenile Impact offenders. Not all participants are expected to be successfully integrated into society. A participant must have been in the project for 10 months to be considered a "success". Thus, if the project's specific objective is to have 32 such "successes" (a 40% success rate) at the end of Group III's "graduation" from the project in the 18th month, it must have enrolled 60 total participants by the end of the 8th month; likewise, this level of enrollment must be maintained throughout the 12th calendar month of funding at least. However, in accordance with the project's 12 month funding period constraint, Group I's reintegration success rate will be used as an interim factor indicator of the reintegration progress of program participants. Therefore, at the completion of 12 months, 8 juveniles from Group I must have been in the project for at least 10 months to be considered a success. Expressed arithmetically, 24 "successes" is to the total 60 juveniles served as 8 "successes" would be to 20 juveniles (Group I).

MEASUREMENT 8: EDUCATIONAL ATTAINMENT

Among the supportive services provided by Project Pride, tutoring will be provided to juvenile Impact offenders with educational needs. The primary measure of this service will be the increase in grade level achievement in reading level. Testing prior to tutoring will serve as baseline data and average increases in grade level reading ability subsequent to tutoring will be determined.

II. DATA CRITERIA

A. Data Requirements

In the preceding section, the measurements of project success were described and explained. This section enumerates the data elements necessary for the calculation of these measurements. (Calculation described in Analysis Section)

1. NUMBER OF PROJECT PARTICIPANTS RECIDIVATING

The number of project participants who have recidivated in one of the Target High Impact offenses (burglary, robbery, and assault related to robbery) while still participating in Project Pride.

Recidivism is defined as juveniles who have been adjudicated by the court. A computer printout will be supplied on a weekly basis by Denver Juvenile Court to Pride of adjudicated juveniles.

2. NUMBER OF PARTICIPANTS TRAINED

Only participants trained in skills for which jobs have been discovered or created by project personnel are to be counted.

3. EMPLOYER SATISFACTION

Each month, the appropriate Project Pride specialist is to ask each employer associated with the project the following questions:

Question E-1: In general, are you satisfied so far with the performance of the people we have placed with you?

The responses to Question E-1 are to be categorized under three general headings: Positive, Neutral, and Negative. No effort is to be made to record the detailed shadings of the responses. After categorization, responses are to be weighted as follows:

3 = positive

2 = neutral

1 = negative

Question E-2: Have you been having any difficulties?
(If so) could you give us an idea of the problems you
have been having?

The responses to Question E-2 are to be recorded in as
much detail as possible and these data are to be used to
identify recurrent problems so that the project's efforts
with regard to follow-up services may be appropriately
modified where necessary.

4. NUMBER AND RELATIVE WEIGHT OF EMPLOYERS ENLISTED IN THE
PROJECT

- a. The number of employers whose cooperation has been en-
listed for Project Pride.
- b. Each employer is to be assigned a weighting factor to in-
dicate his relative economic power in the community. These
weights are to be assigned by Project Pride staff as follows:

1 = Small employer. Five or less openings available
for project participants.

2 = Medium sized employer. Between six and fifteen
openings available.

3 = Large employer. Sixteen or more openings available.

5. PARTICIPANT MORALE

Each month, every project participant, whether employed or
not, is to be asked the following questions by the appropriate
project specialist:

Question P-1: How do you feel about the project so far?
Do you feel it is helping you get going in the world?
The answers to Question P-1 are to be categorized under
three general headings: Positive, Neutral, and Negative.
No effort is to be made to record the detailed shadings
of the responses. After categorization, responses are
to be weighted as follows:

3 = Positive

2 = Neutral

1 = Negative

Question P-2: What sort of problems have you been hitting? Can you give us an idea of the difficulties you might be having?

The responses to Question P-2 are to be recorded in as much detail as possible and these data are to be used to identify recurrent problems so that project personnel can get a different viewpoint on their own work.

These questions are NOT to be presented as a formal interview. Instead, they are to be imbedded in the conversation about whatever the specialist thinks appropriate to the participant's concerns. Only in a casual setting will any worthwhile information be likely to be forthcoming. A formal interview will tend to make the participant nervous and very possibly lead him to tell the specialist what he thinks the specialist wants to hear, because he will feel that the specialist might be putting him on the spot.

6. NUMBER OF "SUCCESSFUL" PROJECT PARTICIPANTS

The number of participants who have participated in Project Pride for ten months or more.

7. NUMBER OF ENROLLEES IN PROJECT

The number of individuals enrolled in the project, including individuals in training programs as well as those already placed in jobs.

8. EDUCATIONAL ATTAINMENT

For those participants provided tutoring services, the average increase in grade level attainment in reading ability will be calculated.

B. Data Constraints

Evaluation data requirements have been chosen for their accessibility and reliability. All of the required information elements except for Employer Satisfaction and Participant Morale will be known to project specialists because they will be the outcome of those specialists' own work. The questions pertaining to Employer Satisfaction and Participant Attitude will be imbedded in one of the specialists' customary interviews with the employers and participants associated with Project Pride. This procedure will enable project staff to conduct the necessary periodic evaluations without spending large amounts of scarce time and money gathering evaluation data. As a result, no significant constraints

associated with either the existence, availability or cost of obtaining evaluation data are anticipated.

C. Data Collection and Management

All data for this project will be generated and updated internally. Weighting of data elements, where required, will be done by Project Pride specialists. Data elements are to be maintained manually at project headquarters and updated weekly and submitted quarterly to DACC.

Special forms for data entry will be provided. These are illustrated in the Appendix to this evaluation.

At intervals specified in Section III (Analysis), progress reports will be compiled from the data elements by the Project Director and Project Evaluation Consultant.

D. Data Validation

All the data requirements required for this evaluation are generated internally by project personnel and require that they attach subjective ratings to several of the elements. The advantages of this approach, as has been stated, are accessibility and ease of collection of the data. The disadvantage, however, is that which attends any process of self evaluation or rating: Where people's personal success is bound up with the success of their project, a powerful incentive is created to report progress, whether it exists or not. This is a hazard fundamental to any evaluation process and it is unrealistic to expect to eliminate it. It is possible, however, to guard against it by bearing it in mind when viewing the evaluation results. Therefore, evaluation results each month should be viewed with an eye towards identifying any progress curves that appear to be too steep. Occasional spectacular progress may be hoped for. Constant, modest progress is (hopefully) to be expected. But constant, spectacular progress is to be viewed as suspect. If progress reports indicate invariably that "things are getting better all the time", the situation will indicate a need for investigation at closer hand to see whether reality is truly being reflected.

III. ANALYSIS

A. Calculation of Measurements

The following section details the calculations which are to be performed on the data elements listed in Section II-A in order to arrive at measurements of project progress towards

its objectives. Interpretation of scores is discussed in Section III-C (Findings and Conclusions).

MEASUREMENT 1: RECIDIVISM RATE AMONG PARTICIPANTS

Divide Data Element #1 (Number of project participants who have recidivated) by the total number of participants enrolled in Project Pride at the time of measuring.

MEASUREMENT 2: APPROPRIATENESS OF PARTICIPANTS' TRAINING

Divide Data Element #6 (Number of Participants Trained) by the total number of jobs available.

MEASUREMENT 3: EMPLOYER SATISFACTION WITH THE PROJECT

a. Each response to Question E-1 (Page 7) is to be assigned a weight as instructed in Section II-A-7. Sum across all respondents and divide by the number of respondents.

b. Responses to Question E-2 (Page 8) are to be evaluated non-quantitatively. They are to be studied for the evidence of recurrent problems and used for the development of solutions to these problems.

MEASUREMENT 4: EMPLOYMENT POWER OF EMPLOYERS ENLISTED IN THE PROJECT

a. The total number of employers enlisted.

b. The weighted total indicating employer employment power is to be calculated as follows: Assign a weight of 1, 2, or 3 to each employer as instructed in Section II-A-4 (See Page 8). Sum across all employers and divide by the total number of employers enlisted.

MEASUREMENT 5: PARTICIPANT MORALE

a. Each response to Question P-1 (Page 8) is to be assigned a weight as instructed in Section II-A-8. Sum across all respondents and divide by the number of respondents.

b. Responses to Question P-2 (Page 9) are to be evaluated non-quantitatively as described for the analogous question pertaining to Employer Satisfaction.

MEASUREMENT 6: JOB PERMANENCY

Divide Data Element #1 (Page 9) (Number of "Successful" Project Participants) by the total number of participants enrolled in Project Pride at the time of measuring.

MEASUREMENT 7: NUMBER OF ENROLLEES IN PROJECT

The total number of participants enrolled in Project Pride at the time of quarterly measurement, including individuals in training programs as well as those already placed in jobs.

MEASUREMENT 8: EDUCATIONAL ATTAINMENT

For each participant in the tutoring program, determine grade level achievement prior to and subsequent to tutoring. Calculate average change in reading ability among all participants in the program.

B. Timing

Not all of the measurements specified in Section II-A are to be immediately applied. One month will be allowed for the project to get under way for recruitment and orientation of staff, employers' support, and recruiting Group I. Consequently, although data elements are to be gathered and maintained from the very inception of the project, calculations of measurements will not begin until the second month. The results of these measurements will be taken as the baseline for any trends that may later appear in the measurements.

Measurements are to be calculated weekly in the time-series form in order to distinguish any trends that may be emerging.

C. Findings and Conclusions

Each measurement is to be watched over time by the Project Director for the following trends and characteristics.

1. RECIDIVISM RATE AMONG PARTICIPANTS

The recidivism ratio is to remain below 0.4. If it shows a rising trend and exceeds 0.4, all aspects of the project may require investigation and redirection, since recidivism may result from a failure of any one or a number of the project components.

A 40% net reduction in the estimated 78% base recidivism rate amounts to 36 juveniles out of a total of 60 juvenile offenders not recidivating over the project's 12 month duration.

2. APPROPRIATENESS OF PARTICIPANTS' TRAINING

If the number of trained participants is well matched to the number of jobs available, this ratio ought to hover around 1.0 (See Measurement 2, Page 11). If, however, the ratio rises beyond 1.5, it will indicate a dangerous excess of trained participants over available jobs. This is dangerous to project objectives for if continued, it will lead to the failure of many participants to obtain jobs even after they are trained. Such a rise in the ratio, therefore, is to be taken as indicating that both the enlistment of employer support and the training of participants require attention and perhaps redirection.

One other aspect of this measurement will require attention: The absolute values of the data elements of which it is composed. If both the total number of trained participants and the total number of jobs are small, then the ratio of the two may be well within the acceptable range without indicating project progress. Thus, the measurement must include both significant and rising numbers of trained participants and of available jobs, and an even ratio between the two.

3. EMPLOYER SATISFACTION WITH THE PROJECT

The weighted total of responses to Question E-1 ought to approach 3.0 as nearly as possible. If this total remains at or falls to 2.0, then the responses to Question E-2 are to be investigated in depth to determine what problems are, in the employers' views, obstructing the project's success (See Measurement 3, Page 11).

4. EMPLOYMENT POWER OF EMPLOYERS ENLISTED IN THE PROJECT

The weighted total ought to approach as near to 3.0 as possible. If it starts well below this level, a rising trend is to be taken as evidence of progress towards project objectives. If it starts high and then declines, or if it starts low and remains low, then this is to be taken to indicate that the project's efforts to enlist employer support require investigation and perhaps redirection.

The re-arrest ratio is to remain below 0.6. If it shows a rising trend and exceeds 0.6, all aspects of the project may need investigation and redirection, since re-arrest may be indicative of failure in any one or a number of the project components.

5. PARTICIPANT MORALE

The weighted total of responses to Question P-1 (See Page 8) ought to approach 3.0 as nearly as possible. If this total remains at or falls to 2.0, then the responses to Question P-2 (see Page 9) are to be investigated in depth to determine what problems are, in the participants view, obstructing their progress.

6. JOB STABILITY

The success ratio is to be 0.4 (See Pages 5 and 6, Measurement 6) or greater at all times. If it shows a falling trend and sinks below 0.4, this is to be taken as indicating flaws in the project's efforts to follow up on placed participants and supply support and counseling to both them and to their employers. Responses to Question P-2 (Page 9) pertaining to Participant Morale might also be investigated to see if certain problems may be identified and connected with this measurement.

7. NUMBER OF ENROLLEES IN PROJECT

A one-month grace period is allowed during which no enrollees are to be expected while the project finds staffing, accommodations, and provides training. After then, participants are to be enrolled in three separate groups of twenty each: In the second, fifth, and eighth months over the next ten months. For the last four months, a level of 60 is to be maintained.

8. EDUCATIONAL ATTAINMENT

The relationship between success in the tutoring program, as measured by change in grade level reading ability, and job stability will be examined. If the correlation between tutoring success and job stability is low, the presumed relationship between educational attainment and employment will be re-examined within the context of Project Pride.

9. PROJECT CONTINUATION

At the end of the first year the project is to be evaluated for continuation. If during the year several of the above measurements have deviated widely from expected norms for a significant period of time, and immediate remedies are not viable, then the project is to be considered for possible discontinuation. The structure of measurements and the timing prescribed above are designed to provide constant opportunities for project modification by giving periodic indications of problem areas.

PROJECT PRIDE - 1973 QUARTERLY PARTICIPANT STATUS FORM

Participant	Week Ending:												
	MONTH				MONTH				MONTH				
	5	12	19	26	2	9	16	23	2	9	16	23	30

- STATUS CODES:
- EP = Entered Project During Week
 - OJT = On-the-Job (Project Pride) Trainee
 - IT = In Training - Other
 - TAE = Trained and Available for Employment
 - UN = Unemployed and Not in Training
 - SU = Left Project Successfully (10 month completion)
 - US = Left Project Unsuccessfully (Re-arrested)
 - USR = Left Project Unsuccessfully (Recidivated)

PROJECT PRIDE EMPLOYER DATA FORM

WEEK OF _____

List all employers whose support has been enlisted for the project in the past week.

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.
- 11.
- 12.
- 13.
- 14.
- 15.
- 16.
- 17.
- 18.
- 19.
- 20.

PROJECT PRIDE NEW JOB DATA FORM

WEEK OF _____

List all jobs discovered or created by project personnel in the last week.

	<u>JOB OPENING</u>	<u>EMPLOYER FIRM NAME</u>
1.		
2.		
3.		
4.		
5.		
6.		
7.		
8.		
9.		
10.		
11.		
12.		
13.		
14.		
15.		
16.		
17.		
18.		
19.		
20.		

PROJECT PRIDE EMPLOYER SATISFACTION FORM

Employer _____ Date Interviewed _____

Interviewer _____

The following questions are to be asked in an informal manner and if possible, they are to be imbedded in one of your customary discussions with the participant.

The responses to Question E1 are not to be recorded in detail. It is only necessary to record the quality of the response, whether Positive, Neutral or Negative.

The responses to Question E2 are to be recorded in as much detail as possible. Try to note down as many as possible of the specific points made by the participant as well as your impression of his overall attitude.

Question E1: In general, are you satisfied so far with the performance of the people we have placed with you?

Quality of response: Positive
 Neutral
 Negative

Question E2: Have you been having any difficulties? (If so) Could you give us an idea of the problems you've been having?

COURTS EVALUATION COMPONENT

SPECIAL CASE PROCESSING
FOR IMPACT OFFENDERS

NEWARK

PROJECT SUMMARY

PROJECT TITLE: Special Case Processing for Impact Offenders

GRANT NUMBER: 73-DF-02-0101

PROJECT OBJECTIVE: To reduce by 45% the amount of time it presently takes to process offenders charged with Impact crimes, from arrest through sentence.

PROJECT DIRECTOR: James Giuliano, Assistant Judge
(temporary appointment until appointment of Assistant Court Administrator)

HOST AGENCY: Assistant Court Administrator
Essex County Court House
Newark, New Jersey

DATE OF AWARD: 26 June 1973

PERIOD OF AWARD: July 15, 1973 - July 14, 1974

FUNDING: Federal Share: \$474,777
Local Share: \$225,189
Total Project Amount: \$699,966

This project proposes to improve the overall quality of justice within the adjudication process through procedural changes and supplemental personnel. This will include modifications in the entire process from the Municipal Court arraignment through County Court sentencing and will stress three courts designated to hear only Impact crime cases. This in turn will speed up the processing of Impact offenders, decrease the present workload and prepare the court system for the potential increase in arrests due to the implementation of other Impact projects.

1.0 Project Description

The project proposes to establish an IMPACT-Crime Court process that will utilize select resources of the adjudication system to deal only with court cases involving IMPACT offenders. Specifically, additional prosecutors, public defenders, three judges, investigators, and clerks will be coordinated by an Assistant Court Administrator (reporting to the Essex County Assignment Judge) for the purpose of reducing the amount of time it presently takes to process IMPACT offenders from arrest through sentence by 45%. Concurrently, it will attempt to reduce the process time for all offenders by 10%, and improve the overall quality of justice within the adjudication process.

These objectives will be pursued by modifying procedures and supplementing personnel in the existing Newark-Essex courts system. These modifications will take place throughout the process (Municipal Court arraignment through County Court sentencing) and will center around three existing courts designated to hear only IMPACT complaints.

2.0 Project Objectives

2.1 Performance Objectives

1. To complete the adjudication process from arrest to sentencing for Newark offenders charged with IMPACT crimes within 90 days and as close to 60 days as possible (45% reduction over present time).
2. To achieve collateral benefits throughout the Newark-Essex courts system, reducing overall delays by 10%.
3. To achieve crime prevention benefits from the court process by arriving at a judicial determination in close proximity to the commission of the crime thereby reducing the amount of re-arrests prior to sentencing.
4. To improve the overall quality of justice within the judicial process.

2.2 Capability Objectives

1. To provide the municipal court the resources and supportive personnel necessary to rapidly process and refer complaints involving IMPACT crimes.

2. To provide the county courts the resources and supportive personnel necessary to complete the adjudication process through sentencing within 90 days.

3.0 Baseline Data

3.1 Projected Number of Cases

The Newark Crime Analysis Team IMPACT target crime data survey (see IMPACT Action Plan, appendix) revealed that a definitive percentage of the total number of person-to-person target offenders were stranger-to-stranger. These percentages were applied to the number of complaints received by The Newark Municipal Court (1972), complaints referred to the Grand Jury and indictments returned to arrive at a projected caseload level of 710. In tabular format:

COMPLAINTS (ARRESTS) RECEIVED BY THE NEWARK MUNICIPAL COURT

<u>All Offenses</u>	<u>Stranger to Stranger*</u>
Murder 130	25 (19%)
Rape 178	103 (58%)
Robbery 1337	976 (73%)
AA & B 1379	427 (31%)
B & E <u>1754</u>	<u>1754</u> (100%)
TOTALS 4778	3285

COMPLAINTS REFERRED TO GRAND JURY FROM NEWARK

<u>All Offenses</u>	<u>Stranger to Stranger</u>
Murder 111	21
Rape 130	75
Robbery 899	656
AA & B 894	277
B & E <u>523</u>	<u>523</u>
TOTALS 2557	1552

*percentages taken from a survey of Impact offenses during a period from June 1971 - May 1972

INDICTMENTS RETURNED (80% of total county figure)

<u>All Offenses</u>	<u>Stranger to Stranter</u>
Murder 62	12
Rape 53	31
Robbery 513	373
AA & B 222	69
B & E <u>225</u>	<u>225</u>
TOTALS 1075	710

3.2 Current Timetable--Indictable Offenses;

Newark/Essex Court System

The following narrative presents time (in court days) from an arrest to a sentencing for a typical indictable offense under current conditions:

10 days The municipal court is the first component of the judicial process to deal with the complaints in question. Arraignment is usually within 24 hours and usually, if the charge is substantiated, it will merely be referred to the Prosecutor for presentation before the Grand Jury. Preliminary hearings, while taking place in less than 50% of the cases, must be considered and usually take place 7 days after arraignment. Another day will be spent getting the complaint to the Prosecutor's office.

1 day Another day will be spent once the complaint arrives at the Prosecutor's office in the normal course of sorting and re-directing the mail. Eventually it will be given to the pre-Grand Jury squad.

14 days The pre-Grand Jury squad must prepare the cases for presentation to the Grand Jury. This requires obtaining arrest reports from the police department along with the follow-up reports and establishing witness lists and drawing up subpoenas. Two weeks is required to accomplish this.

30 days The present number of cases allows for complaints which are ready for Grand Jury presentation to be scheduled about one month ahead. During this one-month period, subpoenas are served by special Sheriff's squad.

7 days If the Grand Jury returns an indictment, it will be presented to the Assignment Judge on the following Thursday. All indictments are presented on the same day so some will have been returned in a shorter time than others, but a one-week delay is average.

7 days The Criminal Court Clerk must schedule these cases for arraignment (pleading) and prepares notices of appearance. The arraignment date is usually set one week ahead.

40 days Pleas at arraignment are almost universally not guilty so a trial date must be set. Also, at this time, defense counsel is usually formally assigned after court petition. Trials are usually scheduled about one week away. Experience shows that many times defense cannot be prepared so rapidly and along with various pre-trial motions, 40 days is actually required.

30 days If a defendant is found guilty or if during this month a guilty plea is entered, a sentencing day must be established. Since sentencing is done once a month, another 30 days will be necessary till the case is finally disposed.

It can be estimated, therefore, that present procedures allow for processing in around 139 days. Just as it is evident the courts alone are not responsible for this time lag, neither can the assignment of special courts to IMPACT offenses alone meet the stipulated objectives. Procedures also must be modified. The mechanism in its present form will not allow for a 60-90 day process.

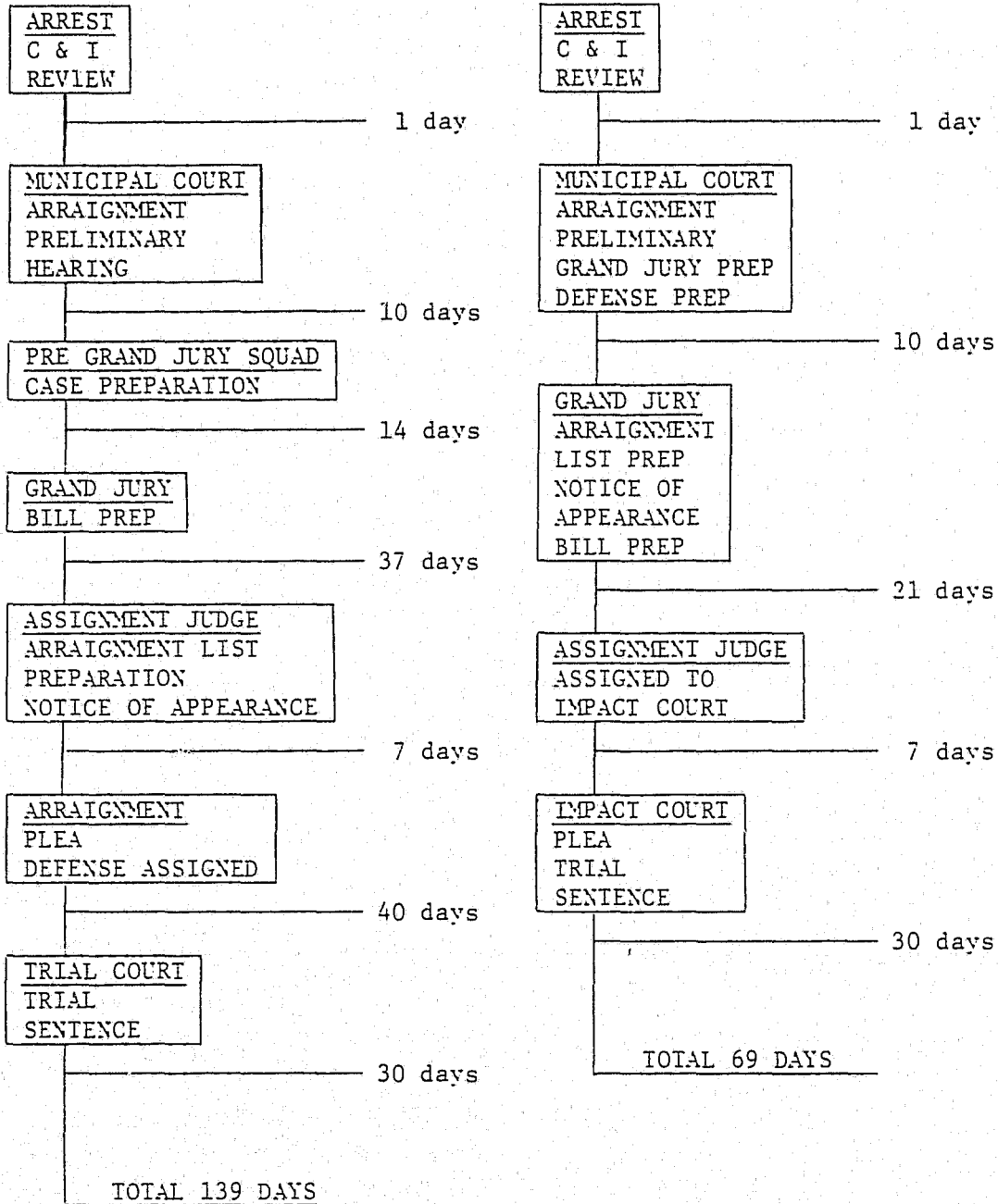
3.3 Proposed versus Current Court Timetable

Described below is the proposed court timetable vis a vis the current. Notice the project entails procedural as well as staffing changes.

FLOW AND TIME COMPARISON

CURRENT

PROPOSED



4.0 Evaluation Measures

4.1 Measures of Effectiveness

1. Median* length of time in court days it takes IMPACT offender from arrest to sentencing.

The absolutely critical measure of effectiveness is the amount of time it takes the offender to be processed through the "IMPACT Court" process. A special reporting form (see attached) has been developed which will document dates as well as length of time (in court days) each step in the process takes. It is envisioned that the prosecuting attorney will complete each form (for each case he processes) and submit it to the project director after the sentencing date. The project director will be the focal point of the collection of these reporting forms and will clip-off the names of the offenders (to assure confidentiality) when submitting the forms to IMPACT.

Note that by employing such a reporting form, evaluators can pinpoint where delays, if any, are occurring in the system.

2. Median* length of time--other courts.

It is not clear at this time how this data will be procured. It is envisioned, however, that the project director will sample data available from the prosecutor's office to account for collateral time reduction benefits brought about by the implementation of special IMPACT courts.

3. Number (%) of first offenders processed through the Court
Number (%) of second, third,... offenders processed through the court.

While this measure has no direct bearing on the evaluation of time reduction benefits of this project, it is a critically important piece of data to collect. Such a measure will provide IMPACT evaluators with a current assessment of recidivism processed through the Court.

*"Median" is utilized to discount the effects of an "outlier" value, i.e., one that is either so high or low as to make the average shift significantly one direction or the other.

This measure has important uses for the evaluation of other IMPACT projects and hence will be collected here.

4. The number (%) of target offenders processed through the Court who are re-arrested before sentencing (by type of arrest)

The importance of this measure is to account for any crime reduction benefits accrued to the speediness of the adjudication process; that is, does an inverse relationship exist between time spent in adjudication and number of re-arrests before sentencing? This data will emanate from two sources--the IMPACT Case Tracking system (described below) as well as the reporting form attached below.

4.2 Measures of Efficiency

4.2.1 General

1. The number (%) target offender cases placed on bail.
2. The number (%) target offender cases placed in ROR status.
3. The number (%) of target offender cases detained after arraignment.
(all Monthly)
4. The number (%) of target offender cases which involve individuals participating or previously participating in another IMPACT program.
(Quarterly--estimate)

The above three measures are important determinants in providing information as to how the system is operating. Item (3), is especially significant because it ties in with the IMPACT Case Tracking System described below. Since each IMPACT participant will be given a special IMPACT number, (and that will identify him to a particular program) careful accounting must be assured so that the participant is not given another IMPACT number via the Court program. Only first-offenders and non-IMPACT participants should receive IMPACT numbers via the Court program. ROR status will be subdivided by the type of program (if any) to which the defender has been diverted.

4.2.2 By Process

1. Number of cases reviewed by Complaint and Indictment Section (monthly)
2. Number of cases brought before Municipal Court arraignment (monthly)
3. Number of cases for which there is a preliminary hearing (monthly)
4. Number of cases presented to Grand Jury (monthly)
5. Number of target offender cases where indictment by Grand Jury is sent down (monthly)
6. Number of target offender cases where the Grand Jury presents no bills
7. Number of target offender cases assigned to each IMPACT Court (monthly)
8. Number of target offender pleadings (arraignment) "not guilty" before IMPACT judge (monthly)
9. Number of target offender "guilty" pleadings before IMPACT judge (monthly)
10. Document Sentencing for these guilty cases (special reporting format)--# of offenders in each sentencing alternative; median length of sentenced time
11. Number of target offender trials held (monthly)
12. Number of target offender guilty verdicts
13. Number of target offender not guilty verdicts
14. Number of guilty offenders x sentencing alternative
15. Median length of time for these sentences.

The above fifteen measures will be gathered in the special reporting form and/or the IMPACT Performance Management System (PMS) reporting forms (described below). They will be analyzed along various dimensions (example: comparison of the sentences of first versus second, third...offenders, number of indictments handed down by grand jury first versus second, third...offenders and so on).

4.3.2 Offender Data

1. Number of Newark residents charged (special reporting form)
2. Number of offenders charged by type of IMPACT crime (forcible rape, robbery, atrocious assault and battery and B & E) as well as a determination of the victim-offender relationship--(special reporting form)

The purpose of these measures is to provide an assessment of the type of cases (by crime) as well as the "source" of the offender. This latter data element is particularly important because it provides some indication of a crime displacement factor (non-residents committing crime in Newark) possibly existing in Newark.

4.3 Attitudinal Measures

1. Judges
2. Prosecutors
3. Public Defenders

One of the objectives of the project (and in some ways a constraint to speedy process) is to improve the overall quality of justice. Interviews developed by the CAT in conjunction with the Project Director will be conducted to gain some understanding of this element. The interviews, to occur at most every six months, will seek to discover:

- a. The relative quality of defense preparation
- b. The relative quality of prosecution's case
- c. Satisfaction concerning pleas
- d. Assessment of sentencing
- e. The overall effectiveness of a special case processing concept.

5.0 Data Needs

5.1 Data Requirements

Utilizing the MITRE Corporation designation of P (primary), S (secondary), and T (tertiary), data elements would be classified as follows:

1. # of court days arrest-sentencing IMPACT court (P--special reporting form, Prosecutor, Project Director, quarterly)*
2. # of court days arrest--sentencing other courts (P--Prosecutor, Project Director, quarterly)
3. # of first offenders processed through court
of second, third--offenders processed through the Court (S, special reporting form, prosecutor, project director, assessed semi-annually)
4. # of offenders re-arrested before sentencing (P, IMPACT Case Tracking, Special Reporting form, quarterly assessment)
5. # of target offender cases placed on bail (S, PMS, monthly)
6. # of target offender cases detained after arraignment (S, PMS, monthly)
7. # of target offender cases involving IMPACT Program participants (S, Special Reporting Form) (Note: all three will all be gathered via special reporting form)
8. # of target offender cases ROR after arraignment (S, PMS)

* Depends upon date of sentencing of particular case. Special reporting form cannot be submitted before then.

9. # of cases reviewed by Complaint and Indictment section (S, monthly, PMS)
10. # of cases arraigned in municipal court (S, monthly, PMS)
11. # of cases--preliminary hearing (S, monthly, PMS)
12. # of cases presented to Grand Jury (S, monthly, PMS)
13. # of cases where Grand Jury sends down indictment (S, monthly, PMS)
14. # of cases where Grand Jury dismisses (S, monthly, PMS)
15. # of cases assigned to each IMPACT judge (S, Quarterly, Special Reporting Form)
16. # of cases pleading "guilty" before IMPACT judge (S, Quarterly, Special Reporting Form)
17. # of offenders x sentence alternative, guilty pleadings (Semi-annual Special Reporting Form)
18. # of months/offender sentenced after guilty pleading (Semi-annual Special Reporting Form)
19. # of trials (jury/non-jury) held per IMPACT court (S, Monthly, PMS)
20. # of cases decided "guilty" (S, Special Reporting Form)
21. # of cases decided "not guilty" (S, Special Reporting Form)
22. # of guilty offenders x sentencing alternative
of months/offender for these sentences (Special reporting format, assessed semi-annually)
23. # of Newark residents charged
24. # of offenders charged by type of IMPACT crime (special reporting form, assessed semi-annually)

5.2 Data Constraints

Aside from potential problems in measuring the number of court days in other courts (non-IMPACT), there would seem to be no constraints in collecting data for this project.

5.3 Data Collection and Management

Data with respect to achievement of some performance and all capability objectives will be collected via the IMPACT PMS reporting system, attached. Monthly reporting forms, with projections for the month matched against actual achievement will be submitted to IMPACT for monitoring and analysis. When a report comes in for a particular reporting month, attached to it are the projections for the following month, and so on for twelve operating months.

Management of PMS data will rest with the IMPACT Assistant Director for Police and Courts. Data reduction and analysis will be performed jointly by the assistant director and the IMPACT Evaluation Director.

Evaluation reports (to be issued quarterly) will be submitted through the IMPACT Executive Director jointly by the CAT Evaluation Director and the Assistant Director for Police and Courts.

5.4 Data Validation

Validity as to the reporting of project monitor data to IMPACT will be assured by on-site visits by the CAT assistant director for Police and Courts (and any assistants he has to delegate that task).

Data utilized to evaluate performance objectives flow from reliable criminal justice agencies (Police and Courts); therefore, there are no plans to audit that data.

6.0 Evaluation Analysis

The essential thrust of the evaluation analysis is to assess the amount of time it takes an offender (consistent with maintaining a specified "quality of justice" level) from arrest to sentencing. This will be assessed via an aforementioned special reporting form.

Supplementary analysis will include assessing general caseload levels (by type of IMPACT crime), as well as various data dimensions, enumerated above on the type of offenders processed.

6.1 Timing

The nature of the evaluation analysis (procuring data from special reporting forms) does not permit a regular quarterly assessment for data on the time it takes an offender to be processed. (The projected time is anywhere between 60-90 days). IMPACT will not receive this special reporting form until at least a week after sentence; therefore, it can be expected that an initial assessment of time would not be made until the middle of November 1973.

6.2 IMPACT Case Tracking--An Assessment of Recidivism

IMPACT is currently attempting to establish a system to track rehabilitative offenders as to their criminal activity after release from the project. The system will operate as follows: Information concerning each participant will be gathered via an IMPACT Participant Profile form (see attached).

This form will be completed by the project director, and filed in the project's files. In addition, light blue 3x5 index cards containing "condensed" tracking information for each offender will be completed by the applicant (from the IMPACT Participant Profile form) and filed in alphabetical order by last name in the Newark Police Department criminal history file. These cards are numbered consecutively and as such each participant is identified by his own number (called an "IMPACT Circular Number"). When an arrest report is filed, NPD personnel must check the criminal history file (as a matter of course) and if the arrest report matches the IMPACT offender, a special report attached here will be filed to the IMPACT office. (Note: The special report will be mailed to IMPACT on a daily basis regardless of whether an arrest occurs. This is to assure data accuracy).

For the Court Program, care must be taken not to complete a participant profile and a 3x5 index card (and therefore assign a name) to a previous offender participating in an IMPACT program. (He or she will have had a participant profile and a number already assigned). The purpose here is to avoid duplication of numbers.

"Recidivism" data will be aggregated on a monthly basis. To assure confidentiality, only the NPD and the project will have an awareness of who was arrested; IMPACT will possess only numbers and a master reference form indicating to which project that number belongs.

6.3 Special Reporting forms

See attached

7.0 Evaluation Monitoring

The attached PMS forms (and the process outlined in section 5.3, above) outline the evaluation monitoring system employed by the IMPACT program.

Current IMPACT Program(s)
Enrolled In:

FOR IMPACT USE ONLY

Date Entered Into System:

Mo. Day Yr.

1. Name (include nicknames & aliases, if any)
2. a) Mother's Name _____
 LAST FIRST MID. INIT.
b) Mother's Maiden Name _____
3. Date of Birth _____/_____/_____
 Mo. Day Yr.
4. Social Security # _____
5. Sex ____/____; Race ____/____/____/____/____
 M F B W Spanish Other
6. Source of Information (Parole, Probation, etc.)
7. Education (indicate last grade completed)
 Grade _____
- A. If individual is currently enrolled in educational institution, indicate where.

8. Employment
- A. Employed _____ Full Time _____ Part Time _____
- B. Type of Job:
- C. Unemployed _____ months/years

9. Identifying Numbers (Critically Important)
- A. SBI (State Bureau of Identification)
- B. CBI (County Bureau of Identification)
- C. Gallery # (NPD)
- D. FBI
- E. Others
10. Criminal History (list most recent charges first).
Disposition (indicate Institution where time was served).
- | Convicted of: | Date | City | Length and Place of Sentence |
|---------------|------|------|------------------------------|
| a. | | | |
| b. | | | |
| c. | | | |
| d. | | | |
| e. | | | |
11. Individuals Current Criminal Justice Status (Indicate time remaining in sentence)
- _____ On Bail
- _____ Probation
- _____ Parole
- _____ Special Rehabilitation Program (Other than an IMPACT Program)
- _____ Released

NAME	<u>JONES, JOHN</u>	SEX	<u>M</u>
SOC. SEC. #	<u>147 36 5612</u>	RACE	<u>B</u>
MOTHER'S MAIDEN NAME	<u>Smith</u>	OTHER	
IDENTIFYING #'s	<u>SAMPLE</u>	BIRTH	<u>5 18 48</u>
SBI		MO.	<u>DAY</u>
CBI		YR.	
FBI		IMPACT PROGRAM:	
GALLERY		<u>CORRECTIONAL CENTER</u>	
LEN		COMPONENT:	
OTHER		<u>AUTO TRANS SHOP</u>	
<u>#1</u>			

DIRECTIONS FOR COMPLETING IMPACT CASE TRACKING 3x5 INDEX CARDS

1. Name (Last Name first, First Name, Middle Initial)
2. Social Security Number (self-explanatory)
3. Mothers Maiden Name: Place mother's maiden name
in space indicated
4. Identifying #'s: Where possible procure all identifying
numbers of the participant. The number
encircled on the bottom left-hand corner
is the IMPACT circular number. This is
critically important for IMPACT Case
Tracking purposes; as such, all partici-
pants should be identified by this num-
ber at all times.
5. Sex: Enter M (= male) in the first space to the right of
the word sex.

Enter F (= female) in the second space to the right
of the word sex.
6. Race: If individual is Black, enter B in the first space.
If individual is White, enter W in second space.
If individual is Hispanic, enter S in third space.
Other: Place X in "other" space.
7. Birth: Indicate the date of birth utilizing numbers for
month, day, and year (example-- 5 18 51 =
May 18, 1951)
8. IMPACT Program: Write in name of Impact Program
9. Component: Some IMPACT Projects possess a number of components
(examples: Correctional Center has seven training
shops, Operation Outward Bound has six schools, etc.
Please place component name where applicable.

NEWARK POLICE DEPARTMENT

Daily Arrest Report to High IMPACT Anti-Crime Program

Attn: Arnold Reiter, Director Program Design and Evaluation
38 Halsey Street, Newark, New Jersey 07102

Date: _____

<u>IMPACT Circular Number of Arrestee</u>	<u>Arrest Charge</u>	<u>Date of Arrest</u>	<u>Impact Program Participating In</u>
1.			
2.			
3.			
4.			
5.			
6.			
7.			

IMPACT PERFORMANCE MANAGEMENT SYSTEM
Level 1: Explanation of Project Monitor-Quantified

Special Case Processing PROJECT: for IMPACT Offenders		COMPONENT:	GEOGRAPHIC AREA: Newark	DATE:
I. Project or Component Object	Project Objective Description			
	Performance Objectives			
FIRST	To complete the adjudication process from arrest to sentencing for Newark offenders charged with IMPACT crimes within 90 days and as close to 60 days as possible (45% reduction).			
SECOND	To achieve collateral benefits throughout the Newark-Essex Courts System, reducing overall delays by 10%.			
THIRD	To achieve crime prevention benefits from the court process by arriving at a judicial determination in close proximity to the commission of a crime thereby reducing the amount of re-arrests prior to sentencing.			
FOURTH	To improve the overall quality of justice.			
FIFTH	<u>Capability Objectives</u> To provide the municipal court the resources and supportive personnel necessary to rapidly process and refer complaints involving IMPACT crimes.			
SIXTH	To provide the county courts the resources and supportive personnel necessary to complete the adjudication process through sentencing within 90 days.			
SEVENTH				
EIGHTH				

Performance Objectives

EXPLANATION OF PROJECT
MONITOR - QUANTIFIED (cont'd.)

PROJECT Special Case Processing for
IMPACT offenders

PROJECT OBJECTIVE	First (I)	First (II)
2. Project Activities Described Note: Certain steps to the adjudication process have been purposely omitted due to their inclusion in the special reporting format.	A. Measure time from arrest to sentencing (special reporting format--omit for PMS reporting)	Assess Grand Jury Action
	B. Review of cases by C&I section--prosecutor	Assign case to IMPACT Court 1
	C. Case arraigned in municipal court	Assign case to IMPACT Court 2
	D. Arraignment disposition	Assign case to IMPACT Court 3
	E. " "	Take case to trial---Court 1
	F. " "	Take case to trial---Court 2
	G. " "	Take case to trial---Court 3
	H. Provide preliminary hearing	Receive verdict (omit for PMS Reporting)
	I. Present case to Grand Jury	Sentence Offenders
	J. Assess Grand Jury Action	
	3. Achievement Data, Measurement Units (target values defined)	a. Omit for PMS reporting
b. " " "		# of cases assigned (Court 1)
c. # of cases reviewed		" " " (Court 2)
d. # of cases arraigned		" " " (Court 3)
e. # of cases for which bail is set		# of cases to trial (Court 1)
f. # of cases--detention		" " " (Court 2)
g. # of cases--ROR		" " " (Court 3)
h. # of cases for which preliminary hearing held		N/A
i. # of cases presented to Grand Jury		N/A
j. # of cases for which indictment is handed down		

Performance Objectives

EXPLANATION OF PROJECT
MONITOR - QUANTIFIED (cont'd.)

PROJECT Special Case Processing for
IMPACT offenders

PROJECT OBJECTIVE	Second	Third
2. Project Activities Described	A. Measurement of time--arrest to	Source: Special Reporting Form
	B. sentencing (other Courts)	IMPACT Case Tracking (Omit for PMS
	C. Omit for PMS Reporting	purposes)
	D.	
	E.	
	F.	
	G.	
	H.	
	I.	
	J.	
	3. Achievement Data, Measurement Units (target values defined)	a. Omit for PMS Reporting
b.		
c.		
d.		
e.		
f.		
g.		
h.		
i.		
j.		

Performance Objectives

EXPLANATION OF PROJECT
MONITOR - QUANTIFIED (cont'd.)

PROJECT Special Case Processing for
IMPACT offenders

Capability Objectives (start)

PROJECT OBJECTIVE	Fourth	Fifth
2. Project Activities Described	A. Attitudinal survey—Judges, Prosecutors,	Provide Additional Prosecution personnel
	B. Defense Counsel	" " " "
	C. (Omit for PMS Purposes)	Provide additional defense personnel
	D.	" " " "
	E.	Assess # of cases public defenders are assigned
	F.	
	G.	Renovate facilities
	H.	Orient operants to project
	I.	Officially modify existing procedures
	J.	Commence special processing (indicate date)
	3. Achievement Data, Measurement Units (target values defined)	a. (Omit for PMS purposes)
b.		# of prosecuting support staff
c.		# of public defenders
d.		# of defense support staff
e.		# of cases
f.		
g.		Dummy variable (0,1)
h.		# of operants oriented
i.		Dummy variable (0,1)
j.		Dummy variable (0,1) indicate date

Performance Objectives

EXPLANATION OF PROJECT
MONITOR - QUANTIFIED (cont'd.)

PROJECT Special Case Processing for
IMPACT offenders

PROJECT OBJECTIVE	Sixth	
2. Project Activities Described	A.	Hire Assistant Court Administrator
	B.	Provide additional prosecutors personnel
	C.	" " " "
	D.	Provide additional defense personnel
	E.	" " " "
	F.	Assess number of cases where public defender is assigned
	G.	Orient participants to project
	H.	Modify existing adjudication procedures
	I.	Commence special processing
	J.	
	3. Achievement Data, Measurement Units (target values defined)	a.
b.		# of assistant prosecutors
c.		# of prosecutor support staff
d.		# of public defenders
e.		# of public defenders support staff
f.		# of cases—public defender assigned
g.		# of participants oriented
h.		Dummy variable (0,1)
i.		Dummy variable (0,1) indicate start up date
j.		

EXPLANATION -- INSTRUCTIONS TO COMPLETE IMPACT PROBATION SPECIAL CASELOADS
REPORTING FORM

ITEM

INSTRUCTIONS

1. Probationers Name/IMPACT
Circular Number

The IMPACT Circular Number is a number assigned to each IMPACT participant for purposes of tracking. Please refer to Blue 3 X 5 index card or IMPACT Participant Profile for proper number. Also, when submitting report to IMPACT, clip off on dotted line this section concerning probationer's name.

Personal Information

2. IMPACT Circular #

See #1, above

3. Race

B = Black W = White S = Spanish Speaking
O = Oriental X = Other

4. Date of Birth

Enter Month-Day-Year
(Example: 42243 = April 22, 1943)

5. Sex

M = Male F = Female

6. Living with Parents

Place X in Box if answer is YES

7. Date Entered Caseload

Indicate month (by number) and day probationer entered caseload (Example: 628 = June 28)

8. IMPACT Crime Sentenced for

USE CODE: 0 = Murder, 1 = Rape,
2 = Robbery, 3 = AA&B, 4 = B&E

9. First Offender?

Place X in Box if answer is YES

10. First Time on Probation?

Place X in Box if answer if YES

Volunteer Information

11. Volunteer Assigned?

Place X in Box if probationer has been assigned a volunteer (for Juvenile Caseloads ONLY)

12. # of Visits--Volunteers

Indicate the number of times the volunteer has met with the probationer this month

13. Hours spent--Volunteer

Indicate the number of hours spent by the volunteer with his probationer for the month

ITEM

INSTRUCTIONS

Drug Addiction/Alcoholism

14. Probationer a Drug Addict? Place X in Box if probationer is a drug addict (as determined by urinalysis)
15. Hours in Drug Counselling Indicate the number of hours for the month the probationer has spent in drug counselling sessions
16. Probationer an Alcoholic? Place X in Box if answer is YES
17. Referred to Al. Rehab. Prog.? Place X in Box if probationer has been referred to the Alcoholic Rehabilitation Program
18. Hours in Alcohol Rehab. Counselling Indicate the number of hours for the month the probationer has spent in alcohol rehabilitation counselling

Counselling

19. # of Visits with Probationer Indicate the number of times probation officer (either one) has seen probationer this month
20. Total Hours with Probationer Indicate the number of hours a probation officer has devoted to probationer this month (Do not include group counselling)
21. Hours on Personal Counselling Estimate the number of hours probation officer spent with probationer on each of the types of counselling listed at the left
22. Hours on Vocational Counselling (these hours should add to total in number 19) For definitional purposes, include drug and/or alcohol counselling as part of personal counselling's. Also do not include group counselling
23. Hours on Educational Counselling
24. Hours in Group Interaction Indicate the number of hours probationer spent in group interaction counselling for the month

Education and Employment

25. Employed Full Time? Place X in Box if probationer is employed full time

ITEMINSTRUCTIONS

26. Date of Full Time Employment
Indicate date (Month-Day-Year) probationer started full time job--Ex. 123068 = Dec 30, 1968
27. Employed Part Time
Place X in Box if probationer is employed in a part-time job
28. If Unemployed, Date of Last Employment
Indicate date (Month-Day-Year) probationer left most recent full time job if he/she is currently unemployed
29. Enrolled in School?
Place X in Box if probationer is currently enrolled in school (for Juvenile Caseloads)
30. Grade Enrolled in
Indicate grade probationer is enrolled in
Grammar School: 1-8 College: 13-16
High School: 9-12 Post Grad: 17.....
31. Probationer a School Dropout?
Place X in Box if probationer is currently out of school (Grammar or high school--do not include high school graduates (For Juvenile Caseloads ONLY))
32. Enrolled in Vocational Training?
Place X in Box if probationer is currently enrolled in a special vocational training program
33. Enrolled in Another Impact Prog?
Place X in Box if probationer is enrolled in another Impact program (should be able to get information from probationer and/or Impact office)

Probation Status

34. Probation Revoked?
Place X in Box if probation had been revoked during this reporting month
35. If Revoked, Date of Revocation
If revoked, place date of revocation in Box (Month-Day) -- Ex: 415 = April 15)
36. Referred Back to Court?
Place X if probationer was referred back to the court during the month
37. Date of Court Referral
If referred, place date of court referral in Box (Month and Day ONLY--Ex: 415 = April 15)

ITEM

INSTRUCTIONS

38. Referral Complaint Indicate complaint for which probationer is referred back to court. Utilize code (Following Guidelines-UCR) 0 = Murder; 1 = Negligent Manslaughter; 2 = Forcible rape; 3 = Assault to Rape; 4 = Robbery; 5 = Atrocious Assault & Battery; 6 = B&E; 7 = Larceny-Theft; 8 = Auto Theft; 9 = Any Part II Crime; 10 = Any Part III Crime; 11 = Probation Violation (Ex: -non-reporting to officer); 12 = Other
39. Date of Arrest If arrested, indicate date of arrest (Month and Day ONLY --Ex: 1115 = Nov. 15)
40. Arrest Charge Indicate charge probationer was arrested for (Utilize Code in 37 above)
41. Successful Probation Completion? Place X in Box if probationer has successfully completed probation this month
42. Date of Completion If probation was completed, indicate date of completion (Month and Day ONLY--Ex: 109 = October 9)

OTHER ITEMS (TOP OF SHEET)

- Caseload Each caseload will have an identifying number. Place that in the appropriate box*
- Date of Report Indicate date that report is submitted (Month, Day, Year--Ex: 6/5/73 = June 5, 1973)

*Suggested Identifying Numbers
1A-5A - Adult Male Caseloads
1J-5J - Juvenile Male Caseloads
1F - Female Caseload

POLICE EVALUATION COMPONENT

ANTI-ROBBERY/BURGLARY DIVISION

ATLANTA

PROJECT SUMMARY

PROJECT TITLE: Anti-Robbery/Burglary Division
GRANT NUMBER: 72-DF-04-0073
PROJECT OBJECTIVE: To establish a plainclothes anti-robbery/burglary division in the Atlanta Police Department in order to reduce robberies in the city by 30% and burglary by 10%.
PROJECT DIRECTOR: John F. Inman, Chief of Police
HOST AGENCY: Atlanta Police Department
175 Decatur Street, S.E.
Atlanta, Georgia 30303
DATE OF AWARD: 6 February 1973
PERIOD OF AWARD: 15 January 1973 - 30 April 1974
FUNDING: Federal Share: \$ 795,449
Local Share: 274,690
Total Project Amount: \$1,070,139

This project will establish a plainclothes Anti-Robbery/Burglary Division which will include stake out teams of two or more officers or detectives assigned to observe businesses that are likely to be robbed or burglarized. Additionally, a civilian-clothed or disguised patrol of officers in high burglary and robbery areas will serve as both stake out and information gathering elements of the division. Funding is also requested for creating an anti-receiver of stolen property unit.

I. GOALS

A. Final Goals

1. To reduce the number of robberies by 30% and the number of burglaries by 10%.
2. To increase on-site apprehension by 5% (On-site apprehension is defined as apprehension of an offender or suspect within one hour of notification of the offense).
3. Clearance rate will be increased by 10%.

B. Objectives

1. 250 separate stake-outs/month.
2. 90% conviction rate of apprehended subjects.
3. Establish the top ten fences affecting target crimes in Atlanta.

II. CONSTRAINTS

The primary hindrance to the establishment of an Anti-Robbery/Burglary Division is a financial one. The City of Atlanta cannot feasibly add the needed 1,086,358 to the police department's budget to implement such a program. The department is quite limited now in personnel and equipment resources. The officers and equipment required to implement this program cannot be transferred from their present assignments without crippling the current police operation.

III. COLLECT AND ANALYZE DATA (PROBLEM ANALYSIS)

Fifty-five victims have been killed in over 7,000 robberies occurring in Atlanta since January 1, 1969. Property loss in these robberies exceeds \$1,300,000. The number of reported burglaries is already over 41,000 since January 1969, with an estimated loss of \$10,300,000.

The Atlanta Regional Commission sampled robbery and burglary data of the Atlanta Police Department. The sample revealed the following facts:

During the first six months of 1972 there were 1,204 robberies and 6,661 burglaries.

Of the 1,204 robberies, 616 were against commercial establishments, 519 were committed on the streets, alleys and parking lots and 69 were directed to persons in their residences.

Of the 6,661 burglaries, 2,199 commercial establishments were selected as the target.

The department presently has an experimental Stake-Out Division. This division, poorly equipped and staffed with only 12 men, has been successful in making eleven on-site apprehensions within their first two months of operation.

The incidence of robbery in Atlanta increased 100% through 1969-1971. An additional 29% increase in robberies has taken place during the first eight months of 1972. The police department predicts a total of 1,884 robberies for 1972 which will be a 25% increase over 1971.

The City of Atlanta has experienced a 57% increase in total burglaries from 1969-1971. The City has an 11% increase during the first eight months of 1971. The police department predicts six percent increase in the city's burglary rate as minimal for the year of 1972, and expects even a greater increase if all of the department's burglary prevention and apprehension programs are not successful during the month of December which has consistently proved to be a high month for incidence of burglary and robbery.

The above figures are evidence enough to indicate that a serious problem does exist. The regular patrol, even with the help from the helicopters and other specialized units, has not been able to control the rising robbery and burglary rates. The robbery and burglary investigators assigned to the Criminal Investigation Division of the Field Operations Bureau of the police department can do little more than conduct follow-up investigations and make reports of the incidents that have already occurred.

The Stake-Out Division cannot control the increase in robbery and burglary because of the manpower and equipment restrictions placed upon it. It has, however, shown the police department and the city that an expanded program similar in function could very easily be instrumental in reducing crime markedly.

IV. ALTERNATIVES

- A) One alternative would be to add more radio cars to the present regular patrol. The advantages of this approach would be:

1. The department would simply be adding to its present resources and no new procedures or differences in operation would be required. There also would be no problem in selling a new concept to the public.

The disadvantages of this approach would be:

1. Much of the radio patrolman's time is spent doing tasks other than detecting and apprehending robbers and burglars; consequently, simply adding radio car teams will not result in as many arrests for burglary and robbery as the same amount of the proposed Anti-Robbery/Burglary Division personnel.

The visibility of marked radio cars occupied by uniformed personnel will not provide the deterrent effect that the same number of the proposed Anti-Robbery/Burglary Division personnel in plain clothes and in disguise will provide. This is true because the potential criminal knows who the police are when visible and can, to some extent, plan his crime when the patrol has passed. It is more difficult, however, to plan when he fears that practically any civilian he sees may be a policeman. He will be less likely to plan a robbery and burglary when he knows that the business he chooses may be "staked" out by hidden police.

B) Another alternative would be to simply add more visible uniformed patrolmen. The advantages of this approach would be:

1. Again, the department would simply be adding to its present resources and no new procedure or operation differences would be required. No public relations program for the public would be necessary. The deterrent effect of the uniformed foot patrolman is very good in the limited area he can cover on foot and this type of patrol is well accepted by the public.

The disadvantages of this approach would be:

1. Foot patrol by uniformed personnel is the most expensive type of patrol due to the limited coverage of foot patrol and the fact that salaries for personnel are the largest item in any police budget. While the deterrent effect of the uniformed foot patrolman is good in the area covered, the deterrent only works where the foot patrolman is visible. The cost of providing deterrent to robberies and burglaries by uniformed foot patrolmen

would be greater than the cost of the deterrent effect provided by a much smaller number of personnel utilized in the new plain clothes Anti-Robbery/Burglary Division.

Foot patrolmen do not produce large numbers of robbery and burglary arrests simply because their uniformed presence deters these crimes in the small areas they cover. Therefore the same number of plain clothes and "staked out" Anti-Robbery/Burglary personnel will arrest larger numbers initially and eventually provide more deterrence to these stranger-to-stranger crimes.

- C) Another alternative would be to add more investigators to investigate the crimes of robbery and burglary after they have occurred. The advantage of this approach would be:
1. Again, the advantage of this approach would be that the police department would simply be adding to what it is already doing and no new procedures or method of operation would be required. Also no selling of the program to the public would be necessary.

The disadvantages of this approach would be:

1. Swift apprehension and certain punishment are recognized as the greatest deterrent to crime. Investigating a crime after it occurs, even though the perpetrator is apprehended is not as good a deterrent to crime as preventing the crime or apprehending the perpetrator as he commits the crime. Thus more investigative personnel would be required than Anti-Robbery/Burglary Division personnel to provide a like amount of deterrence to crime.

- D) Another alternative is to establish a plain clothes Anti-Robbery/Burglary Division which will include stake out teams of two or more officers or detectives assigned to observe businesses that are likely to be robbed or burglarized; a civilian clothes or disguised patrol of officers in high burglary and robbery areas that will serve as both stake out and information gathering elements of the division; and as anti-receivers of stolen property unit.

This proposed division will be staffed by police officers and detectives with selection based upon outstanding work record and a desire to take part in such a program. This unit will be supplemented by the utilization of other police officers on an overtime basis.

The advantages of this approach would be:

1. This highly specialized division should have the greatest impact on robbery and burglary because of the threat of apprehension is very great to hold-up men and burglars.
2. This increased apprehension rate should decrease the robbery and burglary incidence rates.
3. If publicized, the division and the stake-out concept should prove to be an improvement deterrent to crime.
4. The use of some overtime personnel will eliminate the delay in hiring and training new personnel for use.
5. The use of some overtime personnel will allow the proposed program to draw the best qualified men for work who are now assigned to other details.

Disadvantages of this approach are:

1. The stake out concept is a relatively new and little-used method of policing. Although several cities have begun stake out programs, we are unaware of any valid analysis done on the effectiveness such a program has had on reducing crime. The effectiveness is assumed to be great but it is very difficult to measure.
2. Opposition might arise to the "stake-out" concept from Citizens of Atlanta who will consider this program a form of harrassment and think that it is too violent for use in society.

V. RECOMMENDED ALTERNATIVE WITH METHODS AND TIMETABLE

The recommended alternative is the establishment of an Anti-Burglary/Robbery Division in the Atlanta Police Department.

The division will consist of Detectives or patrolmen working on a regular and overtime basis. Supervision will be provided by a Captain as Commanding Officer, a Lieutenant as Executive Officer, and 4 Sergeants. A civilian Crime Analyst and a secretary for the division will complete the personnel requirements.

Personnel assigned to the division will be volunteers who have demonstrated consistent felony arrest ability as well as good performance of other duties as defined by departmental standards and supervisors. Relieved of routine duties and assigned full

time to the specific task of apprehending burglars and robbers, the arrests by the proposed division for these crimes should increase substantially. Personnel not performing satisfactorily as defined by the department regulations and standards, as measured by supervisors, will be transferred out of the division immediately. As many policewomen as possible will be assigned to the division for use as decoys, etc.

The Crime Analyst will analyze crime statistics and maintain pin maps by type, day, hour, month, year, and place of occurrence. In addition, the analyst will keep records to show the success or failure of the division in reducing robbery and burglary.

Fifty of the Detectives and Patrolmen will be divided into five squads of ten each commanded by a Sergeant. (The extra two detectives will be responsible solely for keeping records on receivers of stolen goods.) Except for the Anti-Receiver of the Stolen Goods Detectives, five of the squads will be assigned off days on Sunday and Monday and the other five will be assigned off days on Tuesday and Wednesday, which are the days of the week with the least occurrence of robbery and burglary. Thus, the division will be at full strength on the days of highest burglary and robbery, Thursday, Friday, and Saturday.

Two weeks retraining will be provided by the Atlanta Police Department Training academy to the entire division and will include the following:

1. Probable Cause and Law of Arrest
2. Search and Seizure
3. Court Room Testimony
4. Due Process and Civil Liberties
5. Evidence Handling
6. Firearms Training
7. Surveillance Techniques and Anti-Robbery/Burglary Tactics
8. Bribery and Corruption Hazards
9. Handling and Use of Communication Equipment.

The following are some of the methods and tactics that will be used by the division:

1. Stake-out teams of two or more officers or detectives will be assigned to businesses that are likely to be robbed or burglarized. This decision will be made by analysis of monthly data which indicate certain business establishments are victims of target crimes more often than others. Perpetrators who choose to rob or burglarize these will almost

certainly be arrested and the conviction rate should be very high since trained police officers will be eye-witnesses to the crime committed. Officers assigned on Stake out will wear heavy duty body armor with "Police" spelled out in letters three inches high on the armor and will be armed with either shotguns or rifles in addition to their service revolver. The safety of the public and employees of these establishments will be the primary consideration. Each business staked out will be carefully examined prior to implementation. Instructions will be given to the stake out officers to prevent any harm to employees or the public while preventing the escape of the perpetrator. A publicity campaign calling on would-be robbers and burglars to surrender immediately when called on by the police to do so at staked out locations, will be launched.

2. Civilian Clothes Patrol - Disguised officers will be assigned to patrol both on foot, and/or in cars in high robbery and burglary areas. These officers should not be easily recognized as police officers by criminals and potential criminals. The cars used will not be the type used by our regular detective force which are easily recognized by criminals as police cars. Compacts of different sizes, makes and colors will be used to prevent detection. Disguises and tactics of a civilian clothes patrol should be limited only by the imaginations of the supervisors and personnel of the division. Some might appear as sanitation workers, "wino's", perverts, females, and clergymen. Women police officers will be used as decoys in areas where a large number of street robberies occur. Back up teams of disguised officers should have all avenues of escape for the perpetrator effectively blocked.
3. Anti-receiving stolen goods detective - Two anti-receiving stolen goods detectives will work full time on identification, surveillance and apprehension of receivers of stolen goods. Eliminating readily available "fences" should necessarily reduce the number of burglaries by denying to the burglars a means of converting stolen goods into cash.

The attached chart outlines critical dates and describes the timetable to be implemented.

The analyst will meet with the officers in the proposed division on a regular basis to make sure good intra-division communication exists. The best allocation of the program's resources should be a by-product of these meetings. The meetings will be held at least once a week.

Information gathered by the intelligence elements of the division will be made easily accessible to all other divisions of the department. Again, in cooperation with the Operational Analysis Section, dissemination of all gathered information will be put in easily readable form and distributed throughout the police department.

VI. EVALUATION COMPONENT

I. Specify Measurable Goals and Objectives

A. Final Goals

1. To reduce the number of (a) robberies by 30% and the number of (b) burglaries by 10%.
2. To increase on-site apprehension by 5% (On-site apprehension is defined as apprehension of an offender or suspect within one hour of notification of the offense).
3. Clearance rate will be increased by 10%.

B. Objectives

1. 250 separate stake-outs/month.
2. 90% conviction rate of apprehended subjects.
3. Establish the top ten fences affecting target crimes in Atlanta.

C. Performance Measures

A. Goal

1. a -- Robbery

R_1 = Average number of robberies in the city for 3 months immediately prior to implementation (are also the three comparable months for the previous year).

R_1 = Number of robberies in city

R_2 = Average number of robberies in city each succeeding 3 month period

The percent of change occurring between the mean for the three months preceding the project and the mean for the last three month period under consideration will be calculated.

1. b -- Burglary

B_1 = Average number of burglaries in the city for the 3 months immediately preceding implementation (are also comparable 3 months from previous year).

B_2 = Average number of burglaries in city each succeeding 3 month period

The percent of change occurring between the mean for the 3 months preceding the project and the mean for the last 3 month period under consideration will be calculated.

2. Goal 2

A_1 = Average number of on-site apprehensions at end of first 3 months

A_2 = Average number of on-site apprehensions each succeeding 3 months

The percent of change occurring between the mean 3 months after initiation of the project and the mean for the last 3 month period under consideration will be calculated. The percent of change between the mean of the three months under consideration and the three months immediately preceding will also be calculated.

3. Goal 3

C_1 = Number cases solved
Number arrests or exceptional arrests/month

B. Objectives

1) The method associated with Objective 1 (two hundred and fifty stake-outs per month) is direct.

2) The method associated with Objective 2 (ninety percent conviction rate of apprehended subjects) is also direct.

Objective 1: The number of separate stake-outs will be counted each month.

Objective 2: The number of on-site arrests who were charged with robberies and burglaries (N_{arrests}) will be counted. The number of on-site apprehensions which resulted in convictions ($N_{\text{convictions}}$) will be counted. The conviction rate will be found by $\frac{N_{\text{convictions}}}{N_{\text{arrests}}}$. It is recognized

that the time delay between arrest and convictions must be considered to arrive at the correct conviction rate.

3) The method associated with Objective 3 (establish the top ten "fences" affecting robberies and burglaries in Atlanta) must ultimately be left to the judgment of the officials of the Atlanta Police Department.

If they believe that the "top ten fences" list is accurate and being kept current, then the objective will be considered as realized.

D. Basic Data Elements

1. The number of robberies
2. The number of burglaries
3. The number of on-site apprehensions
4. The number of separate stake-outs
5. The number of on-site arrests who were charged with robberies and burglaries
6. The number of on-site apprehensions resulting in convictions
7. The number of "fences" identified
8. The "top ten fences" list
9. The number of arrests or exceptional arrests

II. Specify a Practical Design

A. A "before - after" design will be used. The prior data required for such a design are available, have been analyzed and are reported in the data reduction analysis section (IV). All necessary data are readily available or can be collected at a reasonable cost.

B. Interim Goals

- 1) 3 months after project implementation:
 - a) 10% reduction in number of robberies
 - b) 2% reduction in number of burglaries
 - c) 2% increase in on-site apprehension
 - d) 3% increase in clearance rate
- 2) 6 months after project implementation:
 - a) 15% reduction in number of robberies
 - b) 4% reduction in number of burglaries

- c) 3% increase in on-site apprehensions
- d) 5% increase in clearance rate

3) 9 months after project implementation:

- a) 17% reduction in number of robberies
- b) 7% reduction in number of burglaries
- c) 4% increase in on-site apprehensions
- d) 8% increase in clearance rate

The levels of success established above may be changed during project implementation due to unforeseen difficulties.

For the interim goals and objectives two three-month averages will be utilized for comparative purposes:

- 1) Comparison of three month performance to the three month averages for months immediately preceding project initiation.
- 2) Comparison of three month performance to the three month average for comparable three months for preceding year.

For 12 month projects, the two three-month averages are identical.

C. Interim Objectives

- 1) Second week of third month - 250 stake outs per month
By the end of the second week of the third month of the program's implementation the division should be conducting 250 stake outs per month. The time preceding this target date will be used in analyzing data, deciding on where to stake out and working up to the goal of 250 per month. This number of stake outs will continue throughout the duration of the program.
- 2) 10 weeks after implementation - 90% conviction rate
The department should have achieved a 90% conviction rate of all perpetrators apprehended by the Anti-Robbery/Burglary Division by this same date (10 weeks after implementation) and continue at least this high as long as the number of stakeouts remains at 250 per month.
- 3) First two weeks of third month - 10 top fences identified

During the first two weeks of the third month of the program's operation the 10 top fences will be listed and constant monitoring of these men will be conducted thereafter.

The basic data elements will be collected at a frequency consistent with the interim goals and objectives.

III. Data Collection Procedures

A. Data Collection

The data necessary to establish a base for clearance rate and on-site apprehension will be provided by the Planning and Research Division of the Atlanta Police Department to the Crime Analysis Team by the implementation date of the project.

Monthly crime reports from computer printouts will contain robbery and burglary data by time of day and census tract. Crime by street location as well as type of robbery (open space, co-commercial, residential, etc.) will also be furnished by computer printouts on a monthly basis.

Robbery and burglary reports will be studied daily. Pin maps will be maintained. Two maps for robbery and two for burglary (current month and one other month). Method of operation will be considered. This will be a manual study of data.

Other data elements listed on Page 11 will be manually tabulated by the personnel of the Planning and Research Division of the Atlanta Police Department.

Monthly reports of the basic data elements will be provided through the CAT monitoring mechanism.

Computer program providing data on census tracts and block basis is new and unproven. An error factor of 5 to 10% may be expected for several months.

Batch processing of crime data and limited resources (personnel) contributes to late receipt of processed data. Plans for on line data entry cannot be completed during the short duration of this project.

Data collection on conviction rates will be delayed due to time between arrest and trial. This usually varies from about 40 to 190 days.

Studies have indicated that not all crimes are reported to police. There is no way this problem can be eliminated to insure accurate data in this or any other program.

B. Data Validity

No absolute way to prove validity of data. However the most reasonable method for checking the validity of Atlanta Police Department data will be used.

A new division in the Atlanta Police Department, the Inspections Division, is responsible for making spot checks or audits of the crime reporting system.

Inspection Division staff will call on persons or businesses after the patrol officer has reported the call as completed. This follow up may be the same day or perhaps one to two days later. If the officer has erred in his reporting of the complaint the necessary correction will be made and the officer instructed in the proper reporting procedures. Excessive errors will bring disciplinary action.

In addition to the spot checking of the Inspections Division the supervisor is required to read all reports before turning them in to the report section where another officer will check the report before the data is recorded.

The CAT will also check record validity through monitoring visits and reports. Refer to attached forms.

C. Data Management

Original reports are filed in the records section of the Police Department. Copies of these will be studied manually and the copies will be on file with the Anti-Robbery/Burglary Unit.

Computer printouts are stored in the Planning and Research Division and are accessible to all other divisions. Extra copies of printouts will be requested from City Hall and forwarded to the Anti-Robbery/Burglary Unit if use of Planning and Research copies is not satisfactory.

Monthly tapes are stored in City Hall Data Processing section and will be available for further managing of data as additional programs are developed.

Superior officers in the Anti-Robbery/Burglary Unit will act as crime analysts to determine high crime locations and the best methods to attack this crime. Planning and Research will provide assistance as requested.

The officer making the arrest will be responsible for reporting the disposition of the case to his supervisor so that data on convictions can be maintained within the Anti-Robbery/Burglary Division.

IV. Data Reduction and Analysis

A. Design the Analysis for Testing Significance of Performance Achievement.

A "before and after" design is selected. The percentages chosen in Goal A are significant based upon the best statistical estimates available at this time. When the actual data for calendar year 1972 is available, a reassessment will be made and the percentages necessary for statistical significance modified if warranted by the data.

Using a linear trend plot for 1967 through 1971 police offense data it is estimated with 95% confidence that the total number of burglaries in 1972 will be between 13,865 and 17,173 with the best estimate being 15,519. It can also be estimated with 95% confidence that the total number of burglaries in 1973 will be between 15,677 and 19,669 with the best estimate being 17,673.

It can then be concluded that in the worst possible situation $\frac{(1972 - 1973)}{(17173 - 15677)} = 1496\%$ a 10% or greater reduction would be statistically significant.

Using a log trend plot for 1966 through 1971 data and test of the null hypothesis it can be concluded with 90% confidence that any number of robberies in 1973 less than 2365 did not occur by chance. This will be achieved by a 30% reduction in the number of robberies.

The actual data will be statistically analyzed using a before/after design for:

- a) What percent of change occurred during the last month between the best estimate of what would have occurred and the actual figure reported.
- b) Whether or not the trend has changed a priori vs. reported.
- c) Whether or not the necessary percentages to be statistically significant are obtained.

Success of the project will be judged on the basis of both the degree to which the project attained its goals and objectives and whether or not the level of accomplishment is statistically significant or the significance is supported by some other agreement.

The reasons for degree of project success will be determined by thorough analysis of the entire project implementation, including evaluation measures and other relevant factors. These will be documented to assist in the evaluation of future, similar projects and to provide information to enhance the probability of success for future projects. Area displacement will be determined under a regional grant for report writing and records system under the block grant program.

B. Descriptive and Explanative Statistics

Insights into cause-effect relationships will be gained by opportunistic application of appropriate statistical analyses, particularly those used by behavioral scientists, and qualitative inputs from monitoring progress forms as well as on-site monitoring visits and verbal exchanges with project personnel.

If the project produces a significant change it may be further analyzed to determine:

1. sample of number of persons in the area who are aware of the project.
2. sample of police officers participating in project to determine
 - a) their perceptions of the project
 - b) the degree to which they feel stake outs are a deterrent to burglaries and to robberies
 - c) the degree to which they feel the choice of locations for the units is best.

3. Repeat #2 with sample of police officers not participating in a stake-out unit.
4. Responses of offenders to following questions:
 - a) Were you aware stake out units were operating in the city?
 - b) If so, why did you commit burglary or robbery?
 - c) If not, would such knowledge have been a deterrent? Why or Why not?

EVALUATION FORMS TO BE COMPLETED

QUARTERLY BY AGENCIES*

*Progress of all projects will be monitored through on-site visits by the CAT and through completion of the following forms. A visiting team as described in the Plan of Operation will also visit projects to determine effectiveness.

PROJECT

(Title)

INSTRUCTIONS

MONITORING FORM

- . Descriptive title of the project. This should be the same project title that appears on the grant application.
- . The number of the census tract(s) in which the project will be operating.
- . Self-explanatory

- . The date the project began. Give month, day and year.
- . This is the objective stated on the grant application.

Example - A Street-Lighting Project

- a) Reduce robbery by replacing x number of x type street lights in pilot area with x number of x type street lights
- b) The project will be judged successful if robberies in the pilot area are reduced by 10% in 6 months

Example: Objective - Reduction of number of juvenile recidivists for target crime by 10%

Juvenile must be defined:

Ex,: person between ages of 13-17

Recidivist must be defined:

Ex.: any person re-convicted for a felony within one year of release

1. Project Title _____

2. Census Tract _____

3. Individual Responsible for Evaluation

Agency	Name	Phone No.
--------	------	-----------

4. Date of Implementation _____

5. Objective:

a) What is the project to do?

b) How will the project be judged for success?

6. Definition of Terms:

CONTINUED

3 OF 4

INSTRUCTIONS

MONITORING FORM

10. Give opinion.

10. A. External Factors Influencing Results

B. Project Conclusions

11. EXAMPLES: Street-Lighting Project -
10 poles installed

Methadone Project -
15 addicts treated

11. Products Since Last Report:

INSTRUCTIONS

MONITORING FORM

12. Self-explanatory

12. Is your project currently: Check One

a. On schedule _____

b. Behind schedule _____

c. Ahead of schedule _____

d. Special circumstances _____

Explain:

13. If you have other work responsibilities you could easily not have adequate time available to conduct the project in the manner you would like. If this is your situation write no in the answer space.

13. Have you had as much time as you needed to conduct this project?

YES _____ NO

14. Do not include problems. They will be listed later.

14. A. Were there results, achievements, or developments from or in your project you did not expect?

YES _____ NO

B. If yes, describe.

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INSTRUCTIONS

MONITORING FORM

15. A. Major problems are:

- i) A problem which substantially interferes with or delays reaching the project objectives for three or more months.
- ii) Total re-direction or change in the scope of the project.
- iii) Evaluation records inaccurate or non-existent for three months.

15. Have any problems developed during the past 3 months in operation of this project?

YES NO

A. Major problems:

B. Minor problems: Any problems that would not fit into the Major problems categories.

B. Minor problems:

INSTRUCTIONS

16. Self-explanatory

AUTHORIZATION

Your signature indicates you are assuming responsibility that the content of the report is accurate, and complete.

MONITORING FORM

16. Indicate achievements not covered, or other comments you consider significant in an evaluation of your project.

AUTHORIZATION OF REPORT CONTENT:

Signature

Local Project Director

Date

EVALUATION FORM TO BE COMPLETED BY CAT AFTER
ON SITE VISITS

RECORDS ACCURACY

INSTRUCTIONS

MONITORING FORM

1. Self-explanatory

2. Self-explanatory

3. Records are to be considered inaccurate if any error exists.
 - a. Major and Minor errors are to be described here.
 - b. Estimate the per cent of the total volume of evaluation records that are inaccurate.
 - c. Give your opinion.

1. Verification of the accuracy of this quarter's written records. YES NO

2. Method: YES NO
 - a. Spot check and comparison with known facts.
 - b. Interview of persons actively involved in the project.
 - c. Observation of records.
 - d. Other.

3. Records inaccuracy:
 - a. In what way inaccurate:
 - b. Degree they are inaccurate:
 - c. Why they are inaccurate:

ANTI-ROBBERY/BURGLARY REPORT
FOR MONTH OF _____, 197__.

CITY WIDE REPORT

- 1) Total Burglaries for the Month _____
 - Residential _____
 - Non-Residential _____
- 2) Total Robberies for the Month _____
 - Open Space _____
 - Commercial _____
 - Residential _____
- 3) Number of Separate Stake-Outs _____
- 4) Number of Separate Civilian Clothes Patrols _____
- 5) Total Number of On-Site Apprehensions for the Month (All Target Crimes) _____
 - For Robbery _____
 - By Stake-Out _____
 - By Civilian Clothes Patrol _____
 - Other _____
 - For Burglary _____
 - By Stake-Out _____
 - By Civilian Clothes Patrol _____
 - Other _____
- 6) Total Number of Convictions Resulting From On-Site Arrests of Persons Charged with Robberies and Burglaries _____
- 7) Number of Arrests or Exceptional Arrests (All Target Crimes) _____
- 8) Number of Cases Actual* [# of cases reported (All Target Crimes) -cases unfounded] _____

CITY WIDE REPORT (Continued)

CENSUS TRACT REPORTS

Census Tract Number _____

1) Total Burglaries for the Month _____

Residential _____

Non-Residential _____

2) Total Robberies for the Month _____

Open Space _____

Commercial _____

Residential _____

3) Number of Separate Stake-Outs _____

4) Number of Separate Civilian Clothes Patrols _____

5) Total Number of On-Site Apprehensions for the
Month _____

For Robbery _____

By Stake-Out _____

By Civilian Clothes
Patrol _____

Other _____

CIVILIAN CLOTHES PATROL

Daily Activity Report

Date: _____

Number in Patrol _____

<u>TIME OF DAY</u>	<u>TYPE OF PATROL</u>	<u>(Street Address) LOCATION</u>	<u>NO. OF ON-SITE APPREHENSIONS</u>
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
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_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

The following data is to be printed:

- 1) The total number of burglaries in the city for each of twelve months preceding the project plus month to implementation.
- 2) The total number of robberies in the city for each of the twelve months preceding the project.

TARGET HARDENING EVALUATION COMPONENT

IMPACT STREET LIGHTING

NEWARK

PROJECT SUMMARY

PROJECT TITLE: Street Lighting

GRANT NUMBER: 74-DF-10-0107

PROJECT OBJECTIVE: To reduce the incidence of target crimes occurring at night in high crime areas through the installation of high candle power street lights.

PROJECT DIRECTOR: Stephen P. Tyrpak

HOST AGENCY: Bureau of Traffic and Signals
Room 206
City Hall
920 Broad Street
Newark, New Jersey 07102

DATE OF AWARD: 3 November 1972

PERIOD OF AWARD: 1 July 1973 - 30 June 1974

FUNDING: Federal Share: \$107,200
Local Share: 24,508
Total Project Amount: \$131,708

The project will install 750 high intensity street lamps in 5 selected high Impact target crime police sectors for the purpose of reducing crime in those areas. The City of Newark Bureau of Traffic and Signals will implement the project, Public Service Gas and Electric will install the lights, and tree trimming, where necessary, will be performed by Newark private contracting agencies as necessitated.

1.0 Summary

Many of the streets of the city are poorly illuminated. The residential areas illumination is further restricted by the heavy foliage of trees that line the streets. The darkness after night has fallen provides a haven for many of the perpetrators of stranger-to-stranger crimes in Newark.

Five police districts have been selected for improved street lighting as a pilot project. Should this project prove successful in reaching the Impact goal of stranger-to-stranger crime reduction of 5% in two years and 20% in five years, it is anticipated that this project will be spread to other parts of the city.

The scope of the problem to be dealt with in the five (5) areas which have been designated for Impact lighting have a high incidence of Impact target crimes, many of which are committed on the streets and generally after dark.

The various Police Commands were recently requested by the Bureau of Traffic and Signals and the Division of City Planning to submit recommendations for improved street lighting in areas within their Districts in which improved street lighting could be employed as a deterrent to street crimes: burglaries (especially in the commercial areas) and the broad range of crimes usually committed on a stranger-to-stranger basis.

2.0 Objectives

2.1 Performance Objectives

1. To reduce IMPACT target crimes in the designated pilot areas by 7.5% in one year.
2. To improve police surveillance of the designated areas and to make the environment less conducive to the perpetration of IMPACT target offenses.
3. To promote pedestrian movement during the hours of darkness in the designated areas.
4. In commercial areas, to increase business (\$ sales) due to increased pedestrian traffic.

2.2 Capability Objectives

1. To install high intensity street lamps in the following manner:
 - 280 in police sector 512
 - 170 in police sectors 311 and 313
 - 300 in sectors 511 and 513
2. To remove foliage from trees in areas where such foliage inhibits optimum illumination from both new and existing light fixtures.
3. To perform all administrative tasks necessary to initiate and implement IMPACT street lighting project.

3.0 Baseline Data

Baseline data with respect to overall target crime (without respect to whether it occurred at night) exists for the police sectors in question. The following data is extracted from the project application.

During the period June 1971 - May 1972, a survey of stranger-to-stranger (Impact Target) crimes was undertaken; the following totals were gathered with respect to target crimes:

<u>Total Impact Crime Incidents in Five Proposed Street Lighting Districts</u>	<u>Total Impact Crime Incidents in the City of Newark</u>
4,141	18,596
Incidents Reduced 7.5%	
311	311
Remaining Incidents	
3,830	18,285
Percentage Reduction	
7.5	1.6

In addition, the distribution of reported target crime incidents by police sector is presented below:

Police Sector		311	312	511	512	513
Target Crime	Total					
B & E	3,029	411	317	702	1,096	473
Rape	32	4	0	8	11	9
Murder	6	-	-	1	1	4
Robbery	950	170	95	240	335	110
AA & B	124	17	14	27	46	20
Total	4,141	632	426	978	1,489	616
% of City Total	22.2	3.3	2.2	5.2	8.0	3.3

3.1 Data Trends--IMPACT Crime Location Report

The IMPACT staff has procured from the City of Newark Information Center a monthly "Crime Location Report" which lists for each police sector, each target crime incident, where it occurred (by street address), the time and date of occurrence and the victim/offender relationship. Summary data is presented for the five IMPACT crimes for the five designated police sectors.

SUMMARY OF TARGET CRIME DATA
 FIVE POLICE SECTORS--311, 312, 511, 512, 513

January 1, 1973--April 30, 1973

	<u>Total person-person incidents</u>	<u>% stranger-to-stranger</u>	<u>% of all incidents occurring at night</u>
311	95	84%	68.44%
312	80	66%	60
511	70	83%	57.37
512	117	80%	56.83
513	60	78%	49.42

	<u>Total Robbery</u>	<u>% stranger-to-stranger</u>	<u>% occurring at night</u>
311	61	93%	60.65%
312	39	82%	58.97
511	39	89%	79.48
512	72	95%	62.5
513	39	92%	51.2

	<u>Total B & E</u>	<u>Residential (% night)</u>	<u>Commercial (% night)</u>
311	111	57 (50.87)	54 (68.51)
312	45	29 (37.93)	16 (81.25)
511	181	147 (33.33)	34 (85.29)
512	205	150 (33.33)	55 (87.77)
513	206	171 (27.48)	35 (80.00)

4.0 Evaluation Measures

4.1 Effectiveness

1. The # of target crime incidents in the pilot areas (P). The significance of the special crime location report comes into play here. Because IMPACT is getting all incidents (by address) printed out monthly, those incidents specifically emanating from the pilot areas will be analyzed (i.e., high intensity street lighting will not be implemented on all streets in the sector, just isolated pilot areas). This also aids tremendously with respect to crime displacement analysis. (see below).
2. The % reduction (increase) in incidents in the effected areas. (over the reporting month of the previous year)
3. The # of target crime incidents occurring in areas contiguous to the pilot street lighting areas.

4.2 Efficiency

Efficiency measures are part of the evaluation of objectives five through eight in the attached PMS forms and need not be repeated here.

4.3 Attitudinal

1. The attitude of police patrolman as to street lighting effectiveness-interview
2. The attitude of effected residents--video tape
3. The attitude of effected businessmen in commercially-lighted areas--interview.

5.0 Data Needs

5.1 Project Data

5.1.1 Data Requirements

Primary

1. # of target crime incidents - current = X_1

2. # of target crime incidents--previous year same reporting month* = X_2
3. $(X_2 - X_1) / X_2 \times 100$ (% reduction/increase)
4. $(X_2 / X_1 - C_2 / C_1)$ C_2 = total incidents city wide last year
 C_1 = total incidents city wide current

* designation of stranger-to-stranger not available until November 1972.

Item 4 "normalizes" the crime data by comparing it to City-wide trends.

5. Same data elements as 1-4 to measure crime displacement--see below.
6. % of police interviewed responding favorably to effectiveness of street lighting in increasing surveillance.**
7. % of citizens responding favorably to street lighting**
8. % of businessmen responding favorably to interrogatives concerning increased sales as a result of improved street lighting.**

Secondary

1. # of streetlights x geographic area--see attached sheet below
2. # of trees pruned per month
3. existence of tree trimming contract

** "favorable" derived from subjective analysis of responding interviews.

IMPACT STREET LIGHTING

Police Sector _____

Proposed Location of High Intensity
Street Lights as per Bureau of Traffic
and Signals Survey.

Street Name	Address Number and Cross Street	
	<u>From</u>	<u>To</u>
	<u>Nearest Cross Street</u>	<u>Nearest Cross Street</u>

5.1.2 Data Constraints

1. Existence--data for monitoring target crime incidents is printed-out for IMPACT use in great detail.
2. Availability--see 1, above.
3. Validity--this is a major issue concerning all crime data. It is only as valid as reported. In order to assure validity, a general incident report audit will be undertaken (not necessarily specific to crime data in the pilot street lighted areas) and compared to crime location print-outs. This will provide a general view of the difference between incident reports and printed data.

With respect to efficiency data, the assistant director in charge of the program will personally monitor the achievement of capability objectives.

4. Cost: Interview data will cost some money (unknown at this time) and will be appropriated from the IMPACT evaluation budget. The crime report audit costs will be extracted from the evaluation budget.

5.1.3 Data Collection

1. Data will be collected by the Newark High IMPACT staff.
2. Frequency (see evaluation data table below)
3. Reporting format (see PMS Forms)

5.1.4 Data Management

Project effectiveness data flows from the NPD to the CAT and is under the total responsibility of the Newark CAT.

Efficiency data normally flows from the project to the CAT via the developed Program Management System (PMS) forms. The CAT functional assistant director will personally monitor the validity of this data.

Attitudinal data will emanate from interviews and video tape under the direct control of the Newark IMPACT CAT. As such its management is under the direct auspices of the CAT.

5.1.5 Data Validation (See 5.1.2, #3, above)

6.0 Method of Analysis

Analysis of the crime reduction attempt of high intensity street lighting is a relatively straightforward attempt. Quantitative analysis--target crime data by time and location--will form the essence of the evaluation analysis; qualitative investigation will back it up. Essentially, target crime incidents of the current month will be compared to target crime data for the same period one year ago, normalized for City-wide trends.

Efficiency data, collected monthly, serves the purpose of project management (monitoring) analysis. It provides the basis for measuring capability objective achievement and diagnosing problems in project implementation.

Attitudinal data on the part of police, the community, and the businessmen in commercial areas will provide backup data, especially with regard to subjective assessment of whether street lights are effective deterrents to crime. Especially important in this regard are the community's feelings with respect to feeling more "secure" after street light implementation.

7.0 Evaluation Monitoring

(See attached PMS forms)

8.0 Evaluation Analysis

8.1 Success Level Determination

1. Crime incidences must be reduced by 7.5%.

The difficulty here is being able to attribute crime reduction to the existence of high intensity street lighting. This can be done in some sense by isolating the pilot area and estimating the contribution that other projects might have had on the proposed reduction. For example, the IMPACT Team Policing project will be

implemented in sector 512. (Certain areas of 512 will receive high intensity lighting. The NPD report enables IMPACT to isolate incidences just in the pilot areas (a specially developed form enumerates specific locations of street lighting-- see attached) and make a subjective assessment as to the proposed reduction. One method is to analyze crime displacement (if any) as a result of the lighting. If displacement occurs in other sectors (e.g. 311) but not in 512, some assessment can be made of the net impact of street lighting vis a vis team policing (in 512).

8.2 A Note on Displacement

It is clear that crime displacement analysis is a key element of evaluation of the project. Fortunately, crime data can be monitored to account for displacement not only from one area to another, but from outdoors to indoors (the data report contains this). Statistical significance of the data trends will be the determining factor in deciding upon the existence of the crime displacement. Displacement will be assessed by analyzing the same data elements (as the affected area) for contiguous area (see section 5.1, above).

8.3 Management Needs for Monitoring and Direction

The project director will prepare projections at the beginning of each month of what he hopes to achieve by way of street light implementation. At the end of each month, a PMS report will contain actual achievement data and deviations from planned will be analyzed. Also, attached to the end of the month statement will be the planned values of the following month.

This will provide continuous decision making capability for the CAT functional assistant director and the evaluation director.

8.4 Contribution the Project Makes to the Reduction of IMPACT Crime

There is a direct relationship that can be developed with respect to city wide IMPACT crime reduction. It is hypothesized that if incidents are reduced 7.5% in the affected areas, the gross contribution to IMPACT crime reduction would be 1.6% (see Baseline Data, 3.0, above). "Gross" is defined as before consideration of crime displacement. Crime displacement analysis should provide a capability of "netting out" displacement to derive net contributions to IMPACT crime reduction.

IMPACT PERFORMANCE MANAGEMENT SYSTEM
LEVEL 1: EXPLANATION OF PROJECT MONITOR-QUANTIFIED

PROJECT: Street Lighting	COMPONENT:	GEOGRAPHIC AREA: Sectors 311,312,511,512,513	DATE:
PROJECT OR COMPONENT OBJECT	PROJECT OBJECTIVE DESCRIPTION		
FIRST	<u>Performance Objectives</u> To reduce IMPACT target offenses in police sectors 311, 312, 511, 512 and 513, by 7.5% in one year		
SECOND	To reduce IMPACT target offenses in the City of Newark (in the absence of crime displacement) by 1.6% in one year.		
THIRD	To improve police surveillance in the designated areas.		
FOURTH	To promote pedestrian movement during night hours in the designated areas.		
FIFTH	In commercial areas, to increase business (\$ sales) due to increased pedestrian traffic.		
SIXTH	<u>Capability Objectives</u> To install 750 high intensity street lamps in the designated areas as follows: 170 in sectors 311 and 312, 280 in sector 512, and 300 in sectors 511 and 513.		
SEVENTH	To remove foliage from trees in areas where such foliage will block illumination.		
EIGHTH	To initiate a street lighting project.		

PROJECT		EXPLANATION OF PROJECT MONITOR-QUANTIFIED (Cont'd)	
PROJECT OBJECTIVE		FIRST	SECOND
2. Project Activities Described	A.	Measurement of target crime in each affected police sector	Measurement of target crime citywide (Monthly)
	B.		
	C.		
	D.		
	E.		
	F.		
	G.		
	H.		
	I.		
	J.		
3. Achievement Data, Measurement Units (target values defined)	a.	Target crime incidents per police sector per month	Target crime incidents per month.
	b.		
	c.		
	d.		
	e.		
	f.		
	g.		
	h.		
	i.		
	j.		

PROJECT		EXPLANATION OF PROJECT MONITOR-QUANTIFIED (Cont'd)	
PROJECT OBJECTIVE		THIRD	FOURTH
2. Project Activities Described	A.	Interview of police personnel (six month interval)	Video tape of pedestrians
	B.	Measurement of reported (night) crimes in the designated area	Assessment of increased pedestrian traffic
	C.		
	D.		
	E.		
	F.		
	G.		
	H.		
	I.		
	J.		
	3. Achievement Data, Measurement Units (target values defined)	a.	% of responses in each question category.
b.		# incidents at night per police sector	# of pedestrians
c.			
d.			
e.			
f.			
g.			
h.			
i.			
j.			

PROJECT		EXPLANATION OF PROJECT MONITOR-QUANTIFIED (Cont'd)	
PROJECT OBJECTIVE	FIFTH	SIXTH	
2. Project Activities Described	A.	Interview of affected businessmen	Street light installation per sector
	B.	Measurement of commercial sales	
	C.		
	D.		
	E.		
	F.		
	G.		
	H.		
	I.		
	J.		
	3. Achievement Data, Measurement Units (target values defined)	a.	% responses in each categorical question
b.		\$ sales.	
c.			
d.			
e.			
f.			
g.			
h.			
i.			
j.			

PROJECT		EXPLANATION OF PROJECT MONITOR-QUANTIFIED (Cont'd)	
PROJECT OBJECTIVE		SEVENTH	EIGHTH
2. Project Activities Described	A.	Scheduling of tree trimming for contractor	Establishing administrative staff
	B.	Identifying and tagging of trees to be trimmed	Perform necessary surveying work
	C.	Tree trimming	Prepare contracts for lamp installation
	D.	Inspection of trees that have been trimmed	
	E.	Compiling reports of tree trimming progress	
	F.		
	G.		
	H.		
	I.		
	J.		
	3. Achievement Data, Measurement Units (target values defined)	a.	Yes/No (Dummy variable) where indicated
b.		# of trees/month	dummy variable (0,1) # of reports
c.		# of trees/month	# contracts/month, dummy variable
d.		Dummy variable (0,1)	
e.			
f.			
g.			
h.			
i.			
j.			

Evaluation Data Information

The following table details the composition, source, point of all storage and frequency of submission of each data piece required for evaluation.

<u>Data Piece</u>	<u>Composition</u>	<u>Source</u>	<u>Storage</u>	<u>Frequency of Submission</u>
<u>1. Performance Objectives</u>				
A. Reduction of Impact Target crimes - Designated area	Numerical	Newark Police Dept./ City of Newark computer	City of Newark computer/ Impact Data Library	Monthly
B. Reduction of Impact Target crimes - City wide	Numerical	"	"	"
C. Improvement of Police Surveil- lance	Interview (Attitudinal Scale)	Newark Police/ Impact Staff	Impact Data Library	Six month intervals
D. Increased Pedestrian Traffic/Ability to report crimes	Video Tape	Impact Staff	Impact Data Library	Six month intervals
E. Commercial sales increased	Interview	Impact Staff	Impact Data Library	Six month intervals
dollar sales data	Numerical	Impact Staff	Impact Data Library	Six month intervals
<u>2. Capability Objectives</u>				
A. Lamp Installation	Numerical	Project Staff/ Public Service Company	Impact Data Library	Bimonthly
B. Tree Pruning	yes/no observation	Project Staff	Impact Data Library	Six month intervals

END