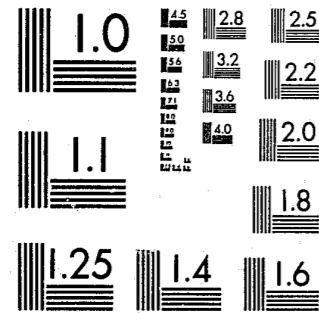


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Date Filmed
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Report #17900-001
21 February 1975

COMMUNITY RELEASE PROJECT
EVALUATION DESIGN

PART I: Measurable Criteria
and Required Data

Prepared for the Santa Clara County
Juvenile Probation Department

PUBLIC SAFETY SYSTEMS  **INCORPORATED**
P.O. BOX 30410, SANTA BARBARA, CALIFORNIA 93105

A GENERAL RESEARCH COMPANY

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COMMUNITY RELEASE PROJECT
EVALUATION DESIGN

PURPOSE

The purpose of the evaluation effort being undertaken by General Research / Corporation (GRC) for the Santa Clara County Probation Department is to assess the effectiveness of the Probation Department's Community Release / Project (CRP) as demonstrated by the degree to which it is meeting the objectives set forth in the County's OCJP grant application. This report defines GRC's preliminary evaluation methodology in terms of the CRP project / objectives, measurable evaluation criteria and proposed procedures for gathering the data required to assess the criteria.

If this methodology is approved, the next step will be to design and pilot / test the necessary data collection forms and procedures specified in this report.

PROJECT OBJECTIVES

As defined in the grant application, the CRP has four main objectives:

1. To reduce by 25 percent, or by a minimum of 500 cases, the number of juveniles who are detained awaiting a Court Jurisdictional Hearing.

2. To establish whether or not CRP is as effective as detention in Juvenile Hall in terms of:

- Preventing the incidence of further offenses before the Jurisdiction Hearing (JH) date
- Assuring the juvenile's appearance at the JH.

3. To establish, over a two-year period, whether or not placement in the community is more effective than detention in Juvenile Hall in terms of long-term behavior.

4. To establish whether placement is more effective than detention in terms of providing useful decision-making information to Court and Probation Officers.

MEASURABLE CRITERIA

Each of the four objectives will be assessed on the basis of measurable criteria:

1. Objective 1: Reduce number detained by 25% or 500 cases

Criterion 1.1: To what extent has the number of juveniles detained been reduced?

Criterion 1.2: To what extent has the number of detention days been reduced?

Criterion 1.3: To what extent has there been a cost savings due to the CRP?

Criterion 1.4: What is the potential for a further reduction in the number detained?

2. Objective 2: Establish whether CRP is relatively more effective than detention during the detention period

Criterion 2.1: What are the relative likelihood and types of offenses that occur during detention and during supervision?

Criterion 2.2: What is the relative likelihood of juveniles in detention and in supervision appearing at their JH?

Criterion 2.3: What services have been provided during supervision and detention and what was the short-term behavior of the minor?

3. Objective 3: Establish over a two-year period whether supervision is more effective than detention in terms of long-term behavior.

Criterion 3.1: What is the relative likelihood of recidivism for a juvenile detained compared to one who is supervised?

Criterion 3.2: What is the relative likelihood of a change in school, home and employment performance for a juvenile detained versus one who is supervised?

4. Objective 4: Establish whether CRP or detention provides relatively more useful decision-making information to Court and Probation Officers.

Criterion 4.1: Determine the relative value to Court and Probation Officer of information available on juveniles detained and on those supervised.

CRITERIA MEASURING METHODOLOGY

Each of the ten criteria will be measured using the following procedures. /

Criterion 1.1: To what extent has the number of juveniles detained been reduced?

This criterion will be measured in actual numbers and percent reduction. These figures will be calculated monthly using the Screening Form prepared daily by Mr. Ferdie Hernandez. It will record the number of juveniles detained at detention hearings, number eligible for CRP, number accepted in program and number in control group.

Criterion 1.2: To what extent has the number of detention days been reduced?

This number is equal to the number of days that juveniles in the CRP are being supervised. It will be calculated monthly using the CRP Client Data Form which is prepared by the CRP staff.

Criterion 1.3: To what extent has there been a cost savings due to the CRP?

This criterion will be measured in several ways. A simple cost savings will be calculated monthly based on the number of detention days saved as a result of CRP supervision, the average cost per day for supervision, and the average cost per day for detention. The average cost figures will be obtained from the Probation Department's Accounting Office.

A more extensive analysis will be prepared as part of the final report. It will include an identification of possible program benefits such as a reduction in recidivism and improved attitudes toward school; it will also identify the less obvious costs of the program such as the cost of processing the program failures and the cost of program overhead. Data will be available from the Accounting Office and from the Long-Range Follow-up Form on the control group members and program participants.

Criterion 1.4: What is the potential for a further reduction in the number detained?

This criterion is an indirect measure of the first objective. During its first year, CRP may not fully achieve its goal of reducing the number in detention by 25% because one half of those juveniles eligible will be in the control group and therefore detained. To determine whether the objective can be achieved in the long-run will require an analysis of the number and types of juveniles in the program, the number detained, and the relative effectiveness of the program on these juveniles. This analysis will determine what percent of the juveniles detained could be effectively handled in the CRP if the CRP had sufficient staff. If this percent is greater than 25% then the objective can be achieved in the long-run. The following data will be collected by Mr. Hernandez on each juvenile screened using the Screening Form as part of the screening process:

- Is the minor considered a serious threat to the community?
- Was the minor involved in the sale of narcotics?
- Will the parents not accept the minor in the house?
- Is the home a threat to the minor's welfare?
- Other reasons for non-eligibility (explain).

These data are available as part of the screening process and if recorded will provide a picture of the total number of juveniles that could be served by CRP.

Criterion 2.1: What are the relative likelihood and types of offenses that occur during detention and during supervision?

These figures will be calculated quarterly using the revised Client Comprehensive Report and a new Client Detention Activity Report. Both reports will contain a place for the counselor/detention supervisor to record any offenses occurring during the supervision and/or detention period and the action taken as a result of the offense. The likelihood and types of offenses will be compared to determine relative effectiveness of detention versus supervision as a preventer of further offenses.

Criterion 2.2: What is the relative likelihood of juveniles in detention and in supervision appearing at their JH?

This information will be recorded on the revised Client Comprehensive Report and the new Client Detention Activity Report. The percentages of juveniles not showing up at jurisdictional hearings will be compared and the reasons for not appearing will also be compared.

Criterion 2.3: What services were provided and what services were needed but not provided during supervision and detention and what was the short-term behavior of the minor?

While this criterion is not a direct measure of Objective 2, which is concerned with preventing a further offense and having the juvenile appear in court, it is an important indicator regarding the reason behind the short-term and long-term behavior.

The Client Detention Activity Report will be filled out by the supervisor of the Control Group in detention. It will record services provided and needed and attitude and activity of the minor during detention. The Client Comprehensive Report will contain information on the attitude and short-term situation of the CRP minor as well as services provided and needed but not provided. These will be filled out by the counselor.

These data will be matched to client characteristics such as age, sex, ethnicity, current offense, and number of prior referrals using the current Client Data Form and the Long-Range Follow-up Form. This matching will provide for differentiating effectiveness among program participants and changes in juveniles services.

Criterion 3.1: What is the relative likelihood of recidivism?

This criterion will be assessed using data collected by the consultant on a Long-Term Follow-up Form three months after the client's jurisdictional hearing using the client's case history file. A one-year follow-up will also be conducted as part of the second year of the project. The Follow-up Form will record each arrest of the juvenile during the time period including the type of offense and disposition.

Criterion 3.2: What is the relative likelihood of a change in school, home and employment attitude and performance?

This criterion will be assessed using data collected by the consultant on a Long-Term Client Follow-up Form using a "three months later" home and school survey and a review of the juvenile's case file. The procedures will be designed so that a one-year follow-up will be feasible during the second

year of the project funding. The home and school survey will collect information on the juvenile's school enrollment history and performance, attitude of juvenile and parents, and living and employment situation.

Criterion 4.1: Determine relative value of Court and Probation Officer of information available from CRP compared to information available from detention.

This criterion will be assessed by submitting questionnaires to the Court and Probation Officers for a sample of program participants and control group members to determine what information they found relevant to their decision-making. This aspect will be conducted during the first six months of the project so that the findings can have an impact on the client reports prepared by the CRP counselors.

EVALUATION FORMS

Screening Form

This is a new form. It will be filled out by Mr. Ferdie Hernandez each day as part of the screening process. The form identifies:

- Number of juveniles detained at detention hearing
- Number eligible for CRP
- Number accepted in program
- Number assigned to control group

For each minor not eligible: /

- Is the minor considered a serious threat to the community?
- Was the minor involved in the sale of narcotics?
- Will the parents not accept the minor in the house?
- Is the home a threat to the minor's welfare?
- Other reasons for non-eligibility (explain).

CRP Client Data Form

This is a form that is now in use. It contains certain information on all clients in CRP during a particular month. It is currently being prepared by CRP staff. Data on the form that will be used in the evaluation include:

- Name of client
- Charge
- Sex
- Age
- Previously in program
- Days in detention
- Days in CRP
- Reason for termination
- Used own home (yes/no)
- Attending school (yes/no)

Client Comprehensive Report

This is a new form that will replace the current Progress Report prepared by a counselor on each client in CRP. It will include:

- Outside interests
- Any offenses during supervision
- Actions taken as a result of offenses
- Whether or not minor reported to JH
- Reasons for non-appearance at JH
- Services provided during supervision
- Services needed by minor (provided and not provided)
- Attitude of minor during supervision (general and toward program)
- Behavior of minor during supervision (attendance at school, fighting, delinquent activity)
- Home situation (layout, siblings, abuse, economic, location, family relationships, other problems, other agencies)

Client Detention Activity Report

This is a new form that will be included in the file of those minors in the control group. It will be filled out by the detention supervisor. It will contain:

- Any offenses during detention
- Actions taken as result of offenses during detention
- Whether or not minor reported to JH
- Reasons for non-appearance at JH
- Services provided during detention (medical, school, legal, volunteer)
- Services needed by minor (provided and not provided)
- Attitude of minor during detention (in general and toward detention)
- Behavior of minor during detention (fighting, escape attempt, attendance)

Long-Range Follow-up Form

This is a new form that will be completed by the consultant using case files and school and home surveys. It will contain information such as:

- Offenses or referrals and dispositions since CRP
- Attitude of minor
- School enrollment and achievement history
- Home situation
- Number of prior referrals
- Employment situation
- Attitude of parents (general and toward program)

Information Utilization Questionnaires

Questionnaires of a sample of CRP and control group participants will be submitted to Judges conducting jurisdictional hearings and to Probation Officers to obtain their assessment of the usefulness of the information submitted to

them in determining dispositions. The questionnaires will request the Judge or Probation Officer to rate in terms of importance the information that was used to reach a disposition decision. Information categories might include:

- Current offenses
- Prior delinquent history
- Home situation
- Attitude of minor
- Performance during detention/supervision

END