

**Research and program evaluation in Illinois:  
Studies on drug abuse and violent crime**

**Evaluation of the Cook County Juvenile  
Sheriff's Work Alternative Program**

August 1999

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**Prepared by**  
National Council on Crime and Delinquency

**Evaluation funded by**  
Illinois Criminal Justice  
Information Authority

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George H. Ryan, Governor  
Peter B. Bensinger, Chairman



**ILLINOIS  
CRIMINAL JUSTICE  
INFORMATION AUTHORITY**

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Evaluation of the  
Cook County  
Juvenile Sheriff's Work Alternative Program

Prepared for the  
Illinois Criminal Justice Information Authority

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## EXECUTIVE SUMMARY

### INTRODUCTION

The National Council on Crime and Delinquency (NCCD) has conducted a process and impact evaluation of the Juvenile Sheriff's Work Alternative Program (JSWAP) operated by the Cook County Sheriff's Department of Community Supervision and Intervention (DCSI). The evaluation was funded by the Illinois Criminal Justice Information Authority (ICJIA or the Authority). JSWAP was designed to create a sentencing alternative for juvenile court judges, relieve crowding at the Juvenile Temporary Detention Center (JTDC), and provide a means for juvenile offenders to repay their debt to society through community service. This program was initiated in August 1995 and is the only one of its kind in Illinois and among only a few in the country.

The design included both a process evaluation to assess the effectiveness of the implementation and an impact evaluation to determine the viability of JSWAP as a sentencing alternative, its impact on JTDC crowding and other detention populations and programs, and assess participant outcomes.

A quasi-experimental design was developed for this evaluation because certain conditions did not exist for a true experimental design using random assignment. A group of cases from the JSWAP program was randomly selected and tracked through program completion. A separate control group of cases not ordered to JSWAP, but having similar background characteristics, were carefully selected as a control group to compare outcomes. All cases in both groups were tracked for a 12 month period subsequent to their dispositional date to determine the extent to which new petitions were filed.

Extensive background data was gathered on both groups with information coming from automated data sources and case folders. The report includes collection and analysis of aggregate



data provided by the Authority and other Cook County justice agencies, individual-level data obtained from an offender tracking database designed specifically for the evaluation, and qualitative data obtained from field observations.

## **BACKGROUND**

One of the most disturbing national trends in the incarceration of juvenile offenders has been increases in the use of detention facilities to house youth who have been adjudicated. Such facilities are often ill-equipped to handle youth for extensive periods of incarceration. For example, on February 16, 1993, nationwide, approximately two years prior to the implementation of JSWAP, the one-day juvenile detention population count was 7,757 (see Table 2A).

Over the years prior to JSWAP, juvenile correctional populations grew and the demand for bed space increased, forcing jurisdictions to develop both “front-end” diversionary interventions and “back-end” early release programs. Typically, these interventions included community-based treatment with some form of community restitution for appropriate offenders. Ideally, this serves several historical goals of juvenile justice reform. First, impressionable youth can be diverted from the harsh environment of the more traditional training schools. Second, including community-based interventions limits stigmatizing effects of correctional settings and assists in the reintegration process. Third, a diversified approach can be developed utilizing many different community resources and rehabilitative components.

From 1988 through September 1995, JTDC average daily population increased from 348 to 650 in a facility designed to hold 486 youths. This growth was driven, in part, by increases in pre-adjudication admissions due to the number of youth charged with serious crimes and awaiting trial in adult court. For the period between 1988 and 1992, pre-adjudication admissions in Cook



County grew 33% from 5,609 to 7,464 (ICJIA, 1994). These numbers continued to rise over the next few years eventually driving JTDC to a peak population of about 800.

## **JSWAP**

First implemented in August of 1995, JSWAP is designed as a sentence alternative for juveniles who otherwise would be committed to JTDC for a minimum of five and a maximum of 30 days. Juveniles placed in JSWAP have an imposed order of detention with a Juvenile Stayed Mittimus Order (JSMO). A formal screening process was contemplated as the means for referring and controlling the types of cases directed to the program. The original eligibility criteria was limited to:

- Males;
- Age 13 to 17;
- Not charged with aggravated battery, armed violence, arson, jail or prison escape, murder, stalking, armed robbery, aggravated arson, attempted murder, kidnaping, rape, Class X drug possession, aggravated discharge of a firearm, or any felony sexual offense;
- Convicted for offenses less severe than the aforementioned;
- Convicted for offenses that are eligible for probation; and
- No pre-dispositional minors are eligible.

JSWAP consists of work crews who are organized in small groups (five to ten youth) with a single sheriff's deputy in charge of each crew. A typical work day includes graffiti removal, painting, street and viaduct cleaning, park and forest preserve maintenance, municipal vehicle washing, and other simple cleaning and maintenance tasks in and around city parks. The work

assignments do not involve highly strenuous labor or operation of heavy equipment and are in compliance with child labor laws.

The JSWAP work day begins at 7:30 a.m. when all youth must report to the Juvenile Center's Hamilton Street entrance to be bussed to work sites. From there, experienced and trained sheriff's deputies transport and supervise each work crew in performing assignments. They are returned to the court building by 3:30 p.m. each day. While on work detail, there is a half-hour lunch break and two 15-minute breaks per day. The program provides bus tokens for transportation to and from the court for each juvenile in need. The program also runs after school work crews for those enrolled in school.

Since its beginning, the program has been funded by a mix of federal and county funds. About two-thirds of the operational costs have come from federal government with the remaining amount contributed by Cook County. The expenditures for the fiscal year ending October 10, 1998 totaled \$441,789.00. Federal support is scheduled to lapse in 1999.

## **JSWAP OBJECTIVES**

The original goals of the program were to:

- Help reduce crowding at JTDC;
- Divert serious offenders from the Community Service program of Juvenile Probation and Court Services Division to JSWAP;
- Achieve a successful completion rate of 55% during the first year; and
- Attain an ADP of 200 by March of 1997 with a weekend participation rate of 70 juveniles in work crews.



## MAJOR FINDINGS

More than 3,000 juveniles have been referred to JSWAP, resulting in more than 20,000 days of work by JSWAP participants. This includes after school work days (see Chapters 10 and 13).

The number and percentage of adjudicated dispositions to JTDC has declined from 722 (11.8%) in 1995 to 237 (4.1%) in 1997. Correspondingly there has been a dramatic increase in Juvenile Stayed Mittimus Orders for the same period increasing from 27.2% of all adjudicated dispositions to 44.2 %. (see Table 10A).

The percentage of orders which include community service has declined from 24.5% in 1995 to 19.8% in 1997 (see Table 10B).

The population of JTDC has dropped from a quarterly ADP high of 744 in the first quarter of 1996 to a quarterly ADP of 613 for the same quarter in 1998. The JTDC still exceeds its rated capacity of 499, but has maintained a stable population in the 600 to 650 range (see Figure 10A).

As of October 1998, about 60% of JSWAP referrals successfully completed the program and the rate of completion has been increasing since its inception (see Figure 6A).

Seventy three percent of JSWAP orders in the study sample were for 10 days or less (see Figure 11A).

The average time to successfully complete JSWAP is about 70 days. Those who never show up for a work detail are, on average, terminated within 120 days. Those who participate at least once, but still fail to complete the program, are terminated on average within 180 days (see Tables 6A and 6B).

In the beginning, termination protocols were vague and expectations for the juveniles were not explicit. This resulted in juveniles "floating" through the program. JSWAP staff has since

firmed up those protocols, reducing the ADP of the program yet still achieving the goal of a 60% completion rate.

Judicial orders involving JSWAP are inconsistent across calendars in that some include JSWAP days as part of the 30 day detention maximum and others add it on top of the 30 day maximum. Judicial orders are not explicit on completion dates for JSWAP which contributes to the confusion as to when a juvenile should be terminated from the program and brought back to court for a JSWAP violation.

No significant differences on recidivism could be found between the JSWAP experimental group (n=244) and the non-JSWAP comparison group (N=184). Certain factors appear to be good indicators of success or failure in JSWAP. The following factors were individually found to be statistically significant at the .01 level:

- No prior petitions;
- An SJS case type of Selective Intervention; and
- An indication of "No Parental Problems" on the juvenile risk assessment.

A discussion of outcome measures and results can be found in Chapter 11.

Data available at this time, the many assumptions that must be made about the actual cost of JSWAP per offender, and the number of offenders diverted make it difficult to draw definitive conclusions regarding the savings realized from the program.

What is clear, however, is that there is indeed a savings. Although we hesitate to attribute the same diversion rate as that of the program director, it is clear that some youth are being diverted. It is also clear that, JSWAP is a less expensive alternative to detention, particularly when one considers the potential lawsuits due to overcrowding or construction costs associated with building a new facility.

Recommendations:



NCCD finds that JSWAP has been of benefit to Cook County. It is the recommendation of NCCD that the JSWAP program be continued and funded by the county. The program enjoys the support of the judges, operates at a lower per juvenile cost than detention, is well managed and has attained most of its goals.

Overall, NCCD suggests few changes, but does make the following recommendations:

- That weekend participation rates be monitored and improved with a goal of exceeding 40 participants;
- That judicial orders regarding JSWAP be explicit about completion dates and/or progress expectations;
- That completion rates be maintained at at least 60%;



## **CHAPTER 1 INTRODUCTION**

### **A. BACKGROUND OF THE EVALUATION**

The National Council on Crime and Delinquency (NCCD) has conducted a process and impact evaluation of the Juvenile Sheriff's Work Alternative Program (JSWAP) operated by the Cook County Sheriff's Department of Community Supervision and Intervention (DCSI). The evaluation was funded by the Illinois Criminal Justice Information Authority (ICJIA or the Authority). JSWAP was designed to create a sentencing alternative for juvenile court judges, relieve crowding at the Juvenile Temporary Detention Center (JTDC), and provide a means for juvenile offenders to repay their debt to society through community service. This program was initiated in August 1995 and is the only one of its kind in Illinois and among only a few in the country.

### **B. EVALUATION GOALS AND OBJECTIVES**

The goals of the process evaluation were to document and assess the implementation process, identify program modifications for improvement, and identify guideposts for implementing similar programs in other communities. The process evaluation includes collection and analysis of aggregate data provided by the Authority and other Cook County justice agencies, individual-level data obtained from an offender tracking database designed specifically for the evaluation, and qualitative data obtained from field observations.

The goals of the impact evaluation were to determine the viability of JSWAP as a sentencing alternative, its impact on JTDC crowding and other detention populations and programs, and assess participant outcomes. A quasi-experimental design was developed for this



evaluation because certain conditions did not exist for a true experimental design using random assignment. The impact evaluation includes juvenile correctional population trends and individual recidivism data as well as a cost analysis of JSWAP versus detention.

### **C. REPORT OUTLINE**

Chapter 2 begins by presenting the national, state, and county trends that led to the development of JSWAP. Like most other jurisdictions, Cook County was faced with a growing detention population for juveniles and implemented JSWAP along with a number of other initiatives aimed at reversing this trend. Chapter 3 describes the program itself, including both programmatic and individual level data aimed at showing the reader the nature of JSWAP and the juveniles who enter the program.

Chapter 4 lays out the design of the process evaluation, beginning with the conceptual model that drove our work. Following this are the research questions that were developed to tell us how JSWAP was implemented, and whether this implementation matched the original goals cited by the DCSI. The data sources used in the process evaluation are also discussed in Chapter 4, and should guide the reader in better understanding the nature of the analysis that commences in Chapters 5 through 7.

Chapter 5 begins by revisiting earlier recommendations made by NCCD during the course of the evaluation period. These recommendations covered various aspects of program development and design, and are discussed in light of the extent to which they were or were not adapted by JSWAP staff. We then go on to discuss two specific areas of JSWAP that are critical to the successful implementation of the program: the referral process by which judges place juveniles in the work program; and the steps taken to ensure that the level of compliance with



program requirements reaches an acceptable level. We move on to a description of actual program operations in Chapter 6, describing monthly admission numbers and a statistical profile of the juveniles who entered the program. Chapter 7 provides an analysis of interviews with Cook County probation officers and judges, designed to shed light on how the people who actually administer various parts of the program view its successes and shortcomings.

We conclude the process evaluation portion of this report in Chapter 8 and make recommendations aimed at promoting the smooth operation of JSWAP in the future. This chapter is broken into three areas: general program operations; the referral process; and compliance issues that we feel are currently hindering the effective operation of the program as intended. These compliance issues include the use of court orders, program monitoring, JSWAP staff, and probation officer actions that will ensure that referred youth are not “forgotten” but rather take part in a process that will ensure either program participation or removal from the program where appropriate.

Chapter 9 presents an overview of the impact evaluation that follows in Chapters 10 through 13. We discuss the goals of the impact evaluation and the research questions that we attempted to answer. In addition, we describe the data sources used to gather information for the evaluation. Chapter 10 begins the actual impact evaluation with a look at the system-wide impacts of JSWAP. It is difficult to attribute specific trend changes to the program in and of itself, thus we present JSWAP as part of a continuum of alternatives that together have served to change the face of juvenile detention in Cook County.

Offender impact findings are presented in Chapters 11 and 12. We begin by discussing the experimental and control groups chosen for the evaluation. We then use various measures to paint a picture of the effect of JSWAP on those most immediately affected, the juvenile offenders

themselves. Number of hours spent in the program, subsequent petitions, and subsequent detentions are some of the measures used to tell us the potential effect of JSWAP on offender behavior. In addition to presenting data on JSWAP participants and a contemporary control group, we present differences between those who succeeded and those who were terminated from the program. At the end of Chapter 12, we present those variables that were the best indicators of success.

Chapter 13 presents an analysis designed to compare the cost of JSWAP to the level of success discussed in previous chapters. As with any criminal justice intervention, JSWAP must be fiscally justified by considering factors such as averted confinement costs, victimization cost savings, and averted criminal justice processing costs. Once these costs are presented, we compare them to the level of success of the program so that the reader may draw conclusions regarding the relative return of the intervention. To provide a basis for making this decision, we revisit the original goals of JSWAP and consider other potential or real benefits of the program.

We conclude our impact analysis in Chapter 14 by responding to the issue of JSWAP as a diversion program. In addition, the future of JSWAP is discussed. Finally, recommendations for the continuation of JSWAP are presented along with suggested changes to be implemented.



## CHAPTER 2 PROBLEM STATEMENT AND LITERATURE REVIEW

### A. NATIONAL TRENDS

Since Illinois' introduction of the first juvenile code and court in 1899, alternative methods to incarcerating youthful offenders have been a focus of juvenile justice reforms. The prevailing theme has been that, no matter what the circumstances surrounding the nature of a juvenile's offending behavior, providing an environment emphasizing rehabilitative elements will result in successful community adjustment. Thus, a host of approaches have been developed aimed at understanding the troubled youth's social, economic, psychological, and substance-abuse history.

Beginning with President Lyndon Johnson's Commission on Crime in the mid-1960s (Ferdinand, 1991), a number of innovative community-based treatment programs were funded throughout the nation. However, several researchers suggested that these programs were ineffective or that the findings were inconclusive. This contributed to broad-based statements regarding intervention programs such as Martinson's (1974) "nothing works." However, researchers have defended a rehabilitation emphasis citing that treatment programs are effective when juveniles are assigned to program treatment staff according to their needs (Lipsey, 1991).

As a result, policy-makers and criminologists continue to debate the best methods for incarcerating youth while attempting to address both the punitive and treatment ends of the juvenile justice scale. Krisberg and Austin (1993) state that "a fundamental dilemma of juvenile justice is the balancing of the requirements of distributive justice to produce apparently fair outcomes with the need to treat children in individual and flexible ways." Hence, researchers

have defined juvenile institutions as attempting to fulfill the diverse and often contradictory objectives of punishment, deterrence, incapacitation, and rehabilitation.

Over the years prior to JSWAP, juvenile correctional populations grew and the demand for bed space increased, forcing jurisdictions to develop both "front-end" diversionary interventions and "back-end" early release programs. Typically, these interventions included community-based treatment with some form of community restitution for appropriate offenders. Ideally, this serves several historical goals of juvenile justice reform. First, impressionable youth can be diverted from the harsh environment of the more traditional training schools. Second, community-based interventions limit stigmatizing effects of correctional settings and assists in the reintegration process. Third, a diversified approach can be developed utilizing many different community resources and rehabilitative components.

Alternatives to incarceration tried at the adult correctional level have had a great influence on the juvenile court. During the late 1980s, and thus far in the 1990s, a multitude of alternatives to incarceration programs or intermediate sanctions have been implemented across the country to address prison and jail crowding (Smykla and Selke, 1995). Generally, these programs and policies are aimed either at diverting prison and jail admissions or reducing lengths of stay in confinement. Such programs also provide enhanced mandatory educational, counseling, and treatment program services. The target population usually consists of nonviolent offenders in hopes that valuable bed space can be reserved for serious violent offenders (Morris and Tonry, 1990).

One of the most disturbing trends in the incarceration of juvenile offenders has been increases in the use of detention facilities to house youth who have been adjudicated. Such facilities are often ill-equipped to handle youth for extensive periods of incarceration. Table 2A



shows the one-day juvenile detention population counts for February 16, 1993 nationwide, approximately two years prior to the implementation of JSWAP. On that date, 7,757 youth who had already been adjudicated as delinquent were being detained.

<b>Table 2A</b> <b>Detention Centers Nationwide</b> <b>Total One-Day Population Counts</b> <b>February 16, 1993</b>		
	Population Number	Percent
Committed	66,276	69.1
Detained	22,988	24.0
Delinquent/Pre-adjudicated	13,695	14.4
Delinquent/Adjudicated	7,757	8.2
Status	1,266	1.4
Voluntary	6,613	6.9
Unknown	3	0.1
<b>PUBLIC AND PRIVATE TOTAL</b>	<b>95,880</b>	<b>100.0</b>

Source: 1993 Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities, U.S. Department of Justice.

## B. ILLINOIS AND COOK COUNTY TRENDS

### 1. Arrest and Detention

A majority of the Illinois Department of Corrections juvenile admissions come from the Cook County JTDC (traditionally known as the Audy Home) where crowding had reached great proportions in the years prior to JSWAP. From January 1988 through September 1995, the JTDC average daily population increased from 348 to 650 in a facility designed to hold 499 youths. For the period between 1988 and 1992, pre-adjudication admissions in Cook County grew 33% from 5,609 to 7,464 (ICJIA, 1994). As you will see later in this report, these numbers



continued to rise over the next few years eventually driving the JTDC to a peak population of about 800.

Additionally, increases in juvenile arrests for violent crimes, increased court dispositions, and longer lengths of stay in detention have been listed as factors that have contributed to JTDC crowding. Cook County arrest data are somewhat problematic due to inconsistencies in reporting procedures during 1993 and 1994. Still, the Chicago Police Department reported declines in arrests for both youth index and non-index crime arrests from 1993 to 1994 (Chicago Police Department, 1995). However, the number of dispositions directed to both juvenile and adult court increased during the same time period.

A 1994 report issued by the Authority showed that juvenile index offense arrests in Chicago and suburban Cook County were decreasing based on data for the period between 1984 and 1992. After the rates were disaggregated for violent and property index offenses, the arrest rate per 100,000 juveniles for violent offenses increased in both regions, while the rate for property offenses decreased over the same time period. Although non-index crimes may have decreased overall, juvenile arrests for unlawful use of a weapon increased substantially in Chicago and suburban Cook County between 1988 and 1992, and the number of juveniles taken into police custody for drug offenses in both regions increased during the same five-year period.<sup>1</sup>

However, arrests for less serious weapons and drug offenses have further implications. According to a Northwestern University study of juvenile weapons and drug offenders

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<sup>1</sup> These findings of juvenile crime are similar to national trends. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) (1995) reported that violent juvenile crime arrests per 100,000 grew 60% between 1983 and 1992. For the period between 1984 and 1995, the rate of murder committed by teens increased 172% (Fox, 1996). This rate has been highly influenced by the use of handguns in committing murder; the number of juveniles killing with a gun has quadrupled since 1984. Blumstein (1995) attributes the dramatic growth in youth homicides during the 1980s to the illicit drug markets where juveniles need to arm themselves for self-protection.



transferred to adult court in 1991 and 1992 in Cook County, 56% received probation, supervision, or conditional discharge dispositions (Children and Family Justice Center, 1994) while only 12% were committed to the IDOC Juvenile Division. This finding implied that many of the juvenile weapons and drug offenders were not serious offenders who warranted automatic transfer, but nonetheless were detained for extended periods awaiting trial in adult court. A JTDC custody study conducted by NCCD for the Annie E. Casey Foundation found that a substantial proportion (27%) of automatic transfer admissions in 1992 were drug offenders (NCCD, 1993).

Longer lengths of stay for JTDC youths have not been influenced solely by automatic transfer cases to adult court. A second Northwestern University study found that juvenile court continuances have increased dramatically, resulting in longer case processing and longer lengths of stay for youth in pretrial detention (Children and Family Justice Center, 1994).

Several task forces have been appointed to study the Illinois juvenile justice system, in part to review alternative methods for managing juvenile offenders. In 1995, the governor appointed the Legislative Committee on Juvenile Justice to make recommendations for legislative changes. The committee's activities supplemented the work of the Illinois Juvenile Justice Commission which had existed for several years. Clearly, the problem of juvenile delinquency was considered a priority at both state and local levels, and by all levels of government.

## **2. Alternative Programs**

An executive task force comprised of Cook County officials, including judges, detention and corrections officials, assistant state's attorneys, probation officers, assistant public defenders,

and community service providers, developed a plan, termed the Juvenile Detention Alternatives Initiative (JDAI or the Initiative), to obtain monies from the Annie E. Casey Foundation. The purpose of the task force was to study and address youth detention crowding. The task force determined that at least one-fourth of the JTDC youths did not need to be detained for public safety reasons. Therefore, recommendations were made to invest in programs that led to greater emphasis in providing alternative sanctions for Cook County delinquent youth.

A number of detention alternatives arose from the initiative, providing a continuum of programs that together serve the purpose of reducing populations and decreasing costs. Though not all of these programs focus on detention-bound youth, each serves at least a portion of this population, thus having the potential to affect population figures. These programs have included: home confinement (October 1994), staff secure shelter (October 1995), evening reporting center (December 1995), and electronic monitoring (June 1996). Thus, JSWAP is only one piece of a general shift away from detention. As such, this study reflects one portion of the observed changes in Cook County juvenile sentencing and detention trends.

### **C. THE DEVELOPMENT OF JSWAP**

JSWAP was developed in August 1995 as a direct result of citizen and government concern over juvenile delinquency and the need to develop alternatives to an overcrowded JTDC. JSWAP is operated by the Cook County Sheriff's Office and modeled after the Cook County adult SWAP. It has incorporated the same core components emphasizing intervention and education. JSWAP has the support of Cook County officials after having undergone the experience at the adult correctional level, and is a publicly accepted method for managing nonviolent offenders without reducing public safety. Approximately 70% of the funding for



JSWAP is provided by federal monies, while the remaining 30% is provided by the county. (See Appendix for a line item budget.)

JSWAP was designed to 1) create a sentencing alternative for juvenile court judges, 2) relieve crowding at the JTDC, and 3) provide a means for juvenile offenders to repay their debt to society through public service. The program is a "front-door" diversion program for nonviolent juvenile offenders who otherwise would be held at JTDC. The program also allows youth to attend school and return to their homes daily after community service. JSWAP's concept is consistent with the Department of Community Supervision and Intervention's (DCSI) mission of administering programs that alleviate county correctional facility crowding. As you will see in the following chapter, eligibility criteria have been altered somewhat, but the basic activities undertaken by JSWAP youth are very similar to those of the adult program.





## CHAPTER 3 PROGRAM DESCRIPTION

### A. ELIGIBILITY CRITERIA

JSWAP is designed as a sentence alternative for juveniles who otherwise would be committed to JTDC for a minimum of five and a maximum of 30 days. The legal status of youth admitted to the program can be: 1) a stand-alone disposition without an order of probation; 2) partial order of probation; 3) a response to an administrative probation violation; or 4) a condition of intensive probation. Juveniles placed in JSWAP have an imposed order of detention with a Juvenile Stayed Mittimus Order (JSMO) so that they do not serve time in detention unless they violate the conditions of the JSMO and are ordered by the court to detention. Participants are referred to JSWAP by a juvenile court order at the post-adjudication stage in lieu of secure detention. The judge determines the length of time a juvenile is sentenced based on proposed guidelines whereby each day contemplated for JTDC is equal to one day in JSWAP.

The original eligibility criteria for JSWAP as set forth by DCSI are as follows:

- Males;
- Age 13 to 17;
- Not charged with aggravated battery, armed violence, arson, jail or prison escape, murder, stalking, armed robbery, aggravated arson, attempted murder, kidnaping, rape, Class X drug possession, aggravated discharge of a firearm, or any felony sexual offense;
- Convicted for offenses less severe than the aforementioned;
- Convicted for offenses that are eligible for probation; and
- No pre-dispositional minors are eligible.

An analysis of the data collected on the 244 experimental cases selected for the process portion of this evaluation shows a slightly different profile for youth actually admitted into the program. In sum, certain prohibited charges are not being excluded from program admissions. Robbery and aggravated battery made up a larger portion of charges than expected, though it should be noted that possession of a controlled substance, an allowable offense, accounts for nearly half of the charges. Also, a small number of females have been admitted to the program.<sup>1</sup>

It seems that the initial eligibility criteria for JSWAP were too restrictive in light of its system goal of reduced JTDC overcrowding. As an alternative to detention, JSWAP was bound to attract some offenders with the more serious charges, since they presumably are the most likely to be sentenced to the JTDC. Thus, it is not surprising that JSWAP population characteristics differ from what the initial eligibility criteria would have allowed. The effect of these changes is presented in Chapter 12, where a comparison is made between program successes and failures.

The selection process for JSWAP could explain the variety of charges that get referred to the program. There is no formal screening process that specifies what factors to consider before making a recommendation. The decision to refer a youth to the program is made between the parties to the action and is highly particular to the circumstances surrounding each individual case. Several probation officers commented in interviews with NCCD staff that attorneys and judges both need more direction and information on the program. Several probation officers said that they are not confident that the program is truly being used as an alternative to detention. Also, the JSWAP coordinator has commented that, as judges rotate through the delinquency courts, information must be disseminated to advertise the program and explain its purpose and

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<sup>1</sup>A full description of the JSWAP and comparison groups is provided in Chapter 11.



goals. It is likely that these factors contribute to a variety of charges being referred to the program in a rather unsystematic fashion.

## **B. JSWAP REFERRAL PROCESS**

The referral process for JSWAP is overseen by the Cook County juvenile probation community service staff. The referral process begins when probation officers identify appropriate cases in written social investigations and at court presentations made at dispositional hearings. Juvenile Probation Department<sup>2</sup> supervisors and officers are asked to consider JSWAP for juveniles whose disposition may include a 5- to 30-day term in JTDC. Actual placement to JSWAP is made by judges following disposition. As we explain in Chapter 5, the referral process proved problematic in designing and carrying out this evaluation, and has continued to act as a source of disparity between planned and actual program operations. Actual placement to JSWAP is made by judges following disposition. Parental or guardian consent is also needed for placement in JSWAP.

## **C. PROGRAM ACTIVITIES**

### **1. Typical Day**

JSWAP consists of work crews who are organized in small groups (five to ten youth) with a single sheriff's deputy in charge of each crew. A typical work day includes graffiti removal, street and viaduct cleaning, park and forest preserve maintenance, municipal vehicle washing, and other simple cleaning and maintenance tasks in and around city parks. The work assignments do not involve highly strenuous labor or operation of heavy equipment and are in

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<sup>2</sup> Juvenile Probation and Court Services Division of the Circuit Court of Cook County.

compliance with child labor laws. Over the course of the program, there has been some call for work activities to include private-sector service, involving activities more closely resembling future careers. At the time of this report, there is some indication that youth are putting in more hours for non-profit agencies during the last program year than in previous years.

The JSWAP work day begins at 7:30 a.m. when all youth must report to the juvenile center's Hamilton Street entrance to be bussed to work sites.<sup>3</sup> From there, experienced and trained sheriff's deputies transport and supervise each work crew in performing assignments. They are returned to the court building by 3:30 p.m. each day. While on work detail, there is a half-hour lunch break and two 15-minute breaks per day. The program provides bus tokens for transportation to and from the court for each juvenile in need.

The number of days that a youth must spend in JSWAP depends upon his/her court order. For instance, if a youth is sentenced to 16 days in JSWAP, and he is attending school and can only work on weekends, it will take eight weekends to complete the sentence. If he is not in school, it will take him about two weeks of work days. There is also an after-school program in which juveniles can work hours toward completion of their JSWAP sentence.

## 2. General Task Categories

JSWAP has forged relationships with various agencies in Chicago. For example, arrangements are being made with the Chicago Transit Authority for JSWAP crews to remove graffiti from roadway areas. Also, the program has been involved in activities in the juvenile center. Over the 1997 holiday season, JSWAP crews helped juvenile center staff deliver

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<sup>3</sup> In 1998, the start of a work day was changed to 8:30 a.m. Thus, the work day was seven hours rather than eight hours.



presents, setup food and gift stations, and clean up after holiday functions. In sum, JSWAP crews perform a variety of tasks over the course of the year. For the purpose of this report and evaluation, various tasks are collapsed into general categories. These categories are as follows:

- ***Equipment Moving*** includes moving office furniture and contents. For example, in the Fall of 1996 work crews helped the juvenile center relocate a records department.
- ***Snow Removal*** is, of course, a seasonal activity. The work crews primarily clear snow away from fire hydrants, bus stops, and other public areas.
- ***Vehicle Maintenance*** includes the washing and general care of county vehicles.
- ***Highway Maintenance*** primarily involves weeding and picking up trash along highway access roads and ramps.
- ***Park and Public Area Maintenance*** involves trash pick-up, weeding, and general care of parks and other public areas.

### **3. Distinguishing JSWAP from Community Service Orders**

The idea of having offenders, both adult and juvenile, perform community service as a condition of probation has been a part of sentencing options for decades. Offenders have frequently been required to perform jobs or services for governmental and non-profit organizations for a limited period of time as a form of repaying society for committing an offense.

JSWAP certainly embodies this idea. However, the work completed by the juveniles has a greater degree of visibility than most community service work. In typical community service situations, offenders often work individually in various locations and others present may or may not be aware that the person is an offender satisfying a court order. In contrast, JSWAP participants typically work in crews, usually in open areas such as parks and highways. It is

clear to the general public that these work crews are supervised by sheriff's deputies and that they are performing the work to satisfy a judicial order.

Thus, JSWAP not only seeks to hold a juvenile accountable for offenses by requiring community work, it also sends a message to the general public that juvenile offenders may be required to perform public service to compensate for their offenses.



## **CHAPTER 4 PROCESS EVALUATION OVERVIEW**

### **A. CONCEPTUAL MODEL OF THE PROCESS EVALUATION**

The process evaluation of JSWAP places emphasis on program design, implementation, and operation, and is intended to span all stages of program evolution. It is focused on practical, management-oriented issues, as well as interpersonal and group dynamics. The following goals have been identified for the process evaluation:

- To assess the extent to which program implementation is conducted in accordance with pre-operational expectations;
- To guide the refinement of the program in the future; and
- To guide similar undertakings by other communities in the future.

These goals were accomplished through a series of tasks that involved documenting, describing, and assessing numerous aspects of the development, implementation and operation of JSWAP.

### **B. PROCESS EVALUATION RESEARCH QUESTIONS**

In the original DCSI proposal to the Illinois Criminal Justice Information Authority (ICJIA) for JSWAP funding, a number of goals and objectives were identified for the program. Some were long term, i.e. reducing overcrowding at the JTDC, others were related to specific issues such as the number of youth served by the program. Based on this proposal, and on the above discussion, the process evaluation results which follow in Chapters 5 through 9 provide a

comprehensive assessment of all critical dimensions of JSWAP activities. In particular, the research addressed the following questions:

## 1. Context

- Which juvenile justice agencies were involved in the design and implementation of JSWAP?
- What was/is the role of community organizations, the judiciary, the Juvenile Probation and Court Services Division of the Circuit Court of Cook County (Juvenile Probation Department), state's attorney's office, public defender's office, sheriff's office, and other local officials?
- What are the operating assumptions regarding criminal behavior and the effects of punishment and treatment which underpin the program?
- What were problems facing the jurisdiction in terms of crime, arrests, court, processing, correctional population growth, and resources at the time JSWAP was implemented?
- How does the sheriff's office assess whether the program is meeting its prescribed goals?
- Have there been any legal challenges to program procedures? If so, what were the outcomes?
- What contextual variables appear to hinder or facilitate meeting current goals and objectives?

## 2. Goals

- What are the formal goals and objectives for the program? Are they clearly stated and measurable? Are they logically consistent with the program's operating assumptions regarding criminal behavior?
- Did the original goals for the program change over time? If so, for what reasons? If not, what are the current program goals and what problems or issues were they formulated to address?



### **3. Client Selection**

- What are the selection criteria for admission to the program? How were the program's criteria for offender eligibility developed? Are they consistent with the program's goals and objectives?
- What are the demographic, social, economic and criminal characteristics of offenders admitted to and rejected from the program? Are these trends consistent with the program's formal criteria?
- Are there plans to expand the program's criteria for offender eligibility? If so, is there a timetable for these additions?

### **4. Interventions and Services**

- What are the numbers and types of services and supervision delivered by the program? Are service and supervision standards being realized?
- How many cases successfully complete the program? What are the reasons for failure and how long are youth in the program before failure occurs?
- How long do youth stay in the program?
- What happens to youth who successfully or unsuccessfully complete the program?

### **5. Linkages**

- Which members of the county's justice system (such as county officials, judges, jail administrators, pretrial and probation administrators, and treatment providers) were involved in planning and implementing the program?
- What juvenile justice and non-juvenile justice agencies interact with the program's operations?
- How does the program determine eligible work and work recipients?

### C. PROCESS EVALUATION DATA SOURCES

In the beginning stages of the process evaluation NCCD reviewed program operations and information systems. In order to collect quantitative data on program procedures, JSWAP staff developed an electronic participant tracking data system. This database was designed to focus on individual-level program activities and progress. Per the request of NCCD, the data system was modified in order to capture additional information. These data were electronically transmitted to NCCD on a monthly basis, allowing for regular data collection monitoring and programmatic updates.

NCCD also used the existing Cook County data systems. The Cook County Clerk of the Circuit Court's (clerk's office) database was used to randomly select a comparison group from amongst those who met JSWAP program eligibility criteria. In addition, NCCD collected offense histories for both the JSWAP experimental and comparison groups while on-site from the clerk's office database. The PROBER database in use by the Juvenile Temporary Detention Center (JTDC) was used to track subsequent admissions to detention for the sample cohorts.

In addition to Cook County data systems, the Juvenile Probation Department provided NCCD with probation orders, risk assessments, SJS interviews, and risk reassessments for all cases.



## CHAPTER 5 PROGRAM DEVELOPMENT AND EVOLUTION

### A. PROGRAM DEVELOPMENTS ON INITIAL MODIFICATION SUGGESTIONS

During the first two months of the evaluation, NCCD reviewed program processes and structures. Based on this analysis, NCCD suggested several initial program modifications that would address some potentially problematic issues for the evaluation and program success. These are detailed below, and are followed by subsequent program modifications.

#### 1. Minimum Attendance Requirements and Maximum Time Frame for Sentence Completion

Youth can spend up to 30 days in the program, with sentences currently averaging about 11 days. As originally designed, the program did not have specific time requirements for juveniles to complete their terms. Thus, judges typically did not specify a time frame in which to complete the term and JSWAP staff could not communicate a deadline to each juvenile referred to the program. NCCD suggested that this caused problems in ensuring that youth complete their designated term and participate consistently without extended absentee periods. (NCCD also suggested providing breakfast as an incentive for youth to report for work detail at 7:30 a.m.). It was suggested that setting minimum attendance (e.g., one day per week) would serve as an indicator of performance and establish a sentence completion time frame.

The program coordinator developed clear termination guidelines in June 1997. These were designed to make program requirements clear to those juveniles sentenced to the program.

The guidelines require the following:

- Those juveniles going to school must attend at least one detail on the weekend; and
- Those juveniles not going to school must attend at least three details during the week.

This new policy allows program staff to project the expected completion date for each referral and inform the juvenile that noncompliance will result in a negative report to their probation officer and/or judge. Although, noncompliance with a time frame for completion of a JSWAP term does not necessarily determine termination, it serves as an indicator of performance, prompts attention to those cases not on track, and improves the program's ability to accurately project caseloads.

Initially, the only problem evident with this new policy is that staff had to rely on the juvenile's self-reported school attendance. However, JSWAP has forged a relationship with the juvenile center's Chicago public school advocate. This contact allows program staff to verify daily school attendance of juveniles referred to the program and adjust attendance expectations accordingly.

## **2. Operational Goals**

In June 1997, the coordinator implemented new program-level goals for levels of participation and rates of completion. These goals state that 60+ minors are expected to participate each weekend and 20 are expected to work each weekday. These goals were formulated in an effort to have a sufficient number of juveniles attending work details to achieve 55 program completions per month. Prior to this, the program operated on yearly goals.



Participation rates have never met this goal. The first half of 1997 had daily weekend populations ranging from 43 to 52 juveniles and weekday populations ranging from 8 to 21.

Participation populations have declined since then, never regaining those levels. In August, September, and October of 1998, the daily weekend populations were reported as averaging 15, 23, and 21, respectively. For the same period of time, the weekday populations were 18, 12, and 21. In part, this is related to lower overall enrollments as discussed in the following section.

### **3. Program Capacity Goal**

A definitive program capacity has yet to be identified. Over the period of April 1997 through March 1998 the number of active cases in the program declined from 407 to 311 (the active population dipped below 300 in December 1997 and January 1998). This reduction can, in part, be attributed to clearer standards for levels of participation, as described above, and increased effort and new policies aimed at increasing participation levels. The final three months for which NCCD collected data, September, October, and November 1998, witnessed active caseloads of 283, 267, and 238 respectively, the lowest numbers recorded since the second year of the program. Interviews with staff indicate that the decreasing enrollment reflects a greater effort by staff to terminate non-participating juveniles, rather than an actual decrease in the number of juveniles who are referred and participate.

### **4. Clarification of JSWAP Violations**

Previous interim reports recommended that explicit criteria and conditions for program violations be established by JSWAP staff in order for the evaluators to measure the performance

and compliance of youth in the program. Obviously, lack of attendance has accounted for the majority of unsuccessful terminations, though misbehavior or other activities also resulted in terminations. JSWAP staff found it necessary to establish clear expectations for participation (i.e., minimum expected attendance rates for each referral), and each juvenile has been informed of exactly what is expected.

Analysis of data on the JSWAP cases tracked for this evaluation shows that the program has been flexible but vigilant in enforcing program participation. Those successfully completing JSWAP do so in an average of 70 days. Those completing some, but not all of the requirements (unsuccessful terminations), are closed out after an average of 180 days. Those who never show up for any work details (also unsuccessful terminations), are closed out after an average of 120 days. This suggests that JSWAP staff is providing sufficient opportunities for the juveniles to meet their requirements, but are not tolerant of those who simply ignore the order or make little effort to comply with it.

## **5. Performance Review Process**

Youth participation should be monitored and recorded from the time of entry through termination. In addition to the information collected at the time of entry, it was recommended part way through this evaluation that a process should be established for how to monitor and record attendance, violations, and schedule compliance during the course of the program.

JSWAP developed an electronic database that accomplishes this task. After offenders are admitted to the program their attendance is monitored carefully. Lack of attendance triggers several efforts to secure participation. All program staff are vigilant in their efforts to secure participation from juveniles referred to the program. In addition to contacting their probation



officers and notifying judges of waning participation, program staff call juveniles at home to speak with them, their parents or guardians, and other adults. In June 1997, one deputy was charged with the task of monitoring each juvenile's participation, overseeing phone calls made to juveniles' homes, and collecting information from probation officers. The deputy assigned to this task is very familiar with the program, having been with the program since its inception.

Also, JSWAP staff periodically conduct a thorough status check on all juveniles assigned to the program. This includes verifying school attendance and checking in with probation officers. This helps to inform program staff of juveniles who (1) are unable to complete their term due to subsequent detention for another charge or probation violation and (2) need to be switched to a different JSWAP work schedule due to school or work attendance.

## **B. SUBSEQUENT PROGRAM DEVELOPMENT**

In addition to the modifications highlighted in the above sections, program staff continue to refine program policies and procedures in an effort to improve participation and completion rates. After more than three years of operation, program staff have learned a great deal about motivating juveniles to attend work details and satisfy their sentence, "marketing" the program to juvenile court judges and other individuals involved in the decision making process, and developing efficient and effective monitoring procedures to notify judges and probation officers of attendance problems and successful sentence completions. These issues and modifications are discussed in the sections below.

## **1. After School Program**

In September 1997, JSWAP reinstated the After School Program where juveniles can report for details after school and receive credit for a full day's work ( it does not operate in the summer months when school is out of session). The principle behind this program is to keep juveniles occupied over most of the day (i.e., school followed by JSWAP). These details typically have an average of 10 juveniles, but the attendance figures climb as the school year progresses. NCCD feels that this is a very important component of the program and the program's efforts to increase participation are laudable.

From a programmatic standpoint, levels of participation in the After School Program keep operation of the program during the week at purposeful levels. Most importantly, research shows that the after school hours are very crime-prone times of the day. It appears that JSWAP is having an effect in this area, as 21% of referrals for the third year of the program worked exclusively in the After School Program, and represented 23% of program completions for that year.

## **2. Expansion to Outlying Areas**

The program expanded to a suburban district, February 1998, in order to attract more referrals to the program and have more of an impact on JTDC crowding. After implementation, the program coordinator has been monitoring the number of referrals made from that court, as this modification had the potential to impact JTDC crowding. However, as noted in JSWAP's Year Three Annual Report, less than fifteen referrals had been made from the suburban court, supporting neither the intake goal of 1,250 set for that year (for the entire program), or significantly affecting JTDC daily populations.



### **3. Provide Extended Transportation When Necessary**

As originally designed, juveniles had to arrange for transportation to the juvenile center or other remote pick-up sites where they met JSWAP deputies who then transported crews to work sites. In order to assist juveniles who did not have sufficient resources to pay for transportation, JSWAP arranged to distribute bus tokens to those juveniles who required such assistance. However, the program has had to deal with various transportation issues such as when the Chicago Transit Authority discontinued vital bus routes on weekends. In response to such events, the program has made adjustments in pick-up locations. This is another example of the lengths program staff go to in order to secure participation in the program and bolster the program's effectiveness as an alternative to detention.

### **4. Establishment of a Reporting Site**

In mid-June 1997, the program opened a south-side Chicago JSWAP pick-up site. This reporting site was intended to attract more referrals from the respective court calendars and increase participation from juveniles living in the area, thereby becoming a more effective alternative to detention. As originally designed, a deputy drove to a central location in the area to transport youth to work-sites. Very few juveniles came to the reporting site, however, and it was discontinued in October 1997.

### **5. Improve Communications with the Juvenile Probation Department**

Communication with the juvenile probation department continues to be the most problematic area of JSWAP functioning. The program coordinator indicates that it is very hard for his staff to monitor JSWAP participants when probation officers do not respond to inquiries

or inform JSWAP that a juvenile has been detained on another charge, his/her case has been closed, or for some other reason is unable to attend work details.

As previously reported, the program coordinator assigned one JSWAP deputy the task of communicating with the juvenile probation department. This deputy is responsible for maintaining a line of communication with each participant's probation officer. It was hoped that this modification would result in increased awareness among both departments with respect to each youth's status. In turn this should help to increase participation. Cooperation among the various departments and agencies involved with referring, administering, and/or supervising youth in community-based programs is crucial to any program's success; this is especially true of JSWAP. Indeed, this modification helped to some extent, but did not resolve the problem entirely. The coordinator has expressed concern that there is no sense of urgency amongst probation officers to strictly enforce JSWAP terms and the program itself has no authority to take action when a youth does not attend details on a regular basis.

Given this problematic relationship, the program coordinator turned to working directly with the juvenile court judges to enforce compliance. In July 1997, JSWAP recruited the presiding judge to launch a review process that would carefully track juveniles' compliance with JSWAP orders. This marked a strong effort on the part of judges to monitor compliance with JSWAP orders. (The effort was also prompted by the discovery that judges were not aware of compliance levels.) To facilitate this review process, JSWAP staff produce a monthly report that is distributed to the delinquency court judges who then request updates from probation officers.

It is this type of effort that will, if successful, bolster JSWAP's effectiveness as an alternative to detention. Juveniles sentenced to JSWAP in lieu of detention must be held



accountable for the imposed sentence, which cannot happen if communication breaks down between JSWAP, the juvenile probation department, and juvenile court judges.

#### **6. Provide Lunches**

Prepackaged lunches prepared by the justice center's cafeteria are made available in the morning for youth to take along to the work sites. NCCD originally recommended providing breakfast for juveniles reporting for work in the morning, but this has not been implemented.

#### **7. Innovative Motivators**

Program staff have tried a variety of innovative activities to encourage participation and boost morale. For example, in an effort to motivate participants and instill an sense of accomplishment, program staff hosted a JSWAP graduation party/ceremony for those youths that successfully completed their sentences (approximately 200). Although attendance was less than hoped (approximately 30 youths), many family members attended and the event was well received.

#### **8. Expand Program Operations to Back-End JTDC Release Mechanisms**

In June 1997, the program coordinator proposed an interesting strategy to decrease crowding at JTDC. He proposed that juveniles currently held in JTDC be released during the day to work SWAP details. For each day a juvenile worked a detail, he/she would receive a one-day credit against his/her detention sentence. This represents a significant departure from the original design of the JSWAP as a front-end alternative program. This proposal would have

expanded JSWAP operations to impact JTDC crowding via a back-end release mechanism. In theory, a juvenile's JTDC sentence could be cut by as much as half with this new policy.

The proposal was ultimately rejected because it received little support from JTDC and there was some resistance to the image of a chain gang.

### C. REFERRAL PROCESS

The referral process posed significant problems for designing the evaluation and complicates overall program operations. Initial impressions that a formal JSWAP screening process at the probation officer level was in place proved to be inconsistent with actual program operations. Rather, youth are selected for the program primarily during certain court events, not through a systematic, objective screening procedure. For example, a youth might be recommended for a JSWAP term as a condition of his/her order of probation after a "402 Conference" or by agreement of the parties involved. In a 402 Conference, all parties involved confer behind closed doors to discuss the case and possibly settle the charge. One possible scenario would be that the youth wants to know what the penalty might be if he/she were to plead guilty. This conference includes counsel and the judge. If assigned by agreement, the youth pleads guilty to the charge and the parties agree on the penalty to be imposed.

The process is generally discretionary in that one party may recommend or request a JSWAP term or the judge may simply see JSWAP as an appropriate order. While a great deal of information with respect to the youth's criminal background and social history are undoubtedly factored into the decision, the decision-making process is not recorded in a systematic fashion.

JSWAP is still seen as an alternative to detention for some juvenile offenders. JSWAP terms also are imposed on youth who might benefit from the regimen of the program or need a



chance to give back to the community, but are not necessarily detention-bound. Current procedures do not allow easy determination of which offenders who were sentenced to JSWAP were, in fact, detention-bound. Additionally, it is difficult to pinpoint the criteria taken into consideration when a JSWAP term is contemplated. It is important to understand that JSWAP is only one component of each offender's probation order. The eligibility criteria of other community-based programs are certainly taken into consideration.

#### **D. COMPLIANCE WITH JSWAP ORDERS**

One of the more problematic areas of JSWAP has been determining when a juvenile is not complying with the judicial order to complete the program. The court orders typically require from 5 to 15 days of work, though it may go up to 30 days. However, judges rarely stipulate a date by which the JSWAP days must be completed, or that a certain portion of the days must be completed each quarter. Initially, JSWAP staff allowed the juvenile to have until the end of the probationary period to comply with the JSWAP requirement. However, this policy was revised by establishing guidelines for completion based upon the number of JSWAP days ordered, the time of the year, and whether the juvenile attended school. Now, participants are assigned a date by JSWAP staff before which their work days must be completed. The juvenile is informed of this requirement during their initial JSWAP interview.

While the establishment of a compliance date by JSWAP staff is an improvement, it does not carry the authority or sanction of a judicial order. It is understandable that judges are reluctant to specify such criteria because probation officers and JSWAP staff have a better sense of a juvenile's school and family circumstances and are in a better position to determine when and how often a child should participate.

The problem is further confounded by the involvement of two separate agencies. The sheriff's department operates JSWAP while the juvenile probation department is responsible for the supervision of all juveniles placed on probation. While JSWAP staff may terminate a juvenile for a variety of reasons such as misbehavior or possession of drugs, they typically terminate a juvenile for failing to make progress toward the court ordered number of days. JSWAP staff provide all judges and probation units with an update of juveniles in the program on a weekly basis including those who have been terminated. While JSWAP staff may terminate a juvenile from the program, only the probation officer can bring the juvenile back to court for violating the order to complete JSWAP.

Both JSWAP and the juvenile probation department staff expressed frustration at the ambiguity created by this situation. Non-compliance with program requirements (termination from JSWAP) does not necessarily trigger a violation of probation as the end of the probationary period may be several months off.

There was a general consensus among staff from both JSWAP and the juvenile probation department that court orders ought to provide greater guidance. Specifying a completion date for JSWAP before the end of the probationary period would help. Indicating the number of days that must be completed each quarter is another possibility. In the JSWAP sample group tracked for this report, 73% of all JSWAP orders were for ten days or less. About 25% were for five days or less. As most probation periods last for at least one year, establishing specific JSWAP completion dates would not appear problematic.

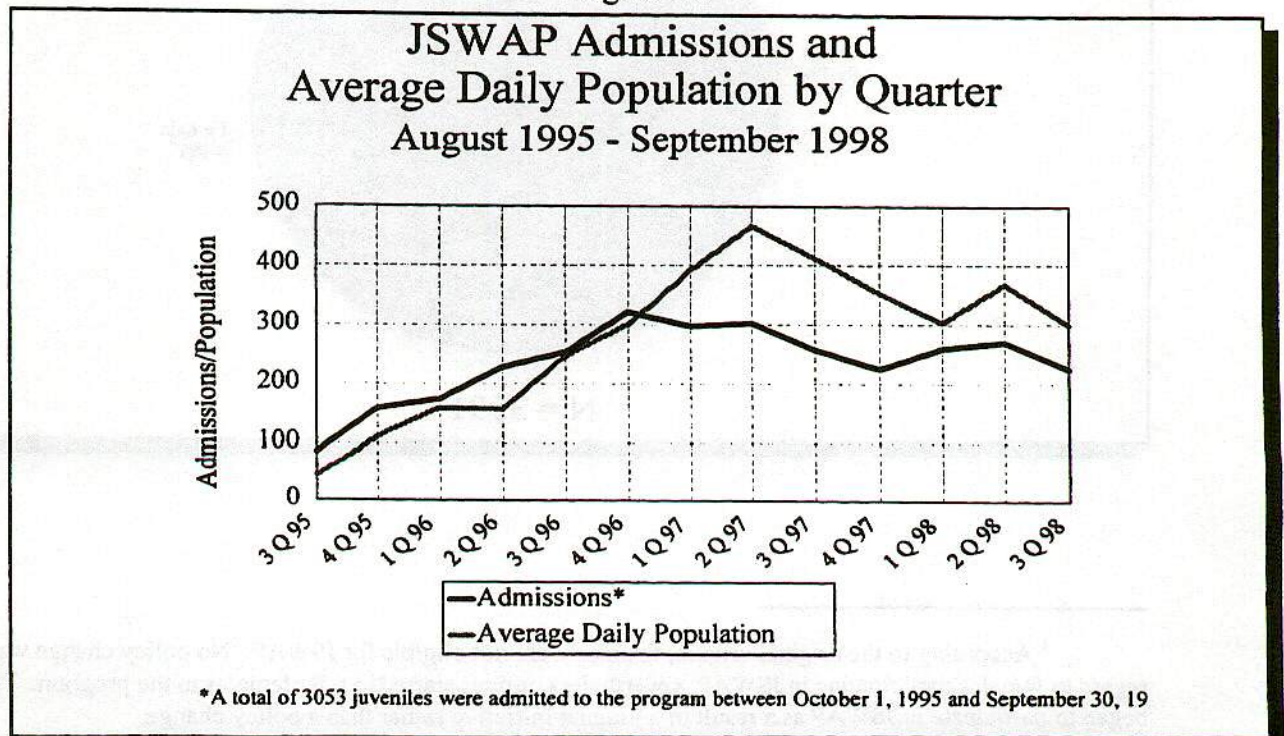


## CHAPTER 6 SUMMARY OF PROGRAM ACTIVITIES

### A. MONTHLY ADMISSION NUMBERS

JSWAP began accepting participants in August 1995. Since then, over 3,000 offenders have been admitted in the program (see Figure 6A). As of February 1999, judges have ordered 34,146 days of JSWAP and juveniles have completed 20,228 days (including after-school participation). The difference between days ordered and days worked is accounted for by unsuccessful terminations (12,086 days not completed) and those still active in the program. Referrals to the program are fairly steady but can fluctuate with such factors as changes in season (e.g., the start of the school year) and the rotation of judges. JSWAP admissions reached a peak during the fourth quarter of 1996. Since, April 1996, at least 200 juveniles per quarter have been referred to JSWAP. Furthermore, the average daily population (i.e., number of youth active in JSWAP during a specific period of time) reached a peak during the second quarter of 1997.

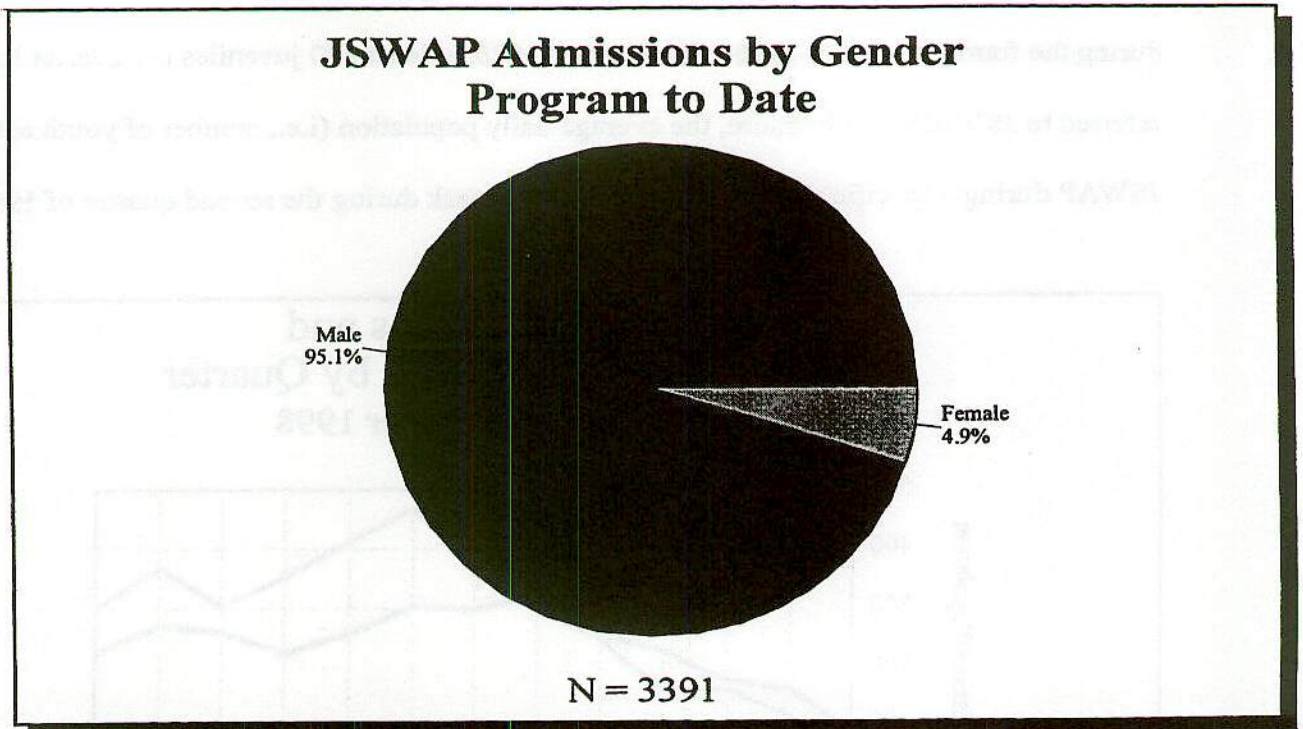
Figure 6A



## B. STATISTICAL PROFILE OF JSWAP PARTICIPANTS

The typical JSWAP referral would be a 15-16 year old African American male. As shown in Figure 6B, the vast majority (95.1%) of the youth in JSWAP were male; only 166 females<sup>1</sup> have been referred to JSWAP from its inception in August 1995 to the present. African Americans accounted for 78% of admissions, followed by Hispanics (17.3%) and Whites (4%) (see Figure 6C). The typical JSWAP referral is nearly 16 years old (15 years, 10 months), with 67% of the youth being 15 to 16 years old (see Figure 6D).

Figure 6B



<sup>1</sup> According to the original criteria, females were not eligible for JSWAP. No policy change was made with regard to females participating in JSWAP; nevertheless, judges started to refer females to the program. Thus, females began to participate in JSWAP as a result of a judicial initiative rather than a policy change.



Figure 6C

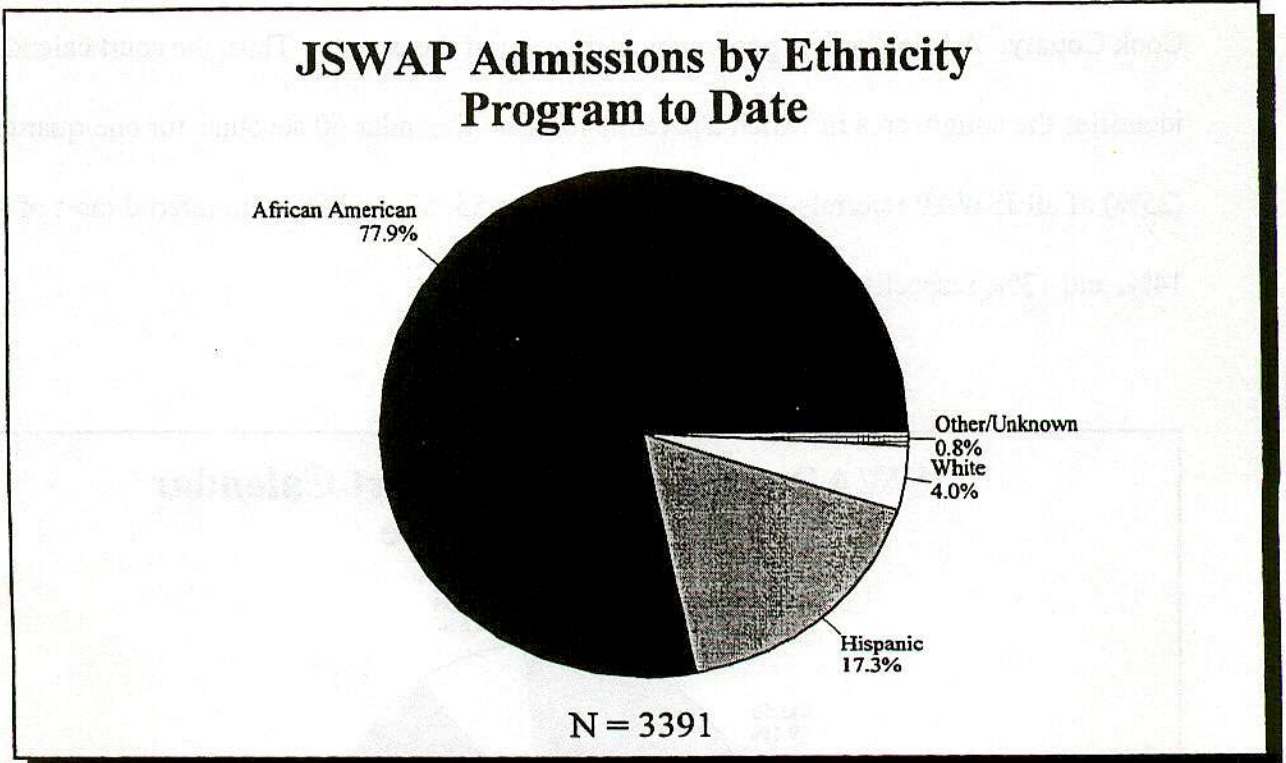


Figure 6D

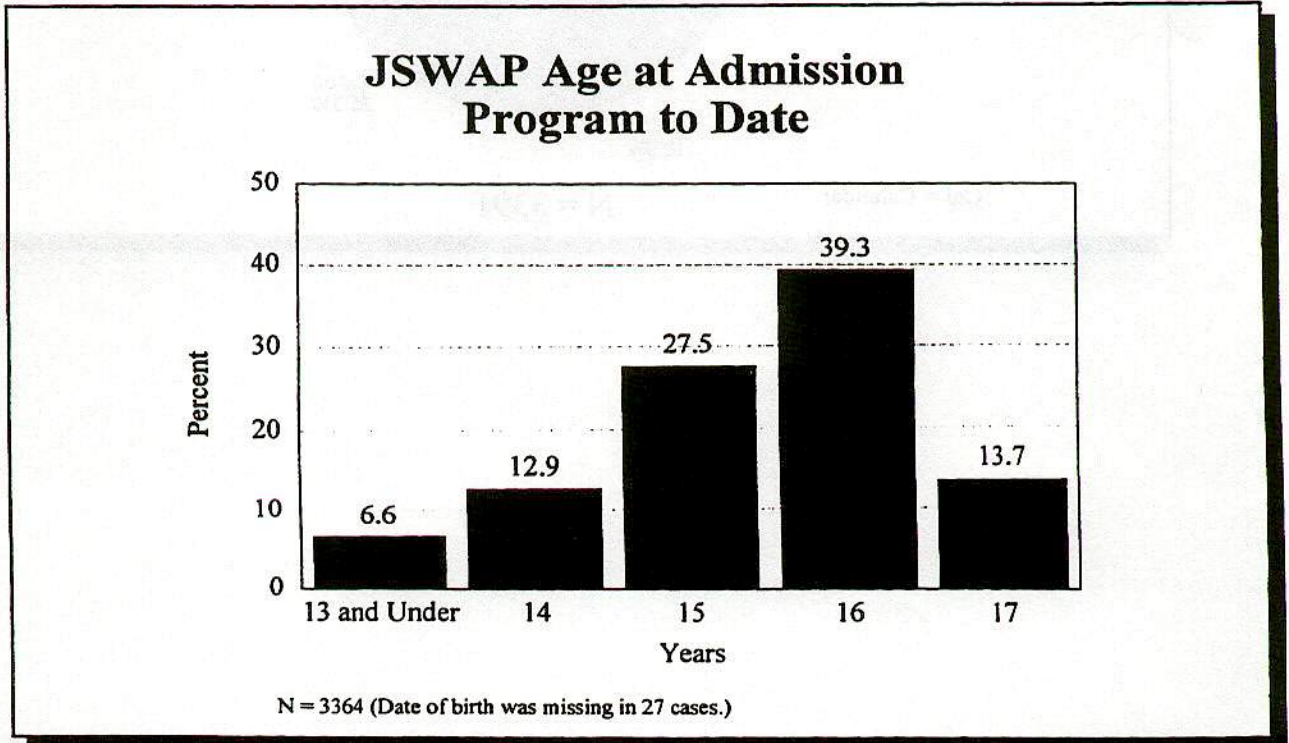


Figure 6E shows JSWAP assignments from various calendars of the Circuit Court of Cook County. A calendar is a geographical division of the county. Thus, the court calendar identifies the county area in which a juvenile resides. Calendar 60 accounts for one-quarter (25%) of all JSWAP referrals, followed by calendars 55, 57, and 58, with referral rates of 15%, 14%, and 13%, respectively.

Figure 6E

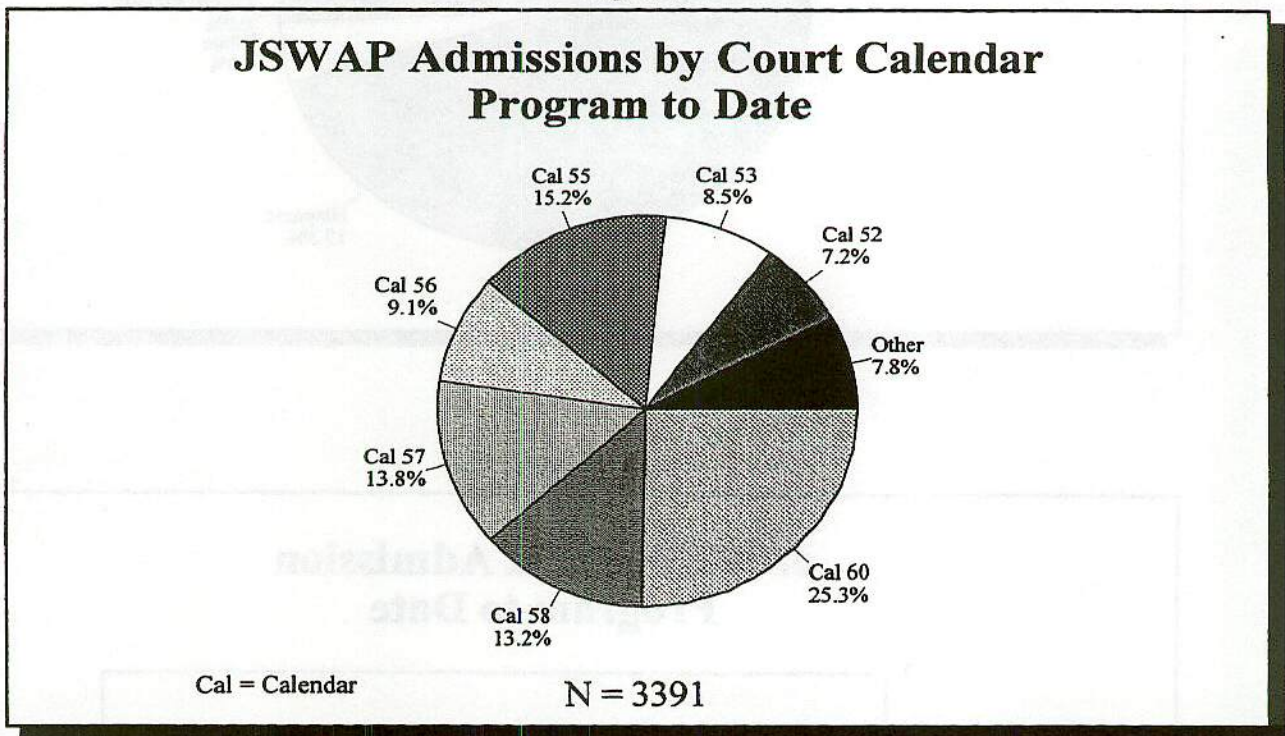
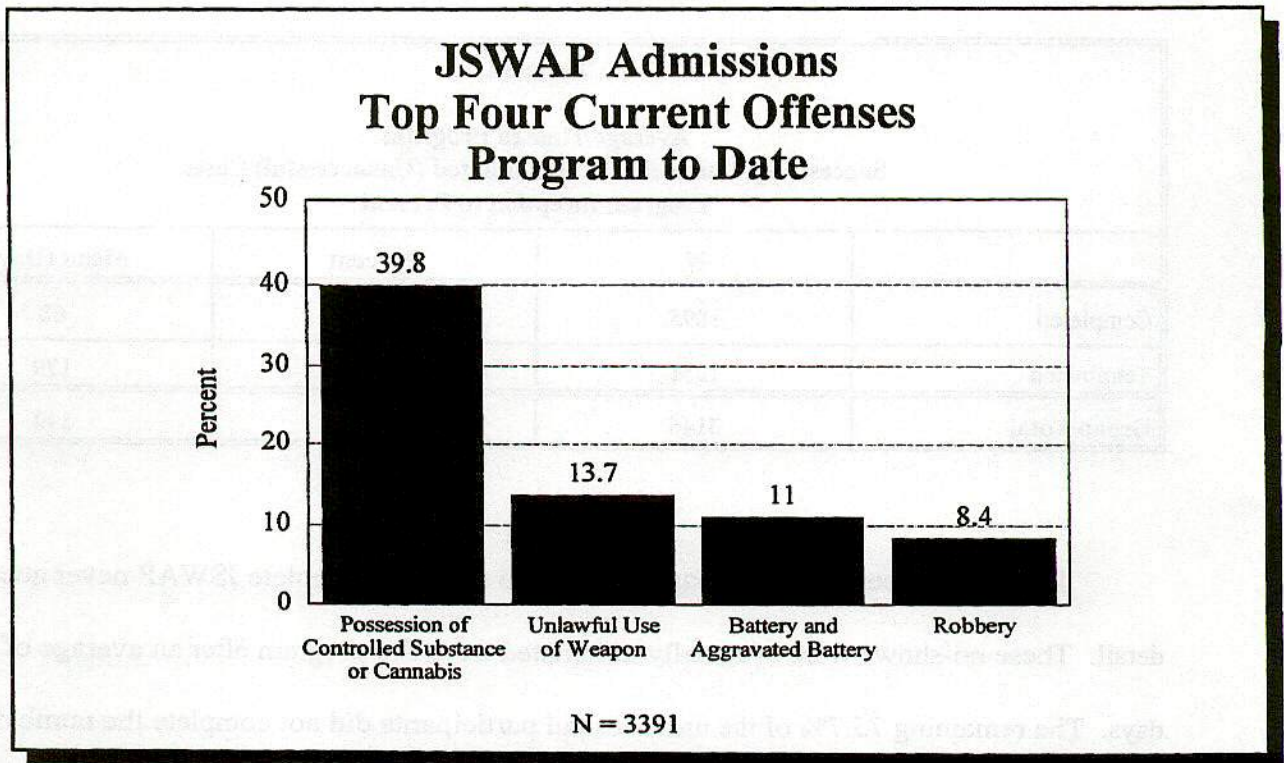




Figure 6F shows the most common adjudicated offense<sup>2</sup> type for juveniles referred into JSWAP. The rankings mirror the results of the study sample, with the most common offense type being possession of a controlled substance or cannabis (40%), followed by unlawful use of a weapon (13.7%), battery/aggravated battery (11%), and robbery (8.4%).

Figure 6F



Over the life of the program, approximately 60% of the juveniles referred to the program have successfully completed their JSWAP term (see Table 6A). Conversely, near 40% of the juveniles referred to the program have been terminated since its inception. Youths can be terminated for failure to participate or because their probation was terminated for unrelated

<sup>2</sup> This is the best assumption based upon information from the clerk's database, as the petitioning and adjudicated offenses are not distinguished in this database. This assumption is based upon the way in which data was reported.

reasons. The completion rate for the population to date is higher than that of the experimental group; thus, as time has passed, it seems that more youth are successfully completing their JSWAP orders. Juveniles who completed their JSWAP order took, on average, 68 days to do so (see Table 6A). Juveniles who were not satisfying their commitment to the program were terminated about six months (179 days) after they signed into the program.

<b>Table 6A</b>			
<b>Average Time in Program Successfully Completed vs. Terminated (Unsuccessful) Cases Program Inception to Present</b>			
	<b>N</b>	<b>Percent</b>	<b>Mean (Days)</b>
Completed	1895	60.2%	68
Terminated	1251	39.8%	179
<b>Group Total</b>	<b>3146</b>	<b>100.0%</b>	<b>112</b>

Twenty-four percent of the participants who failed to complete JSWAP never attended a detail. These no-shows were eventually terminated from the program after an average of 125 days. The remaining 75.7% of the unsuccessful participants did not complete the number of details assigned (see Table 6B).

<b>Table 6B</b>			
<b>Average Time in Program of Terminated (Unsuccessful) Cases No-Show Kids vs. Failure to Complete Term Program Inception to Present</b>			
	<b>N</b>	<b>Percent</b>	<b>Mean (Days)</b>
No-Show	304	24.3%	125
Failed to Complete	947	75.7%	196
<b>Group Total</b>	<b>1251</b>	<b>100.0%</b>	<b>179</b>



## CHAPTER 7 INTERVIEWS

### A. PROBATION OFFICERS

As a part of the process evaluation, NCCD conducted structured interviews with six Cook County probation officers to discuss JSWAP as an alternative to detention, overall effectiveness of the program, perceptions of the program, and recommendations for improving the program. The questions posed were open-ended and discussions were expanded to incorporate various other issues presented by each probation officer.

Two probation officers expressed doubt that the program is always used as a true alternative to detention. These officers indicated that attorneys and judges needed more information and/or instruction on how to use the program appropriately. This is consistent with NCCD's concern regarding the selection process, as discussed in Chapter 5. Given that these decisions are made in a rather unquantifiable fashion and are unique to each case, it is difficult to conclude that each referral to JSWAP is detention-bound. These perceptions confirm suspicions that JSWAP is ordered as a probation add-on in some cases.

Five probation officers felt that the program would be more effective and beneficial if the offenders actually worked in their communities rather than on large-scale projects. Also, these probation officers suggested that a pick-up site in the community, rather than at the juvenile center, would result in more offenders participating and completing their sentences.

Most of the probation officers felt the program was useful, overall, but could improve in the areas discussed above. All of the probation officers felt that JSWAP staff kept them well-informed of the progress each offender was or was not making toward completing their sentence. Two probation officers appreciated the updates, but expressed some frustration that enforcing



participation was difficult. One officer commented that the initial lack of an expected completion date for each juvenile posed a problem for effective monitoring. The development of goal dates and minimum attendance requirements described in Chapter 5 helped resolve this issue.

## **B. JUDGES**

In addition to interviewing probation officers, NCCD also interviewed seven judges of the juvenile court, including the presiding judge. The discussions were conducted individually with each judge. Prior to each interview, judges were provided with a list of issues that they might wish to consider ahead of time. The conversations were open-ended with the goal of eliciting their opinions, concerns, and ideas about JSWAP.

Of the judges interviewed, none had any serious reservations about JSWAP. All of those interviewed believed JSWAP provided them with an important sentencing alternative and an additional sanction. Their knowledge of JSWAP operations varied, though all understood that the juveniles were placed in work crews, supervised by sheriff's deputies and typically cleaned highways, parks or governmental sites. All of them thought the program was well managed and several pointed to the weekly JSWAP update as a useful and informative report.

Most of the judges considered JSWAP as an alternative to sentencing juveniles to JTDC and most believed that the juveniles they placed in JSWAP would otherwise have been placed in JTDC. Not all judges saw JSWAP simply as an alternative to JTDC. Two judges viewed the program as valuable to any juvenile needing structure and accountability in their lives. They pointed out that they would place a juvenile in JSWAP if they thought the child would benefit from the program. The lessons of rising early, putting in a full day's work and building self-



esteem were reason enough to refer the child, even if the judge would not normally have sentenced the juvenile to JTDC.

### **C. SUMMARY AND CONCLUSIONS**

Discussions with probation officers echoed several of the programmatic issues monitored over the course of the evaluation. Maintaining attendance levels and making the program accessible to those admitted into it were chief concerns. Also, these officials felt that working in the community rather than on city projects would be more useful. Finally, some probation officers were doubtful as to whether or not JSWAP was being used as a true alternative to detention.

JSWAP enjoys support among judges interviewed because it satisfies a variety of judicial values. It can be viewed as meeting the requirements of restorative justice by requiring the juvenile to pay back the community through work. It can also be viewed as a vehicle for rehabilitation by exposing the juvenile to the values of being on time and completing a day's work. It is also a very public form of sanction helping to reduce cynicism about the juvenile justice system. The community sees that juveniles are being held accountable for their actions and required to make some form of compensation. Finally, it contributes to larger system goals by reducing the number of juveniles held in detention.





## **CHAPTER 8**

### **PROCESS EVALUATION CONCLUSIONS AND RECOMMENDATIONS**

#### **A. PROGRAM OPERATIONS**

JSWAP benefits greatly from a key point of any program's success, namely a dedicated coordinator. The leadership of the coordinator has in turn influenced the dedication of the remaining staff. From efforts to retain a compliance officer, to attempts to make the work a "real-life" experience for juvenile participants, the director has taken a stake in JSWAP beyond its original mandate. As the program developed, it became clear that goals, aside from those originally set forth in the proposal submitted by DCSI, would have to be met in order to assure the success of the program. The ability to meet these goals varied, and are detailed below.

##### **1. Program Size**

Program size goals have evolved over the course of the study period to reflect changes in the nature of the program. The original goal of JSWAP was to begin with 25 offenders, grow to 70 offenders by March 1996, and 200 offenders by March 1997. These goals were exceeded. By March 1996 the program was already serving an average daily population (ADP) of 147 offenders. By March 1997 this number had reached 427.

ADPs reached a high of 476 in May 1997, a time when admissions to the program were dropping. Clearly, many cases considered active in the program were actually youth who simply had not been terminated even though they either had never shown up for the program or had shown up but subsequently failed to meet program guidelines. Lack of clear compliance protocol meant that youth were "floating" in the program, somewhere between referral and termination. This being the case, stricter termination protocols were implemented resulting in a

drop in populations between the second quarter of 1997 and the first quarter of 1998 when the ADP was 303. After again surpassing 400 in June 1998, ADP has continued to drop and was at 267 for the final month of data, October 1998.

Despite the period in which JSWAP populations were overly high due to lack of terminations, the program has otherwise met its goals in this area. Current capacities, and programmatic changes discussed in Chapter 5, suggest that the program has met the goal of eliminating floaters by improving termination protocol.

## **2. Completion Rate**

JSWAP has met its completion rate goals as set forth in both the original funding proposal and subsequent reports from the director. Since the first month of reporting there have been more completions than failures in any given month. With a first year completion rate of 52%, JSWAP did not quite reach the first year completion rate goal of 55%. However, it was still a significant accomplishment for a first-year program with little compliance protocol.

In year three the bar was raised by setting a completion rate goal of 60%. For the final month of data collection, October 1998, the program had 1,662 successful completions and 1,129 terminations, a completion rate of 60%.

## **3. Hiring a Compliance Officer**

As mentioned in Chapter 5, attempts to hire a compliance officer for JSWAP were unsuccessful. Thus, getting youth to finish the program and terminating those who do not meet program guidelines are still problems. There has been some alleviation in the form of setting clearer termination protocol, but it is still not clear whether termination from the program



necessarily results in voiding the stay of mittimus associated with the youth's sentence. Given the size of the program, it is clear that the presence of a compliance officer would greatly enhance program operations. Unfortunately, this option appears to have been rejected as it presents potential conflict with the authority exercised by the juvenile probation department.

## **B. THE REFERRAL PROCESS**

As discussed in Chapter 5, the referral process continues to be a problem area for JSWAP. This problem is caused mainly by the lack of objective criteria used to determine if a youth is a good candidate for JSWAP. However, when considering the referral process, we must also consider the original goals of JSWAP and how these have evolved during the course of the evaluation. Clearly, youth who were not detention-bound are entering JSWAP, seemingly in conflict with program goals. However, as with any sentencing alternative, judges who feel JSWAP is a beneficial program may sentence offenders to the program as part of their probation term, regardless of whether the youth would have been detained in the absence of JSWAP.

Though the process of screening candidates for JSWAP has not worked as envisioned, evidence suggests that judges have utilized JSWAP and other JTDC diversion programs to effectively redirect juveniles away from detention. Chapter 10 discusses the system impacts of JSWAP and Table 10A clearly demonstrates that the existence of JSWAP and other detention alternatives have affected sentencing practices. Since 1995 when JSWAP was introduced, the number and percentage of adjudicated dispositions directly to JTDC has dropped from 722 (11.8% of all dispositions) to 237 (4.1% of all dispositions) in 1997. During the same period, the number of stays of mittimus has risen from 1,662 (27.2% of all dispositions) to 2,566 (44.2% of all dispositions) in 1997.

Ultimately, that leads us to question how objective the referral process should be. Originally, it was thought that a screening process must exist in order to direct juveniles away from detention. Though the screening process was never implemented, its absence did not appear to adversely affect referrals. The failure to establish an objective screening process has probably resulted in referrals that were not otherwise bound for detention. This is more than offset by the dramatic change in sentencing practices on the part of the judiciary due to their acceptance of such sentencing alternatives.

## **C. COMPLIANCE ISSUES**

### **1. Court Orders**

When a judge refers a juvenile to JSWAP, the court order is used to stipulate the number of days the juvenile should complete. A review of court orders to JSWAP reveals some inconsistency in how these orders are written.

When JSWAP began, the judge could impose up to 30 days in a detention center as a disposition for one or more offenses. The sentence could then be stayed with concurrent alternative conditions such as an order to JSWAP.

JSWAP was established with the understanding that each day completed in the program was a substitute for a day in the detention facility. However, some orders split the 30 days and others impose JSWAP in addition to the 30 days. For example, some orders read 20 days detention (stayed) and 10 days JSWAP. Others read, 30 days detention (stayed) and 10 days JSWAP.



In either instance, the juvenile does not go to detention and enters the program. However, the variance in the orders may bring into question whether JSWAP is viewed as a “day-for-day” alternative to JTDC or simply another sanction available to judges.

The judicial orders can also enhance compliance by establishing clear expectations for JSWAP completion. Both JSWAP staff and the juvenile probation department staff believe that judges should provide more guidance when juveniles are placed in JSWAP. Orders to JSWAP seldom, if ever, stipulate a date by which the program is to be completed apart from the end of the probationary period. Over time, JSWAP staff has developed internal guidelines for terminating someone for noncompliance, especially failure to participate. Despite these procedural improvements, JSWAP staff believes that compliance could be improved further if judges were to provide a date for program completion.

## **2. Program Monitoring**

JSWAP has implemented two reporting initiatives for program monitoring. The first is a monthly report which documents the number of admissions, completions, and terminations both for the month and the program to date. These reports have been the basis for determining the number of juveniles enrolled, the number that participate on a weekly basis, and the degree to which the program is moving toward its goal of a completion rate of 60%.

The second is the status list of JSWAP referrals distributed to judges and probation offices. This list informs everyone concerned whether a juvenile has completed or has been terminated from the program. It also alerts everyone as to whether the juvenile is falling behind in participation. The result is that the courts are better informed about the status of the juveniles



they refer to JSWAP and the probation officers have a better idea of which juveniles are complying with the order.

### **3. Action by the Juvenile Probation Department**

Initially, the juvenile probation department assigned a coordinator to work specifically with JSWAP. However, it soon became apparent that the position created more paperwork as new file folders with copies of court orders and other documents were made. Eventually, the coordinator position was abandoned.

A concern expressed by JSWAP staff is that juveniles terminated from the program are not brought back to court for violating their probation. Chapter 11 presents the findings on the sample JSWAP cases tracked for this report. In the sample population, 116 cases were terminated from JSWAP as unsuccessful. NCCD used the clerk's database to determine what subsequent judicial action was taken in these cases. Table 11E shows that 85% of unsuccessful terminations either had a violation or had a new petition filed within 12 months of starting<sup>1</sup> JSWAP. Only 17 cases (15% of the failures) appear to have been terminated from JSWAP without any subsequent judicial action. As case files were not read, it is not possible to determine whether or not mitigating factors existed in these cases.

This suggests that probation officers are taking action on cases where a juvenile has been terminated from JSWAP, though the JSWAP staff may not be aware of it. This is not surprising, as cross agency communication is often poor and the lack of integrated information systems make it difficult to follow and track case outcomes from one agency to another.

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<sup>1</sup> The starting date was the JSWAP referral date (typically the same as the sentencing date). It is not possible to determine whether the termination caused the violation or the violation caused the termination. See Chapter 11 for additional details.



#### **D. OVERALL PROCESS CONCLUSIONS AND RECOMMENDATIONS**

JSWAP has been in operation for three and one-half years. As with most programs, especially innovative ones, the first year involved considerable organizational challenges. In addition, it has had to build alliances with other juvenile justice agencies and procure clients among governmental agencies which maintain parks, highways and rapid transit systems.

The most significant achievement has been to win the support of the judiciary. Without the confidence of the judges, JSWAP would not have gained the referrals necessary to help reduce crowding at JTDC. This confidence was expressed by judges during interviews and is evidenced by the substantial change in sentencing patterns with direct dispositions to JTDC declining along with a dramatic increase in JSMOs.

JSWAP has also achieved some of its programmatic goals. As of October 1998, the completion rate had reached almost 60%, showing a steady increase from the initial completion rate of about 52%. JSWAP also appears to have absorbed cases that might otherwise have been placed in the community service program. This increase in positive outcomes is a result of improved management. First, expectations were clarified so that juveniles were no longer carried in the program if they failed to make progress and/or show up for work details. This change is reflected by the decline in ADP from just over 400 to the current level of slightly less than 300. Second, JSWAP staff created a database to monitor enrollment and participation. This database is also used to notify judges and probation offices of the status of JSWAP participants. Third, the after school program was reestablished and the relationship with the Chicago Public Schools was improved to exchange information on JSWAP juveniles still in school.

Not all of the original goals of JSWAP have been met. The weekday and weekend participation rates are lower than originally anticipated. In recent months, the daily weekend

participation has ranged from 15 to 23. This is less than half the original goal of 60, and substantially lower than the 43 to 52 participation range experienced in the first half of 1997.

Weekday participation is closer to stated goals, but still less than planned.

In general, the implementation of JSWAP has been successful due to dedicated staff and improved communications with the courts and the juvenile probation department. However, improvements in the following areas can be made:

- Judges need to be more explicit on court orders specifying completion dates or time frames for JSWAP;
- JSWAP staff need to increase both weekday and daily weekend participation rates; and
- Both JSWAP and the juvenile probation department need to improve communication about specific case events such as arrests, detentions and violations.



## CHAPTER 9 IMPACT EVALUATION OVERVIEW

### A. GOALS

The impact evaluation focuses on the effectiveness of JSWAP in attaining its stated goals and provides quantitative and qualitative measures in the analyses. In Chapter 10 particular attention is placed on population trends in JTDC, programs from JDAI, and JSWAP. Chapters 11 and 12 present both short- and long-term participant outcomes, and findings comparing JSWAP and the control group, as well as successes versus failures within the JSWAP group.

The goals for the impact evaluation of JSWAP include the following:

- To determine the extent to which JSWAP is a viable sentencing alternative for juvenile court judges and its impact on crowding in JTDC;
- To monitor population trends in JTDC, JDAI, and JSWAP in terms of population counts and offender characteristics; and
- To track JSWAP participant outcomes in the program and for one year after program completion.

To accomplish these goals, NCCD collected data from existing county data systems on population counts and characteristics and also designed data collection instruments and procedures for the more specific programmatic research questions related to JSWAP.

### B. DESIGN

Various designs were considered for the impact evaluation portion of this evaluation, but a true experimental design was eliminated as an option due to the nature of the referral process to JSWAP. While the experimental group was chosen randomly, it was from among JSWAP

participants, not from among the eligible pool of youth. Similarly, control group subjects were chosen from all eligible youth not sentenced to JSWAP in the same time period, and were matched based on calendar, committing offense, ethnicity, and gender. This particular quasi-experimental design is not unusual for evaluations of sentencing practices, as the ultimate decision to use JSWAP was in the hands of judges and was not subject to random allocation.

Sample sizes were chosen based on the use of power analysis, which involves deciding beforehand how many cases will be needed to find a significant difference between groups if one truly exists. Using the standard formula (Kraemer and Thiemann, 1987) for determining sample size for binomial proportions, assuming an error margin (E) of .05, an expected failure rate ( $P_1$ ) for the experimental cases of .25, another expected failure rate ( $P_2$ ) for the control cases of .35, and a confidence level of 95%, we determined that the ideal experimental and control cases would be approximately 290. With a  $P_1$  of .35, the sample size requirement increases to 350. Conversely, a  $P_1$  of .15 would produce a sample size estimate of approximately 195.

Hence, it was determined that a final sample of at least 200 cases (taking into account any further erosion through sample attrition) was preferred to ensure confidence in the validity of the statistical comparisons between control and experimental cases. We were able to meet this goal, with sample sizes of 244 for the experimental group, and 184 for the control group (some control group members dropped out following an eventual assignment to JSWAP).

The methodology for the cost analysis was problematic due to the many ways in which cost can be computed for a criminal justice program. For example, there is the theoretical cost of a fully operational JSWAP, where all youth referred take part in the program. A much lower level of participation is realized when one considers the average daily population of the program,



and a still lower number when one considers the number of actual hours put in by JSWAP participants. Hence, in Chapter 13 we present the cost analysis in terms of various scenarios.

An additional consideration was the percentage of youth actually being diverted from the JTDC, an elusive statistic at best and one that appears only in theoretical form. JSWAP reports include a diversion figure of 90%, though there is little in the data to support this number, nor can the actual number of diversions be realistically computed. This is true for all front-end diversion programs, in which only the sentencing judge truly knows if the offender was detention-bound. While most judges interviewed stated that JSWAP sentences were diversions, there was also some indication that an appropriate program becomes part of a juvenile sentence for many reasons, eligibility criteria notwithstanding. Thus, when computing costs for JSWAP, various scenarios are presented.

### **C. IMPACT EVALUATION RESEARCH QUESTIONS**

The impact evaluation addresses the following questions:

- What changes have occurred in the JSWAP population in the course of the program? What changes have occurred in the JTDC and Community Services Program populations in terms of program admissions by offense type both before and after the implementation of JSWAP? Have there been changes in the availability of bed space within JTDC?
- What types of work assignments are performed by JSWAP crews? How many hours are worked on each assignment and how many JSWAP community service hours are performed on a monthly and annual basis? Would the work done by JSWAP crews have been completed if not for JSWAP? What are the attendance rates on JSWAP work days? What are school attendance rates of JSWAP participants? How do scheduled work days compare with actual work days?
- How has JSWAP affected the number and type of juvenile delinquency petitions filed in juvenile court, by offense type, both before and after the beginning of JSWAP?

- What are recidivism rates of both successful and unsuccessful program terminations? How does recidivism compare with comparable offenders not sentenced to JSWAP?
- How are offenders who fail to contact the DCSI office for enrollment to JSWAP handled? What violations and/or disciplinary sanctions are enforced by sheriff's deputies?
- What correlates of program success and failure can be identified?
- How do seasonal changes affect JSWAP activities (for example, school year versus summer, inclement weather, etc.)?
- What are the perceptions of the program by judges sentencing juvenile offenders, and juvenile probation officers?
- What is the cost-effectiveness of JSWAP?

#### **D. DATA SOURCES**

The data sources used for the impact evaluation are the same as those used for the process evaluation, and are described in detail in Chapter 4. These sources include: JSWAP tracking system developed specifically for the evaluation; the clerk's database; and the PROBER database used by JTDC. Detention cost data is drawn from the operational budget of JTDC. This information comes directly from the Cook County budget as published in the Chicago Sun Times. Comparative JSWAP cost data was supplied to NCCD from JSWAP program offices, as reported to the ICJIA in the final financial status report covering the period from October 1, 1997 through October 10, 1998.



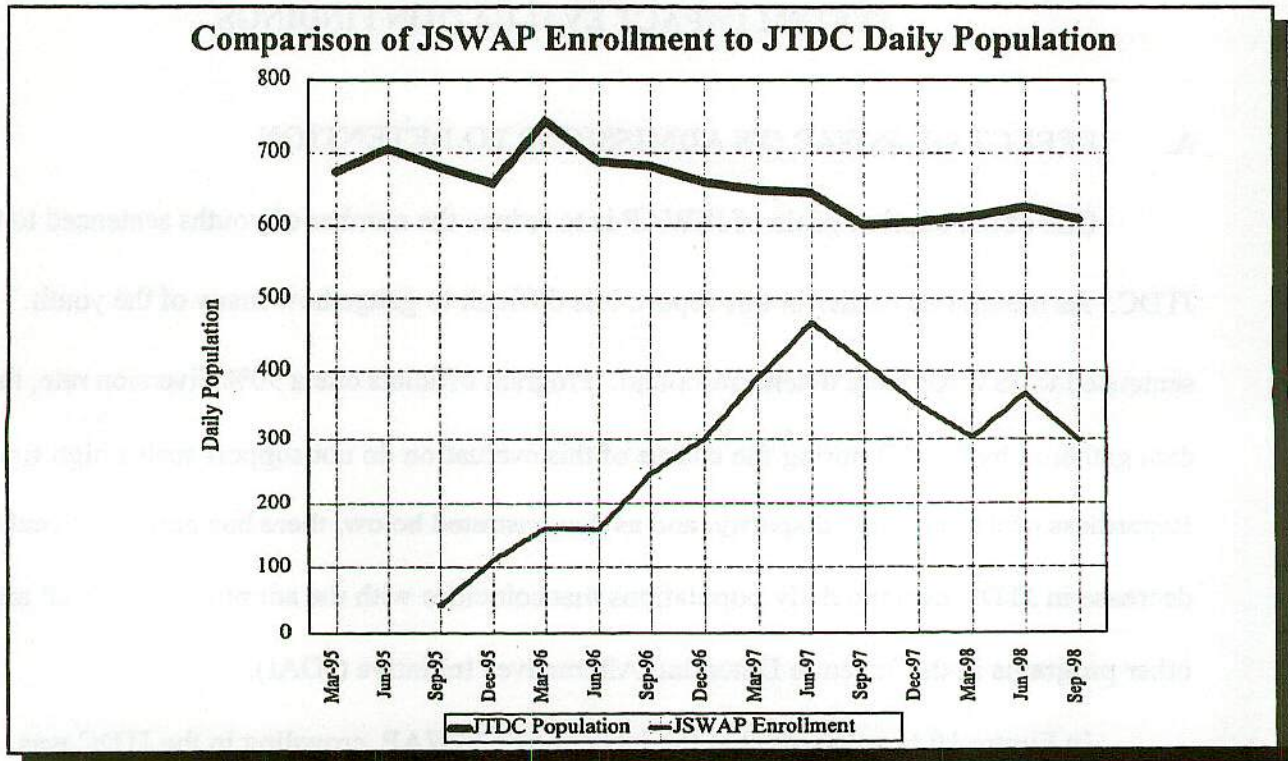
## CHAPTER 10 SYSTEM IMPACT EVALUATION FINDINGS

### A. EFFECT OF JSWAP ON ADMISSIONS TO DETENTION

One of the explicit goals of JSWAP is to reduce the number of youths sentenced to the JTDC. As mentioned earlier in this report, it is difficult to gauge how many of the youth sentenced to JSWAP were detention-bound. Program officials cite a 90% diversion rate, though data gathered by NCCD during the course of this evaluation do not support such a high figure. Regardless of this possible disparity, and as demonstrated below, there has been a noticeable decrease in JTDC average daily populations that coincides with the adoption of JSWAP and the other programs in the Juvenile Detention Alternatives Initiative (JDAI).

In Figure 10A, we see that at the inception of JSWAP, crowding in the JTDC was alarmingly high. Though built for 499 offenders, the detention center was housing 671 youths in August 1995. As expected, there was not an immediate impact from the implementation of JSWAP, in fact JTDC populations were at a high of 778 in February 1996. However, after this point we see a steady decline in the JTDC population, coinciding with the increase in the use of JSWAP.

Figure 10A



**B. THE JUVENILE STAY OF MITTIMUS ORDERED AS A SENTENCING OPTION**

Clearly the biggest trend of the last few years has been away from detention and toward alternatives. Table 10A presents the overall picture, and shows clearly that judges are utilizing alternatives in such a way that is profoundly effecting crowding problems at the JTDC.<sup>1</sup> While keeping in mind that the overall number of adjudicated petitions has dropped from a high of 7,087 in 1996 to 5,800 in 1997, we see that the proportion of youth sentenced to the detention center has declined steadily. Perhaps most telling is from 1995 to 1996, when the number of petitions actually rose by 16% but the number of youths sentenced to JTDC dropped from 722 to

<sup>1</sup>Sentencing options in Table 10A represent mutually exclusive categories ranked by seriousness.



541, a 25% difference. The percentage of youth sentenced to JTDC dropped from 11.8% to 7.6% in this period.

	Year of Disposition						Total	
	1995		1996		1997		Count	Col %
	Count	Col %	Count	Col %	Count	Col %		
<b>DOC</b>	211	3.4%	428	6.0%	398	6.9%	1037	5.5%
<b>JTDC</b>	722	11.8%	541	7.6%	237	4.1%	1500	7.9%
<b>Time Served</b>	386	6.3%	553	7.8%	304	5.2%	1243	6.5%
<b>JSMO</b>	1662	27.2%	2512	35.4%	2566	44.2%	6740	35.5%
<b>Probation</b>	1108	18.1%	1119	15.8%	874	15.1%	3101	16.3%
<b>Other</b>	2032	33.2%	1934	27.3%	1421	24.5%	5387	28.3%
<b>TOTAL</b>	<b>6121</b>	<b>100.0%</b>	<b>7087</b>	<b>100.0%</b>	<b>5800</b>	<b>100.0%</b>	<b>19008</b>	<b>100.0%</b>

By 1997, sentences to JTDC had dropped to 4.1% of all sentences, while the Juvenile Stay of Mittimus Ordered (JSMO), where the detention sentence is imposed and stayed, rose to 44.2%.

### C. OTHER INITIATIVES

JSWAP is only one piece of a larger Cook County initiative aimed at reducing detention crowding. This larger initiative, the Juvenile Detention Alternatives Initiative (JDAI) involves five alternative placement programs in addition to JSWAP, as well as a court notification program. The alternative placement programs are: 1) community outreach supervision; 2) home confinement; 3) staff secure shelter; 4) evening reporting; and 5) electronic monitoring.



Community outreach supervision, also called pre-trial services, involves court ordered community based supervision of pre-adjudicated minors in detention jeopardy for up to 45 days. The program inception date was October 1994. Through October 1998 the program had serviced 1,614 cases, with a reported 94% successful completion rate. October 1998 enrollment was seven with the capacity being 34.

In the home confinement program, the court may order conditional release from secure detention. The youths are subject to evening and weekend supervision by probation officers for up to 45 days. The program commenced in October 1994. Originally intended as either a pre- or post-adjudication program, home confinement currently functions primarily as a pre-adjudication alternative. Through October 1998 the program has serviced 11,476 cases. October 1998 enrollment was 224 with the capacity being 225.

The evening reporting center is a court ordered community based component of home confinement for pre- or post-adjudicated juveniles facing consequences for violating probation, or being subject to a juvenile arrest warrant. Supervision may extend for up to 21 days. The program commenced operating in December 1995. Through October 1998, the program has serviced 2,308 cases. October 1998 enrollment was 92 with the capacity being 100.

In the electronic monitoring program, court identified minors are released from secure detention under special order of electronic monitoring. The minors are supervised by home confinement officers, with additional monitoring and enforcement by the sheriff's office and other law enforcement agencies for a term of 5-21 days. Minors are subject to immediate re-incarceration for program violations. The program inception date was June 1996. Through October 1998, the program has serviced 695 cases. October 1998 enrollment was 57, with the capacity being 70.



The staff secure shelter, or SAURA center, is a non-secure detention alternative for minors who are: 1) diverted from police or JTDC custody by detention screening officers because of parent/guardian unavailability; or 2) qualified JTDC minors within 30 days of being placed in a long term non-secure setting as directed by the court. The SAURA center commenced operations in October, 1995. Through October 1998, the program had serviced 3,269 cases. October 1998 enrollment was 22, with a capacity of 20-25.

Court notification is a program aimed at reducing no-shows (resulting in juvenile arrest warrants) for court hearings. Written notice and telephoned reminders are provided to all minors' households in advance of every court hearing during the pre-adjudication stage of the proceedings. The court notification program began operating in March 1995. It currently provides reminder notices to about 140 households each day.

Because JSWAP is operating concurrently with these other programs, any observed overall decrease in detention crowding must also take account of the impact of the other alternative programs.

Figures 10B and 10C present these other programs along with JSWAP and detention populations. The numbers are not surprising, as JSWAP populations went up, so did populations of other alternative programs. Though we did not collect specific numbers on these other detention alternatives, it is likely that some of the change in JTDC populations can be contributed to these programs as well.



Figure 10B

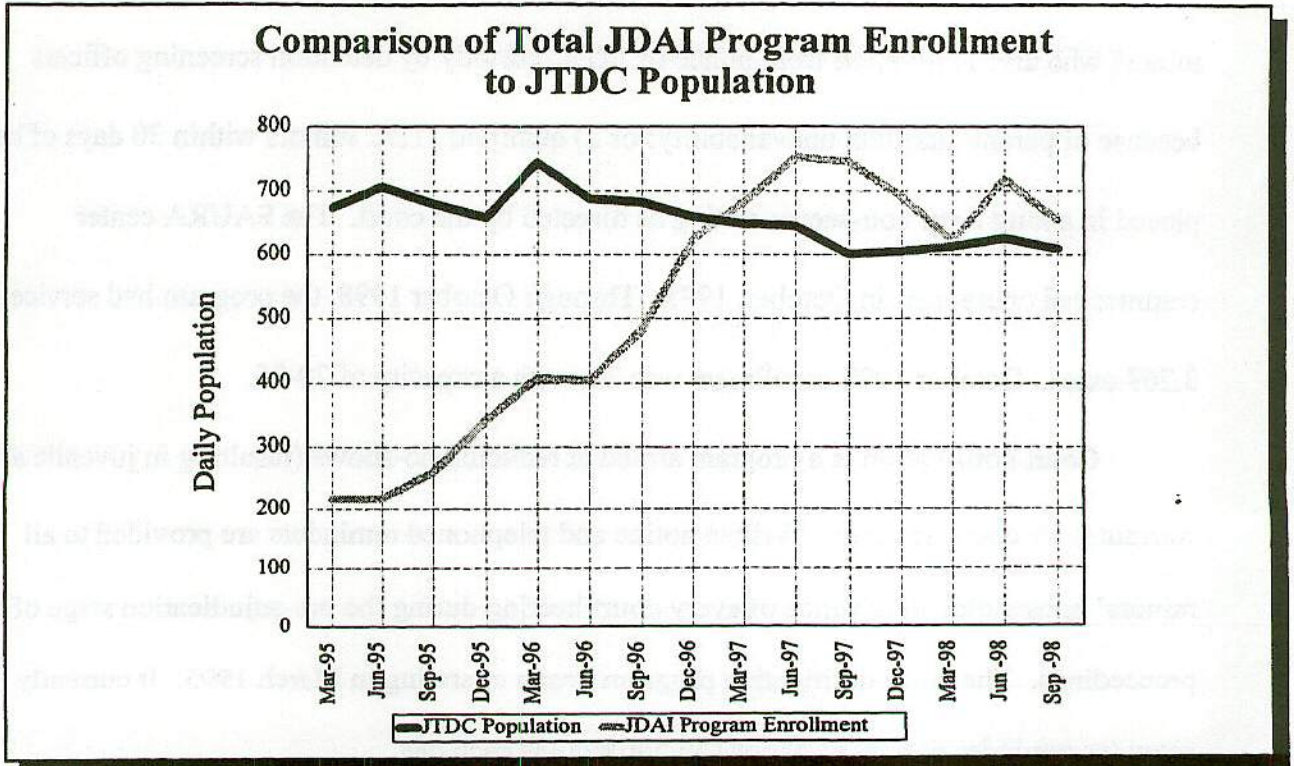
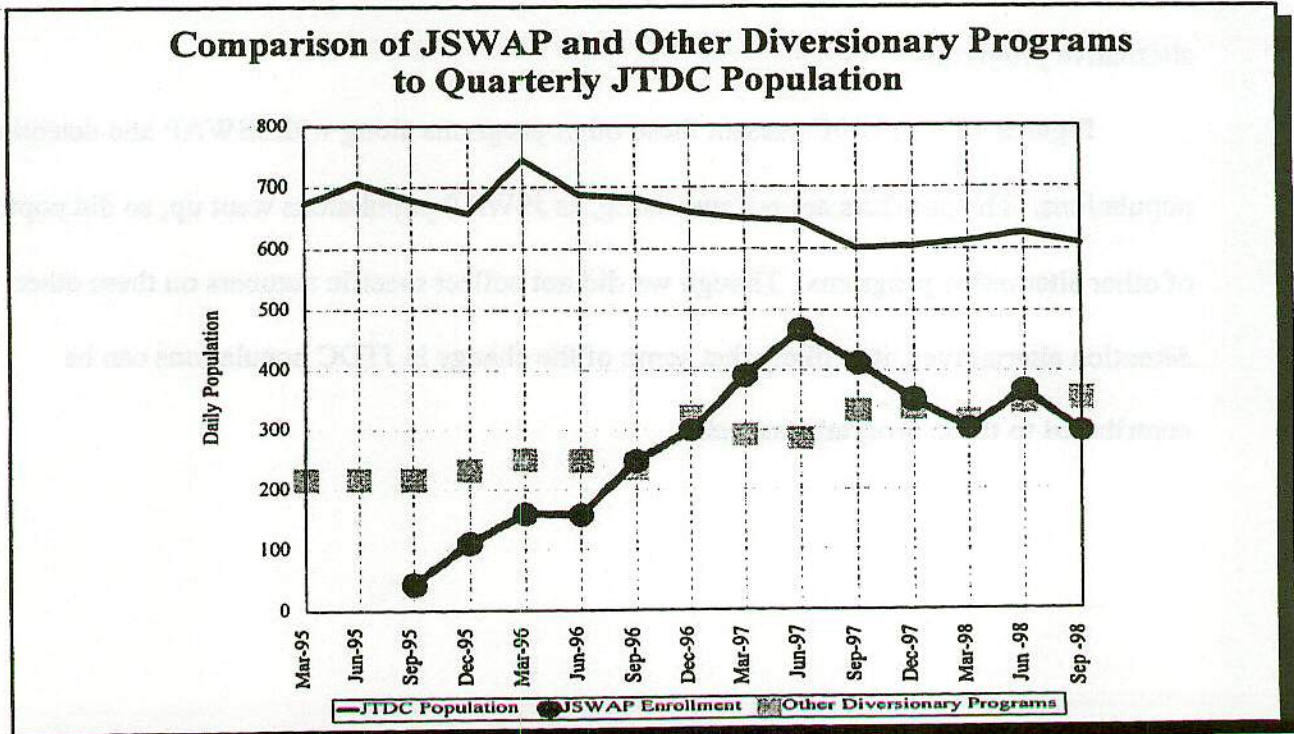


Figure 10C





**D. AN ALTERNATIVE TO THE JUVENILE PROBATION COMMUNITY SERVICE PROGRAM**

The Cook County Clerk of the Circuit Court does not collect data regarding caseload sizes in the juvenile community service program, hence it was impossible to discern the impact upon community service populations. Overall, figures in Table 10B indicate that both the number and percentage of offenders sentenced to community service has decreased substantially from 1995 to 1997. At the same time the number of offenders sentenced to a stay of mittimus has increased.

Table 10B						
Community Service Orders and JSMOs 1995-1997 Totals as a Percentage of Overall Sentences						
	1995		1996		1997	
	N	%	N	%	N	%
Community Service	1498	24.5%	1655	23.4%	1148	19.8%
JSMO	1945	31.8%	2804	39.6%	2744	47.3%

It was anticipated that JSWAP would also impact community service orders by drawing on a population that might be sentenced to both detention and community service. Unlike community service, a juvenile referred to JSWAP must have a JSMO. Thus, the decrease in community service orders and commensurate increase in JSMOs suggest that judges may be redirecting some community service cases to JSWAP. Care must be used in interpreting these results however. Not all JSMOs are associated with JSWAP. Clearly though, the overall trend in sentencing pattern follows the same path traced above, judges are utilizing the JSMO and substituting sentencing alternatives.

## E. CONCLUSIONS

Based on our analysis of population trends, JSWAP is meeting its primary goal of serving as an alternative to detention. The extent to which this is true is difficult to ascertain, while program staff maintain that 90% of the youth are diverted from detention, there is little in the actual data to support this number. However, it is clear that detention numbers have dropped, a reduction that coincided with an increase in the use of JSWAP and other alternatives. Actual number drops are not as compelling, as we also saw a large drop in petitions during the study period. However, sentences to JTDC make up a smaller proportion of overall sentences, a change which must be in part attributed to the presence of JSWAP as an alternative sanction.

2007		2008		2009	
JP	P	JP	P	JP	P
1,200	1,500	1,100	1,400	1,000	1,300
1,300	1,600	1,200	1,500	1,100	1,400



## CHAPTER 11 OFFENDER IMPACT FINDINGS

### A. JSWAP AND COMPARISON GROUPS

#### 1. How Groups Were Chosen

Starting January 1997, JSWAP staff began tracking all offenders sentenced to the program. All offenders sentenced to JSWAP after this date were eligible for inclusion in the experimental group. In order to account for seasonality in sentencing practices, offender participation, and other factors, not all offenders receiving a JSWAP term during the study window were selected for the experimental group. Rather, NCCD randomly selected offenders during specific time frames and forwarded these names to the juvenile probation department for additional data collection.

##### a. JWSAP Group

A total of 244<sup>1</sup> cases were selected for the JSWAP experimental group. Data for these cases were chosen from the JSWAP electronic tracking database designed specifically for the evaluation. The juvenile probation department provided NCCD with available probation orders, Strategies for Juvenile Supervision (SJS) interviews, risk assessments, and risk reassessments for these individuals.

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<sup>1</sup> The June 1998 interim report included information for 271 JSWAP cases. The current JSWAP group includes 244 cases. Twenty-five of the original cases were dropped because of missing file information, while an additional two cases were dropped because it was not possible to identify the docket for which a JSWAP referral was made.

b. Comparison Group

NCCD used specific characteristics of those offenders selected for the JSWAP group to statistically match a similar contemporary comparison group. Namely, cases were matched on charge and court calendar of disposition, age, gender, and ethnicity. Criminal history information was unavailable for this process. The database used for this selection process was supplied by the clerk's office. The database was searched for cases that matched a particular JSWAP case on the elements just identified. If more than one match resulted, a random choice was made. A total of 205 cases matched. These 205 cases were then checked for a referral to JSWAP. If the case had not been referred to JSWAP it was included in the comparison group. A total of 184 cases remained in the comparison group. The juvenile probation department provided NCCD with available probation orders, risk assessments, SJS interviews, and risk reassessments for all of these individuals.

2. **Statistical Overview**

a. Demographics

JSWAP and comparison groups were demographically similar. As shown in Figure 11A, the vast majority of the youth in both groups were male. African American youth accounted for the greatest percentage, with 84.2% of the comparison group and 81.6% of the JSWAP group being African American (see Figure 11B). Furthermore, the average age of youth in both groups was 15.7 years, with more than 60% of the youth being 15 or 16 years old (see Figure 11C).



Figure 11A

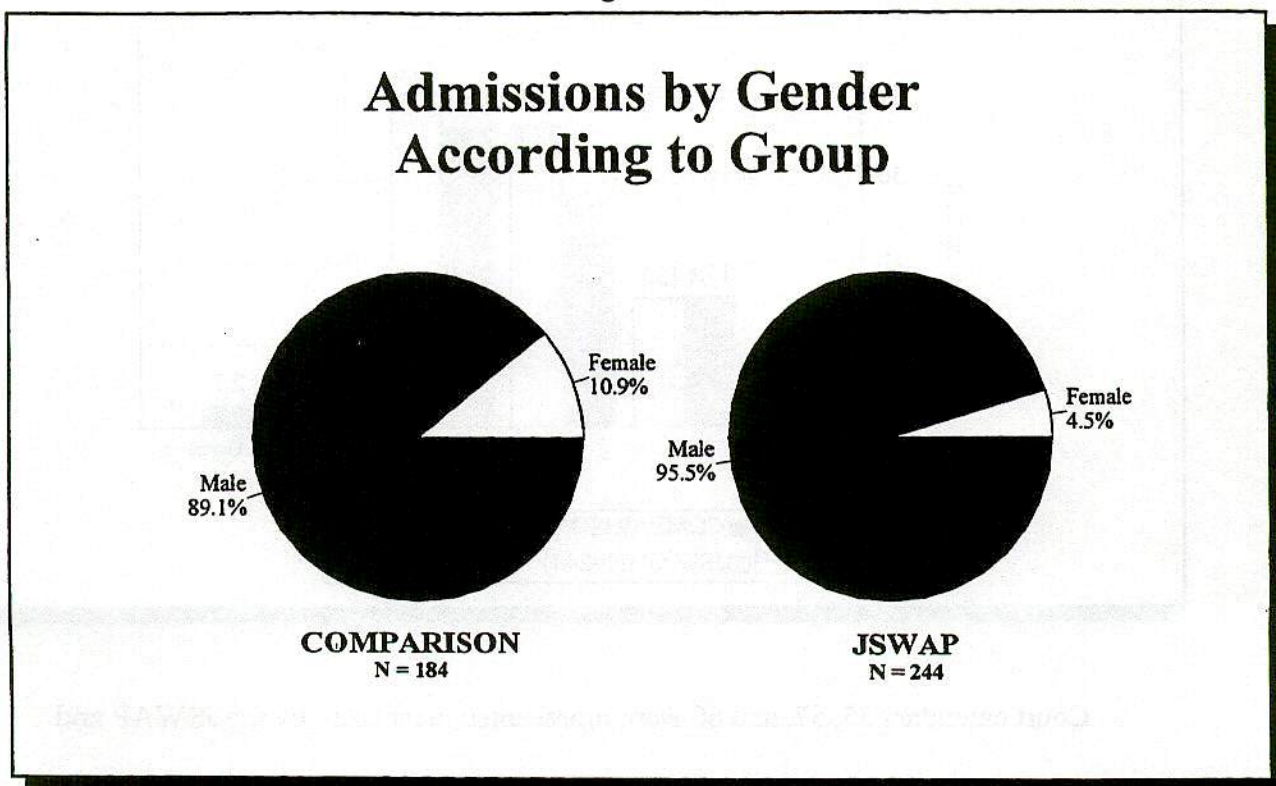


Figure 11B

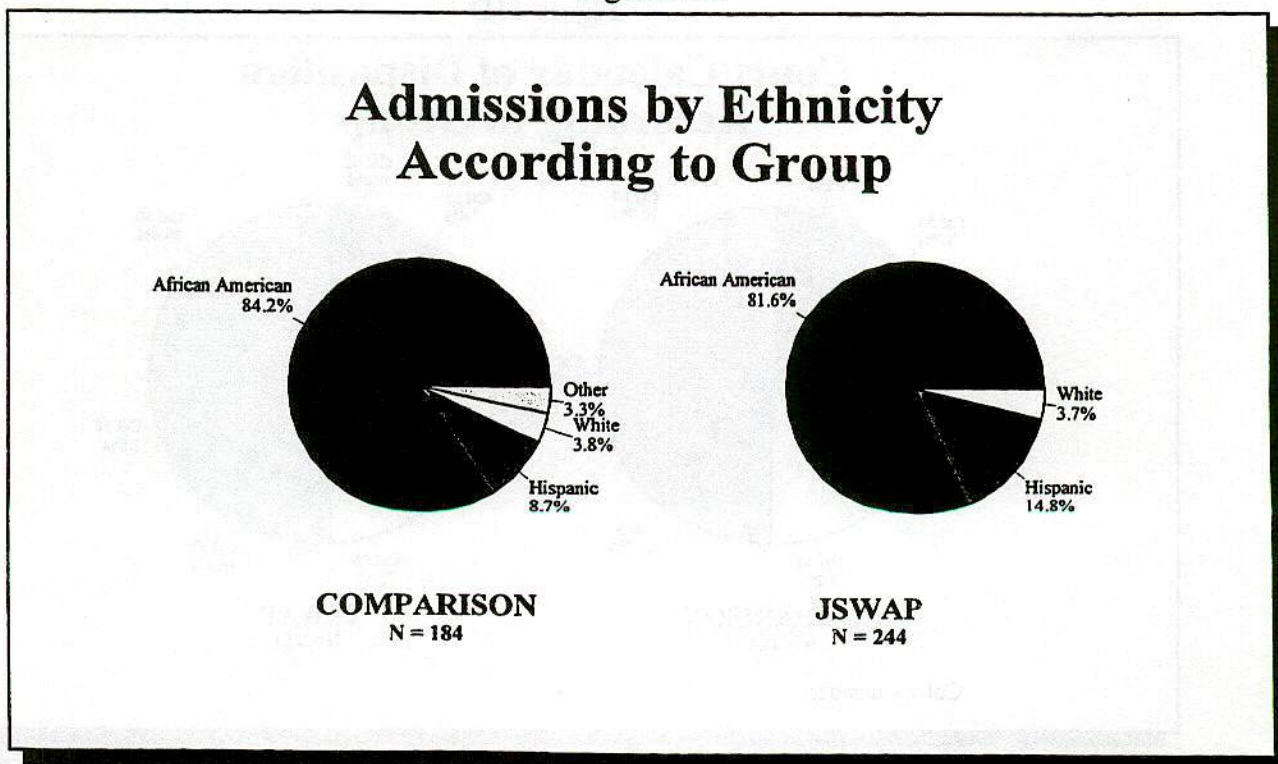
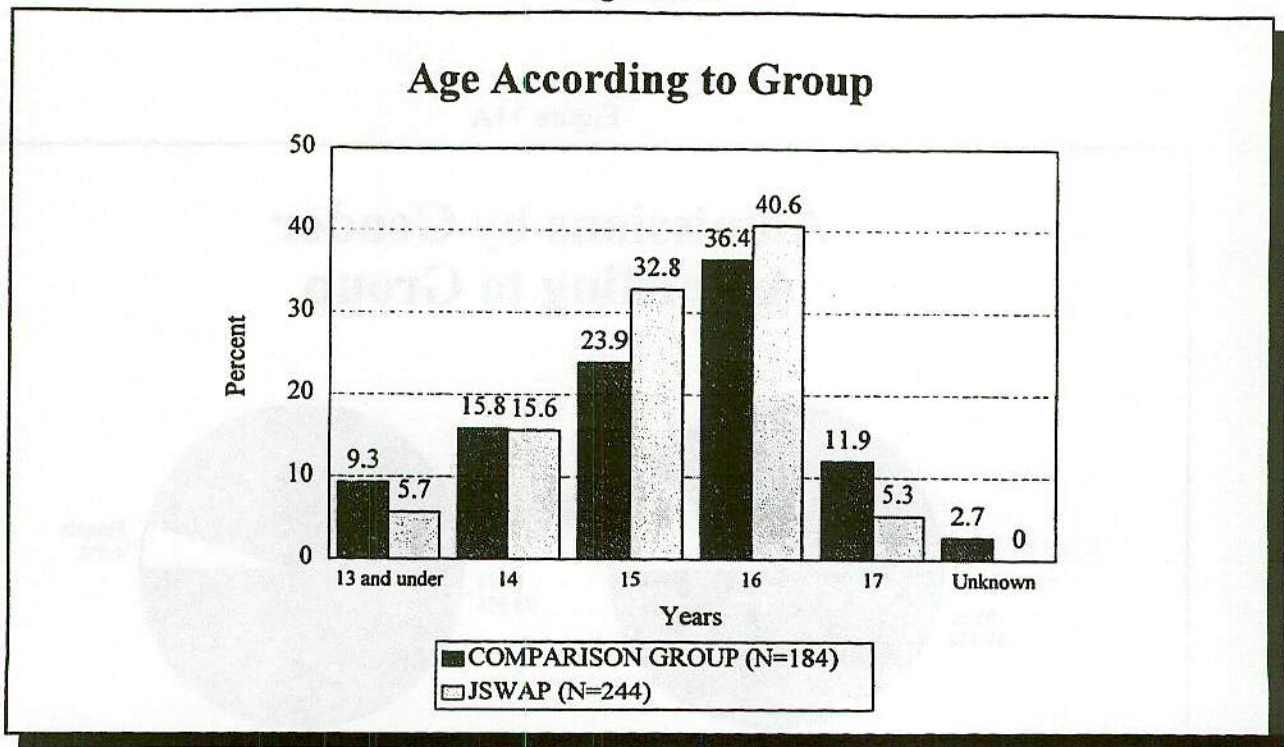
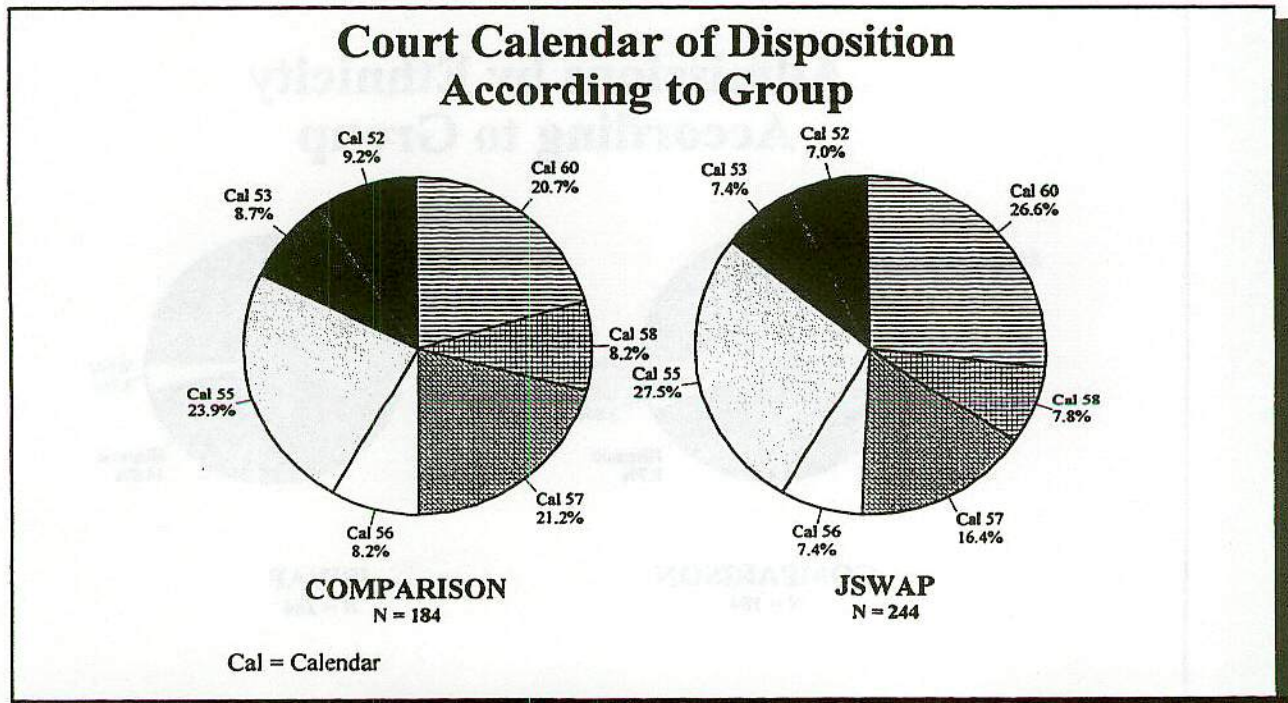


Figure 11C



Court calendars 55, 57, and 60 were represented most often by the JSWAP and comparison groups (see Figure 11D).

Figure 11D

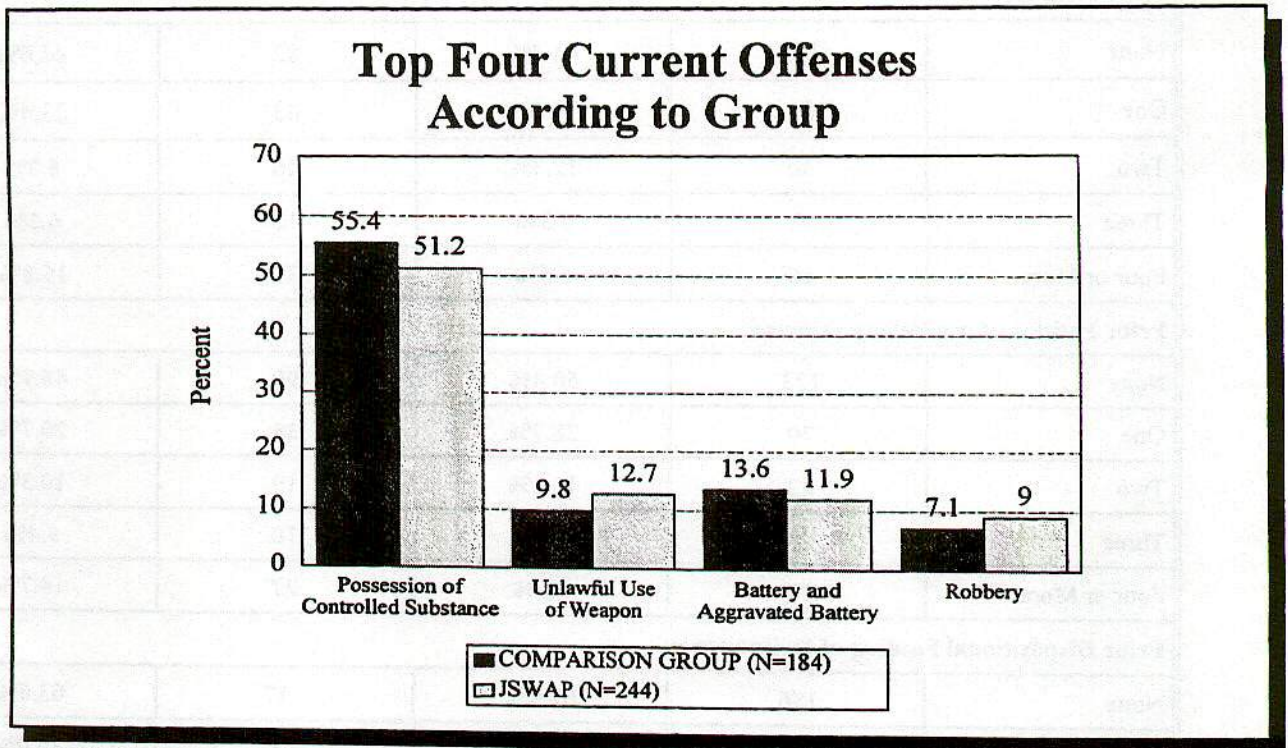




b. Current and Prior History

As shown in Figure 11E, the most common offense for youth in the comparison and JSWAP groups was possession of a controlled substance, while the second most common was the unlawful use of a weapon.

Figure 11E



The prior court history was also examined for each group. This information includes any petition, specifically petitions for a felony offense<sup>2</sup>, filed prior to the petition for which the reference docket occurred. It also includes any prior dispositional findings of delinquency. As shown in Table 11A, 41.4% of the JSWAP participants had no prior petitions, while 44.6% of

<sup>2</sup> In order to examine the severity of criminal behavior, the adult classification system of felonies and misdemeanors was applied to the juvenile crimes committed.



the comparison group had no prior petitions. Furthermore, approximately 64% of each group had no prior dispositional findings of delinquency.

<b>Table 11A</b>				
<b>Prior History According to Group</b>				
<b>Characteristic</b>	<b>JSWAP</b>		<b>Comparison</b>	
	<b>N</b>	<b>%</b>	<b>N</b>	<b>%</b>
<b>Prior Petitions</b>				
None	101	41.4%	82	44.6%
One	84	34.4%	43	23.4%
Two	30	12.3%	16	8.7%
Three	13	5.3%	12	6.5%
Four or More	16	6.6%	31	16.8%
<b>Prior Petitions for a Felony Offense</b>				
None	123	50.4%	90	48.9%
One	70	28.7%	38	20.7%
Two	32	13.1%	19	10.3%
Three	8	3.3%	10	5.4%
Four or More	11	4.5%	27	14.7%
<b>Prior Dispositional Finding of Delinquency</b>				
None	156	63.9%	117	63.6%
One	72	29.5%	46	25.0%
Two	13	5.3%	13	7.1%
Three or More	3	1.2%	8	4.3%
<b>TOTAL</b>	<b>244</b>	<b>100.0%</b>	<b>184</b>	<b>100.0%</b>

In addition to prior court involvement, prior detention days and detention events were explored for each group. More than 80% of each group had served no days in detention prior to the petition date of the reference event (see Table 11B).



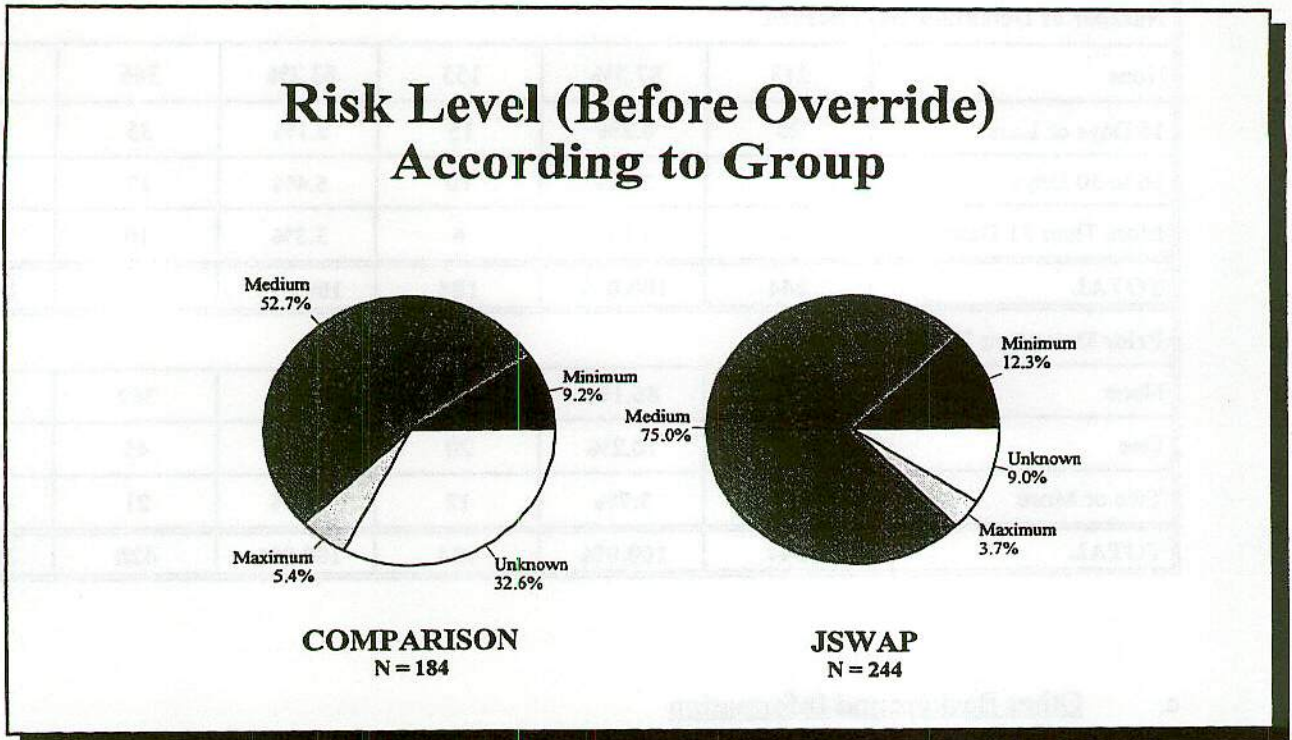
Table 11B						
Prior Detention Served						
Characteristic	JSWAP		Comparison		Total	
	N	%	N	%	N	%
<b>Number of Detention Days Served</b>						
None	213	87.3%	153	83.2%	366	85.5%
15 Days or Less	20	8.2%	15	8.1%	35	8.2%
16 to 30 Days	7	2.9%	10	5.4%	17	4.0%
More Than 31 Days	4	1.6%	6	3.3%	10	2.3%
<b>TOTAL</b>	<b>244</b>	<b>100.0%</b>	<b>184</b>	<b>100.0%</b>	<b>428</b>	<b>100.0%</b>
<b>Prior Detention Events Served</b>						
None	210	86.1%	152	82.6%	362	84.6%
One	25	10.2%	20	10.9%	45	10.5%
Two or More	9	3.7%	12	6.5%	21	4.9%
<b>TOTAL</b>	<b>244</b>	<b>100.0%</b>	<b>184</b>	<b>100.0%</b>	<b>428</b>	<b>100.0%</b>

c. Other Background Information

The Illinois Juvenile Probation Risk Assessment is a researched based instrument that determines the level of supervision a youth receives based upon the presence of specific behaviors or characteristics. Probation officers rate each juvenile on various risk areas and compute a final score. This final score is broken into three levels, which effects the level of supervision a youth receives. The officer may increase or decrease the risk level (i.e., override), and consequently the level of supervision.

Fewer risk assessments were completed for the comparison group, with 33.6% missing. Nevertheless, as illustrated in Figure 11F, the majority of the youth in both the JSWAP and comparison groups were classified as medium risk level (prior to an override implementation).

Figure 11F





The juvenile probation department also provided NCCD with information from the SJS interview. SJS provides a structured means for gathering and organizing information about the juvenile and for translating that information into an appropriate case management strategy. Four possible case types are classified by the SJS interview: selective intervention, environmental structure, casework control, and limit setting.<sup>3</sup>

Again, the SJS interview was completed for fewer youth in the comparison group. Yet, as shown in Figure 11G, the most common case type identified for both JSWAP and comparison group youth was selective intervention. Youth with the selective intervention case type tend to have shorter delinquency records; they also tend to have a specific emotional or familial problem that can typically be identified.

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<sup>3</sup> Juveniles in the selective intervention strategy tend to have shorter records relative to other juveniles. Their trouble is typically related to a core emotional problem or due to some significant change in personal or family status. With SI juveniles, a specific problem can usually be identified. Intensive individual or family counseling is typically effective.

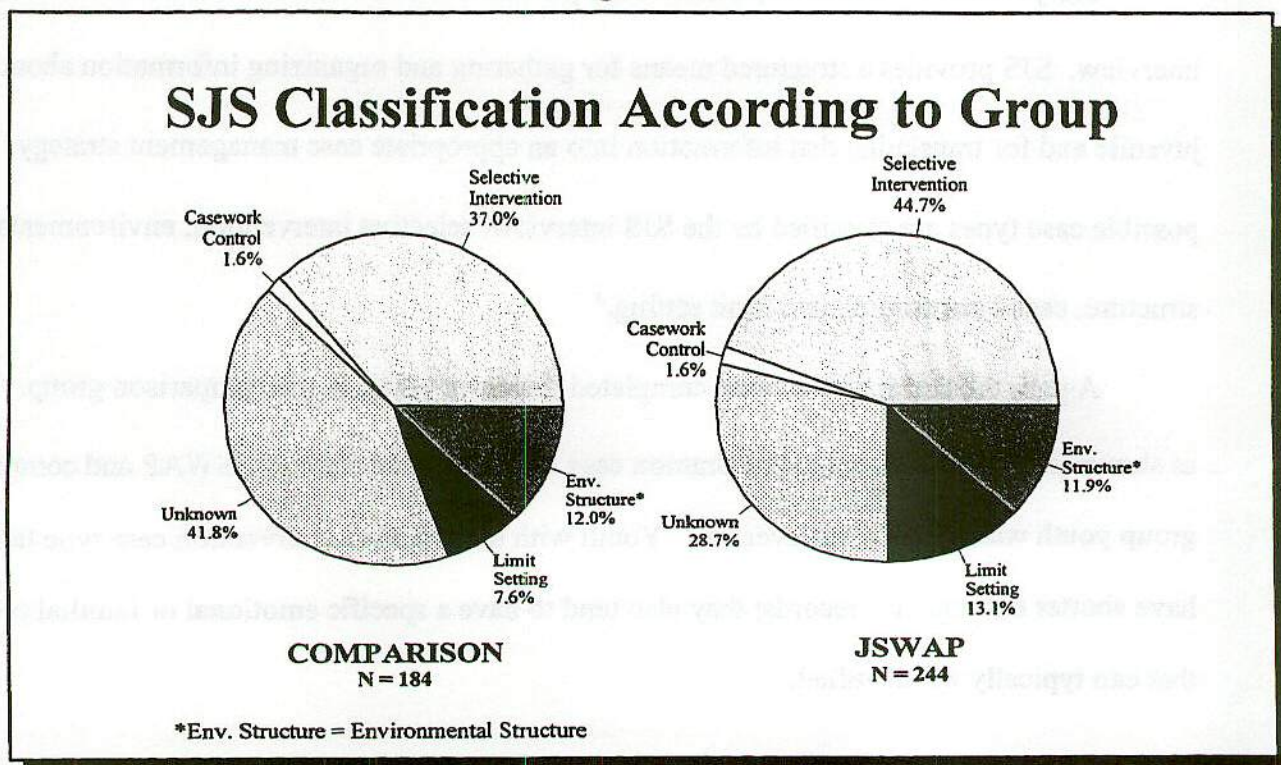
The environmental structure strategy is indicated for juveniles who lack social skills, in general. They tend to be easily led by delinquent peers and lack the judgement to know when they are being exploited. They typically do not understand their own or others motives. They are also not usually able to think through cause and effect relationships. ES juveniles often need assistance in mastering very basic personal and social skills.

The casework control strategy is recommended for juveniles who present a wide variety of problems. These juveniles may appear unwilling or unable to take responsibility for their choices, preferring instead to blame others. They tend to come from chaotic families. Caseworkers should not expect much family support during the supervision process. CC juveniles need close supervision and contracting in order to maintain a commitment to any program related to change.

The supervision strategy of limit setting is recommended for juveniles whose involvement in delinquent activities is associated with a need to control through manipulation of others or the "system" in general. For these juveniles, self-worth is measured by success in breaking the law and evading subsequent prosecution. The ultimate treatment goal is to modify the value system which does not coincide with accepted norms.



Figure 11G

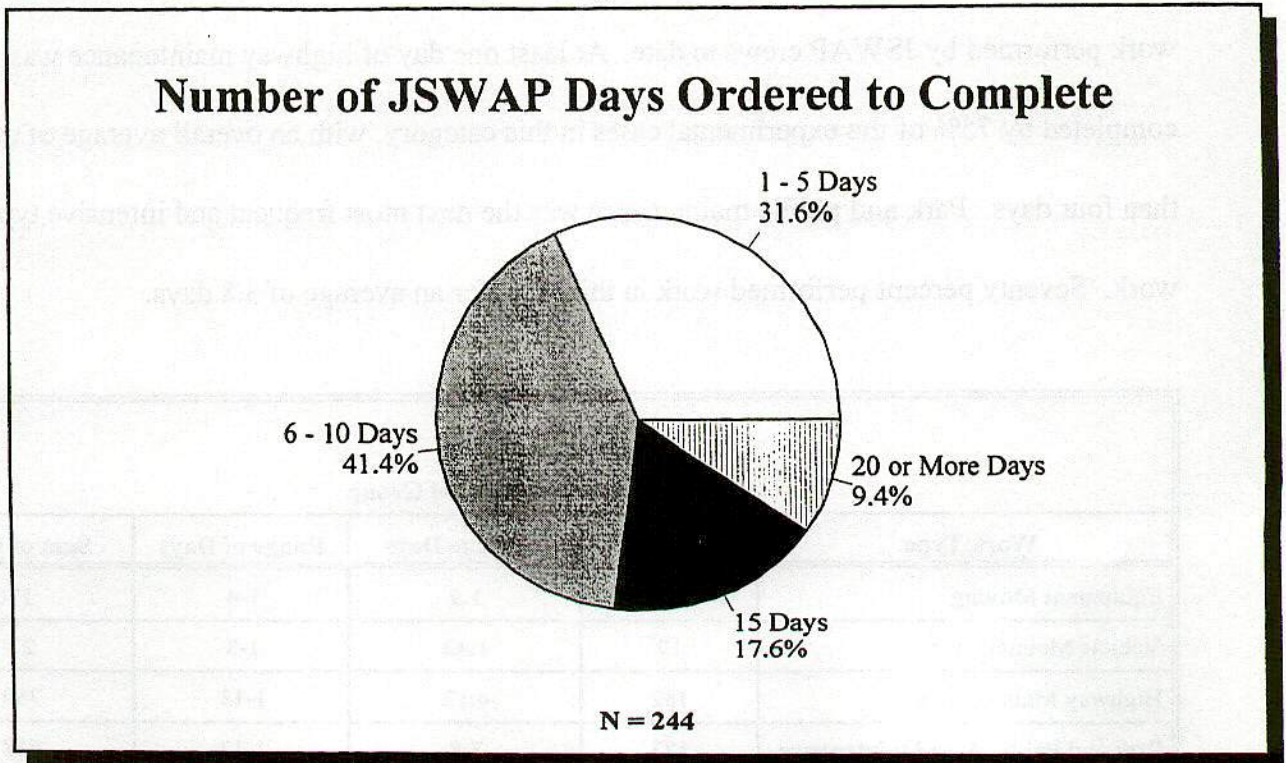


## B. DAYS SPENT IN THE PROGRAM AND WORK ACTIVITIES

The number of days for which JSWAP participants were ordered to complete ranged from two to thirty; nevertheless, the typical JSWAP order involved five, ten, or fifteen days. Furthermore, less than 10% of all cases were ordered to complete a JSWAP sentence that exceeded 15 days. See Figure 11H for the distribution of JSWAP days ordered.



Figure 11H



For the purpose of this report and evaluation, various tasks are collapsed into general categories. Briefly, these categories are as follows:

- **Equipment Moving** includes moving office furniture and contents. For example, in the Fall of 1996 work crews helped the juvenile center relocate a records department.
- **Snow Removal** is, of course, a seasonal activity. The work crews primarily clear snow away from fire hydrants, bus stops, and other public areas.
- **Vehicle Maintenance** includes the washing and general care of county vehicles.
- **Highway Maintenance** primarily involves weeding and picking up trash along highway access roads and ramps.
- **Park and Public Area Maintenance** involves trash pick-up, weeding, and general care of parks and other public areas.

As Table 11C shows, highway maintenance was the most frequent and intensive form of work performed by JSWAP crews to date. At least one day of highway maintenance was completed by 75% of the experimental cases in this category, with an overall average of more than four days. Park and public maintenance was the next most frequent and intensive type of work. Seventy percent performed work in this area, for an average of 3.8 days.

<b>Activities of Experimental Group</b>				
<b>Work Type</b>	<b>Number</b>	<b>Average Days</b>	<b>Range of Days</b>	<b>Sum of Days</b>
Equipment Moving	9	1.9	1-4	17
Vehicle Maintenance	19	1.42	1-3	27
Highway Maintenance	182	4.12	1-13	750
Park and Public Area Maintenance	173	3.8	1-13	658
Other	20	1.6	1-7	32
<b>Total Experimental Cases</b>	<b>244</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>

To estimate the hours of work performed by the JSWAP group to date, the number of days in each category can be multiplied by eight to represent a typical work day. This calculation indicates that the sample of JSWAP participants tracked for the evaluation performed work for the following number of hours:

- 136 hours of equipment moving;
- 216 hours of vehicle maintenance;
- 6,000 hours of highway maintenance;
- 5,264 hours of park and public area maintenance; and
- 256 hours of work in "other" areas.



The program is certainly achieving its goal with respect to generating thousands of offender labor hours for the benefit of Cook County and its residents. Keeping in mind that these hours represent the effort of just 244 JSWAP participants regardless of how many days each had in their sentence or if they completed their full term, one can see that the total effort of the some 3,000 juveniles referred to the program since its inception is enormous.

### **C. PROGRAM COMPLETION AND TERMINATION RATES**

Failure in JSWAP can occur through violation of conditions of probation or conditions of JSWAP participation. JSWAP violations are most commonly due to failure to attend, sometimes for disciplinary reasons, and occasionally for possession of drugs. Program violations can hinder an offender's completion of the program, but do not necessarily instigate removal. If failure to complete the program is unavoidable, the offender is returned to the court that originally sentenced him to JSWAP. Juveniles who are returned to the court must serve their JTDC sentence.

Fifty-two percent of the juveniles successfully completed the program, while 47.5% were terminated.<sup>4</sup> Within the JSWAP group, juveniles who successfully completed their JSWAP term took, on average, 75 days to do so. JSWAP terminated a juvenile who was not satisfying his/her commitment to the program an average of 227 days after he or she signed into the program (see Table 11D).

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<sup>4</sup> These are youth who were referred to the program between August 30, 1996, and July 14, 1997.

Table 11D			
Average Time in Program Successfully Completed vs. Terminated (Unsuccessful) Cases for the Experimental Group			
	N	Percent	Average Days from Sign-in
Completed	128	52.5%	75 (n=127)*
Terminated	116	47.5%	227 (n=116)
<b>Total Experimental Cases</b>	<b>244</b>	<b>100.0%</b>	<b>N/A</b>

\* No sign-in date was provided for one of the completed cases.

Many of the juveniles who were terminated from JSWAP received a subsequent violation of probation (VOP) and/or new petition. (Note: It is not possible to determine whether the termination caused the violation or the violation caused the termination.) Of the 116 terminated juveniles, 22 (19.0%) had only a VOP filed, 44 (37.9%) received a new petition, and 33 (28.4%) had both a VOP and new petition filed (see Table 11E). The remaining 17 (14.7%) terminated cases had no subsequent court involvement. For the 55 juveniles with a VOP, an average of 149 days (approximately five months) had passed since the disposition date for which the juvenile was assigned to JSWAP.

Table 11E		
Subsequent VOP and New Petition Rate for Terminated Cases		
	N	%
VOP Only	22	19.0%
Subsequent New Petition Only	44	37.9%
Both VOP and Subsequent Petition	33	28.4%
None	17	14.7%
<b>TOTAL</b>	<b>116</b>	<b>100%</b>

Source: Cook County Clerk's Office database



Eighteen percent of the participants who had an unsuccessful termination never attended a detail. These no-shows were eventually terminated from the program after an average of 168 days. The remaining 82% of the unsuccessful participants did not complete the number of details assigned (see Table 11F).

	N	Percent	Average Days Between Sign-In and Termination Date
No-Show	21	18.1%	168
Failed to Complete	95	81.9%	240
<b>Total Terminated Cases</b>	<b>116</b>	<b>100.0%</b>	<b>227</b>

Background differences between the no-show group and all other JSWAP participants were examined. A minimal, yet significant, statistical difference was found regarding offense type.<sup>5</sup> Specifically, the current offense for 71% of the no-shows was possession of a controlled substance, while it was the offense for 49% of those who showed, but failed to complete. No other significant background differences were found.

### **Demographics According to Completion Type**

Table 11G shows a demographic profile of the JSWAP group according to completion type. The majority of the youth, regardless of completion type, were African American males. Furthermore, the average age, regardless of completion type, was 15.7 years.

<sup>5</sup> Statistically significant at .05 level using Analysis of Variance (ANOVA).



Table 11G						
Demographics According to Completion Type						
Characteristic	Completed JSWAP		Not Completed JSWAP		Total	
	N	%	N	%	N	%
<b>Gender</b>						
Male	118	92.2%	115	99.1%	233	100.0%
Female	10	7.8%	1	0.9%	11	100.0%
<b>Ethnicity</b>						
African American	102	79.7%	97	83.6%	199	81.6%
Hispanic	19	14.8%	17	14.7%	36	14.8%
White	7	5.5%	2	1.7%	9	3.7%
<b>Calendar</b>						
52	11	8.6%	6	5.2%	17	7.0%
53	5	3.9%	13	11.2%	18	7.4%
55	29	22.7%	38	32.8%	67	27.5%
56	10	7.8%	8	6.9%	18	7.4%
57	16	12.5%	24	20.7%	40	16.4%
58	11	8.6%	8	6.9%	19	7.8%
60	46	35.9%	19	16.4%	65	26.9%
<b>TOTAL</b>	<b>128</b>	<b>100.0%</b>	<b>116</b>	<b>100.0%</b>	<b>244</b>	<b>100.0%</b>

#### D. SUBSEQUENT CONTACT WITH THE CRIMINAL JUSTICE SYSTEM: TYPES OF MEASURES

##### 1. Petitions

One measure used to assess long-term JSWAP participant success was subsequent petitions filed against the youth. For each experimental and comparison case, an offense history, provided by the Clerk's database, was compiled and coded for 12 months after the sentencing date of the juvenile's reference event. For the JSWAP group the reference event was the JSWAP



referral date (typically the same as the sentencing date); for the comparison group the reference event was the first sentencing date identified. The 12-month follow-up period<sup>6</sup> represents a standardized time period during which all cases have been at risk in the community. Juvenile petitions and dispositions were coded in such a way so that each event constituted a separate record. The disposition of a case often lags substantially from the date of petition. Because the last of the experimental cases entered the program in 1997, and all cases needed an outcome within 12 months, the filing of a petition, and not its disposition, was used for case outcomes.

## 2. Detention

Another measure of long-term JSWAP participant success was subsequent detention<sup>7</sup> admissions and days served. Again, a 12-month follow-up period was examined for cases in both the JSWAP and comparison groups. NCCD collected the number of detention events, as well as the total number of detention days served, during this subsequent time frame from the detention admission release records provided by the PROBER database maintained by the juvenile probation department. If no detention event was identified in PROBER, NCCD assumed that the youth served no subsequent detention days.

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<sup>6</sup> The number of days for which a juvenile may have been in detention (i.e., incapacitation effect means the juvenile had no opportunity for risk of re-offending) was not controlled for in either the JSWAP or comparison groups. There was no significant difference between the comparison and JSWAP groups with regard to the mean number of days spent in detention.

<sup>7</sup> Subsequent detention days were measured for any reason, including violation of JSWAP and days related to a new offense.

### 3. Arrests

A final measure of long-term JSWAP participant success examined was subsequent arrests. The Chicago Police department, the clerk's office, and the juvenile probation department use different identifiers for offenders making it difficult to match data records across information systems. In addition, the Chicago Police department records station adjustments for juveniles in their database. While this is helpful for the police officer when they stop a juvenile for questioning, it makes outcome analysis more difficult because station adjustments do not necessarily reflect the commission of an offense by the juvenile.

Though arrest data proved difficult to work with, a convenient proxy for juvenile arrest data was available from juvenile probation department. This department screens all juvenile offenders currently being held by the police for temporary detention. The department has maintained records of all screenings since 1995 in its PROBER database. The PROBER system records youth detention numbers and petition numbers making it possible to match JSWAP records with detention screening data.

Again, a 12-month follow-up period was examined for both JSWAP and comparison group cases. NCCD collected the number of screening events during this subsequent time frame from the detention screening records provided by the PROBER database. If no screening event was identified in PROBER, NCCD assumed that the youth had no subsequent arrests. However, no significant differences were found in any of the analyses, and thus subsequent detention screens as an outcome are not reported.

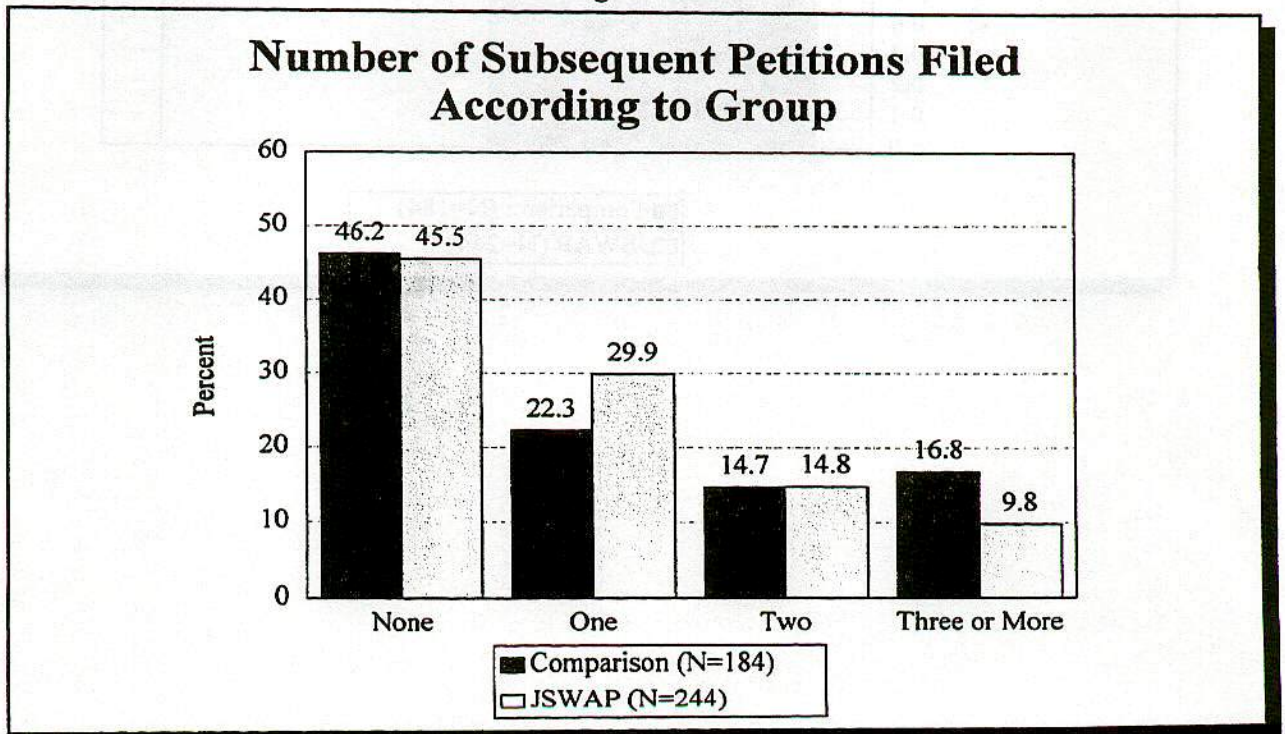


**CHAPTER 12**  
**INDICATORS OF SUCCESS AND ALTERNATIVE EXPLANATIONS**

**A. COMPARISON VERSUS JSWAP GROUP DIFFERENCES EXPLAINED**

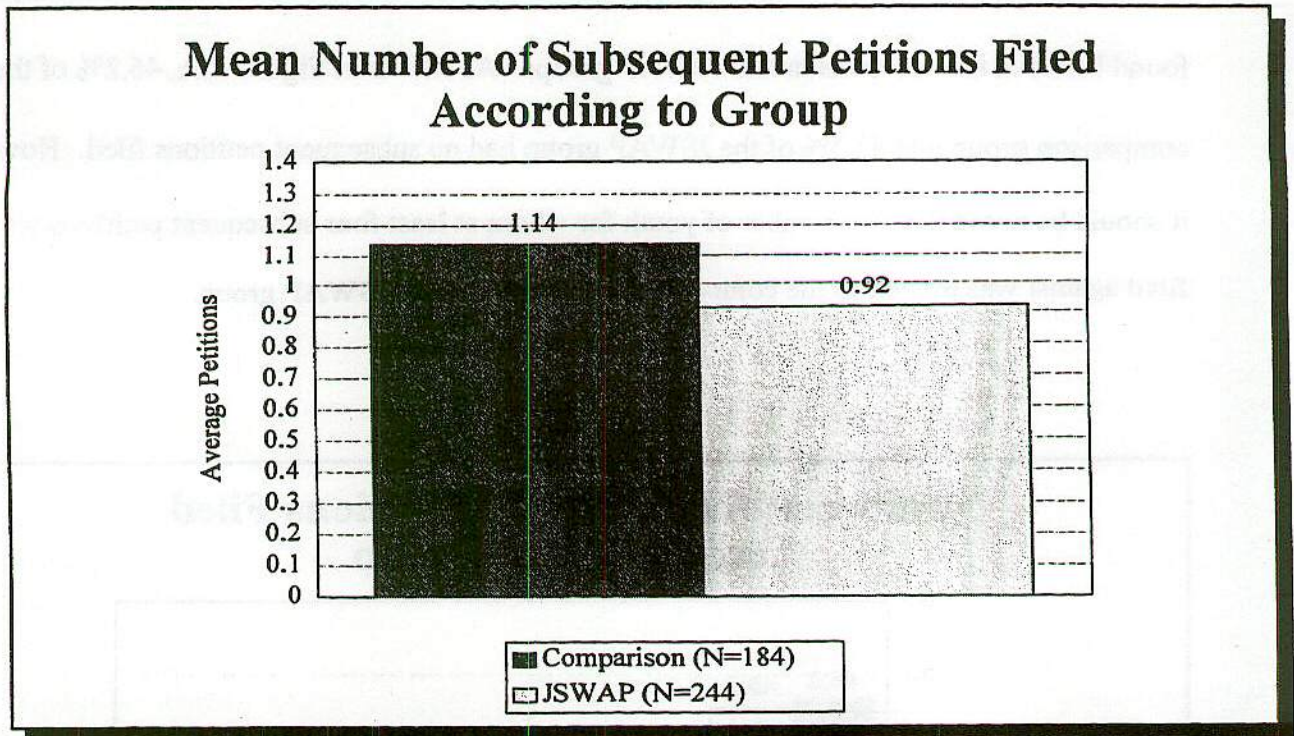
When comparing subsequent petitions filed against a youth, no statistical difference was found between the comparison and JSWAP groups. As shown in Figure 12A, 46.2% of the comparison group and 45.5% of the JSWAP group had no subsequent petitions filed. However, it should be noted that the number of youth for whom at least four subsequent petitions were filed against was greater in the comparison group than in the JSWAP group.

Figure 12A



As shown in Figure 12B, both the JSWAP and comparison groups averaged one subsequent petition.

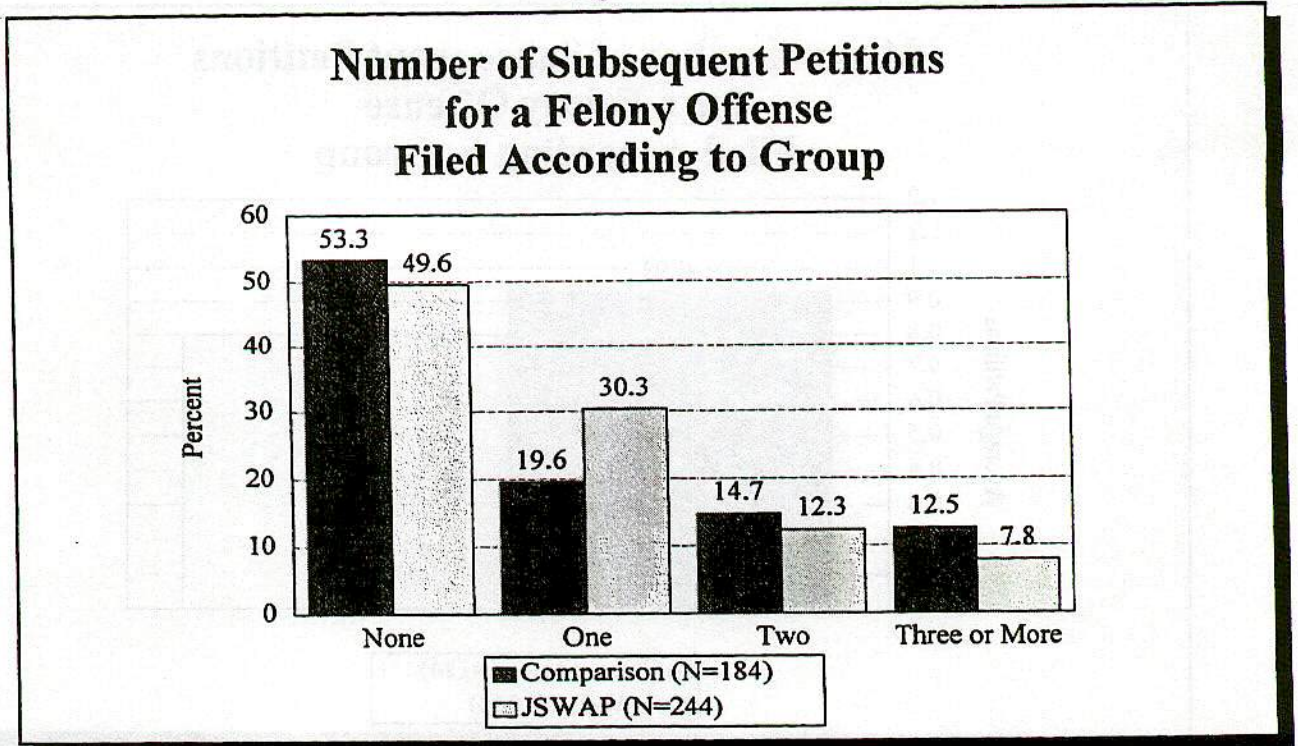
Figure 12B





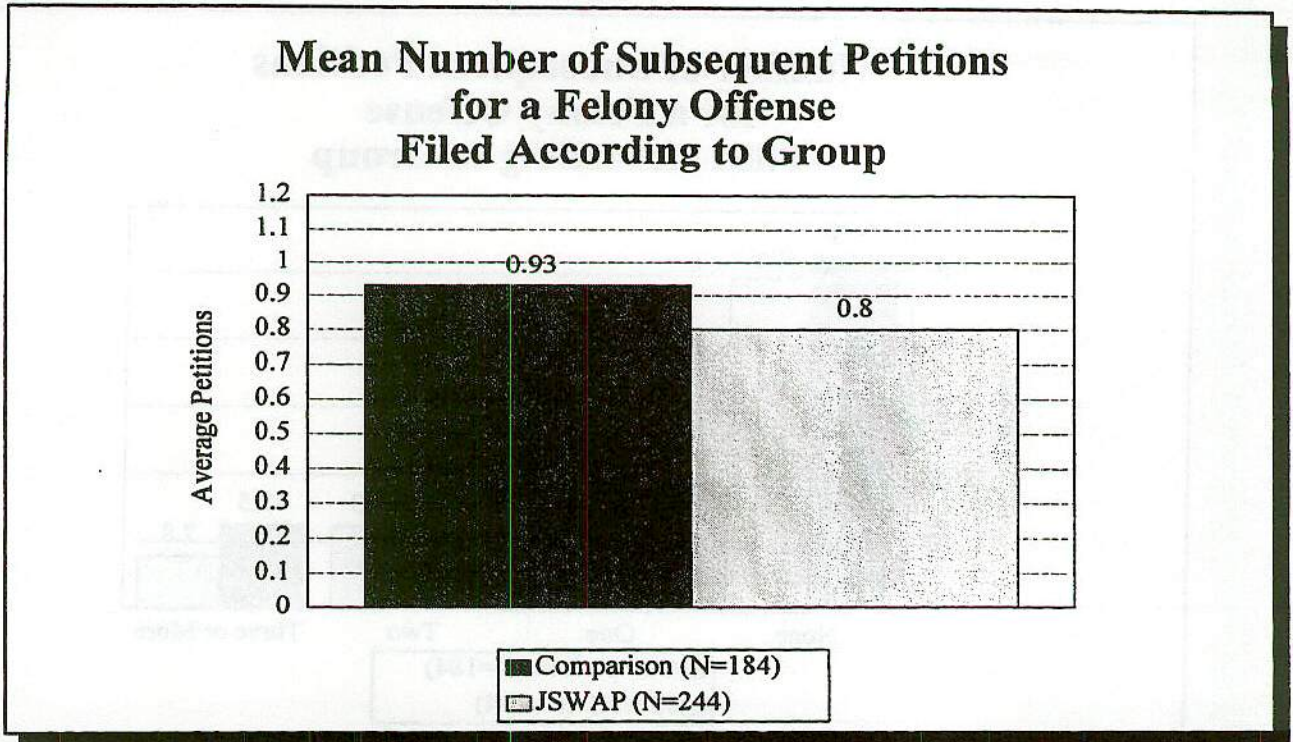
Similarly, the number of subsequent petitions for a felony offense filed was not statistically different according to group (see Figure 12C).

Figure 12C



Youth in both the comparison and JSWAP groups averaged almost one subsequent petition for a felony offense (see Figure 12D).

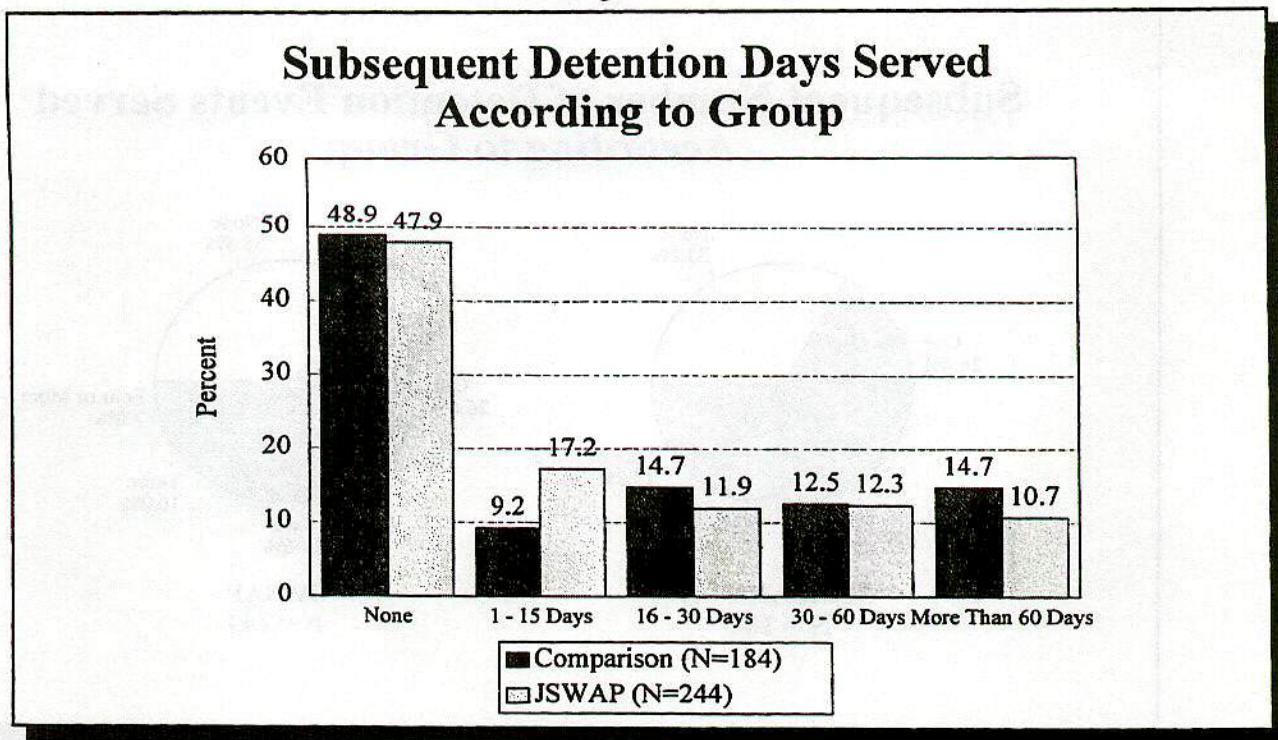
Figure 12D





Less than 50% of youth in both the comparison and JSWAP groups served no subsequent days in detention (see Figure 12E). Furthermore, approximately 15% of the comparison group and 11% of the JSWAP group served more than 60 days of detention subsequent to the reference disposition.

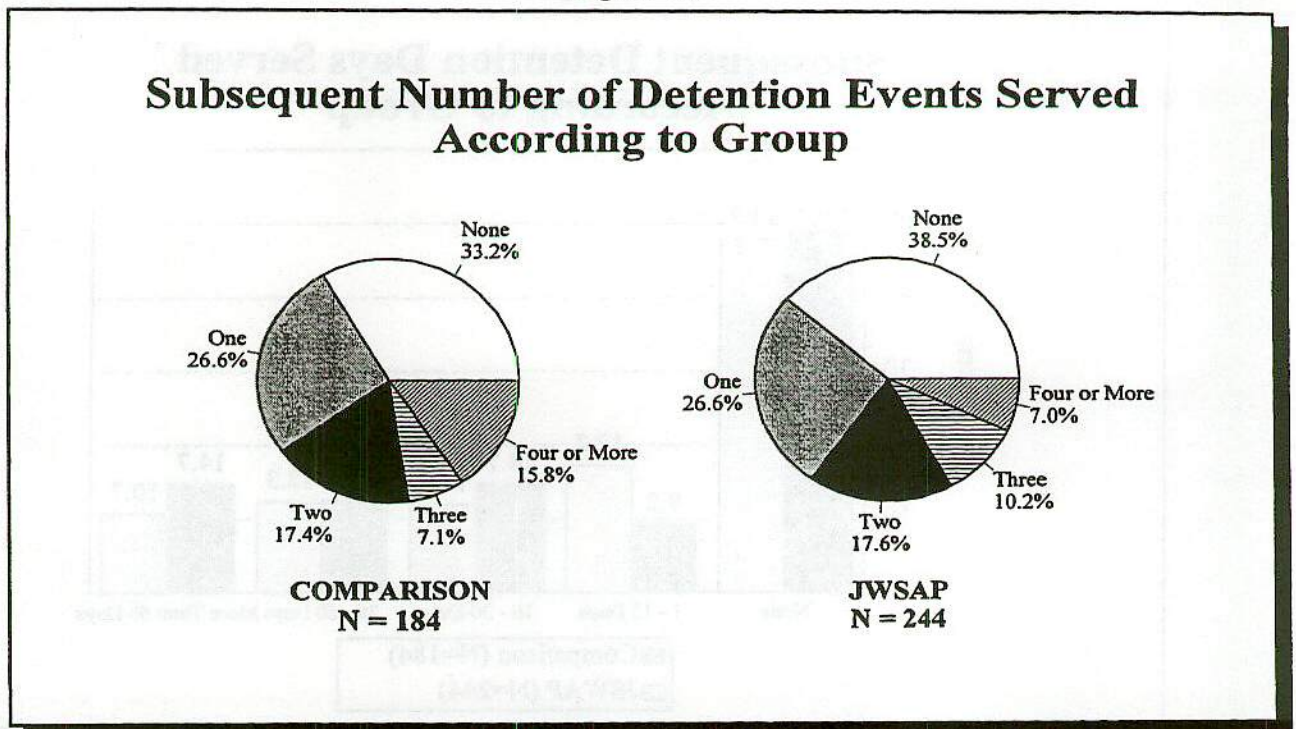
Figure 12E



The comparison group served on average 24.6 days of detention and the JSWAP group served 21.9 days of detention (no figure shown). However, this difference was not statistically significant.

Again, there was no statistical difference between the comparison and JSWAP groups when considering the number of subsequent detention stays. Both groups had an average of less than two detention stays (no figure shown). As shown in Figure 12F, less than 40% of youth in both groups had no detention stays after the reference disposition.

Figure 12F



As discussed above, there is no statistical difference in either subsequent petitions filed or days of detention served between the JSWAP and comparison groups. However, these results include all JSWAP cases, regardless of participation. As discussed previously, 8.6% (n=21) of the youth in the JSWAP group never attended a JSWAP detail (no-shows) (see Table 11F). When no-shows are excluded minimal differences emerge between the comparison and JSWAP groups.



Table 12A shows the numeric breakdown for each of the outcome measures, comparing the entire comparison group with the JSWAP participants who completed at least one detail. The distribution of subsequent petitions filed, as well as petitions for a felony offense filed, were statistically different according to group when the no-shows were excluded.<sup>1</sup>

<b>Table 12A</b>				
<b>Outcomes According to Group*</b>				
	<b>Comparison</b>		<b>JSWAP</b>	
	<b>N</b>	<b>%</b>	<b>N</b>	<b>%</b>
<b>Number of Subsequent Petitions</b>				
None	85	46.2%	105	47.1%
One	41	22.3%	69	30.9%
Two	27	14.7%	31	13.9%
Three or More	31	16.8%	18	8.1%
<b>Number of Subsequent Petitions for a Felony Offense</b>				
None	98	53.3%	115	51.6%
One	36	19.6%	69	30.9%
Two	27	14.7%	25	11.2%
Three or More	23	12.5%	14	6.3%
<b>Subsequent Detention Days Served</b>				
None	90	48.9%	112	50.2%
1 - 15 Days	17	9.2%	39	17.5%
16 - 30 Days	27	14.7%	27	12.1%
31 - 60 Days	23	12.5%	26	11.7%
More than 60 Days	27	14.7%	19	8.5%
<b>TOTAL</b>	<b>184</b>	<b>100.0%</b>	<b>223</b>	<b>100.0%</b>

\*JSWAP does not include no-shows.

<sup>1</sup> Statistically significant at .05 level using Analysis of Variance (ANOVA).



As shown in Table 12B, the comparison group had a mean of 1.14 subsequent petitions filed, while the JSWAP group only had 0.85. Although the difference between 1.14 and 0.85 is statistically significant at an alpha level of 5%, the level of significance may be an artifact of a few juveniles in the comparison group with a large number of subsequent petitions. Indeed, when subsequent petitions were measured as none and at least one, the mean difference<sup>2</sup> in petition ranges between the JSWAP and comparison groups was no longer significant at the 5% level.

The mean number of subsequent petitions for a felony offense filed was not statistically different. Furthermore, the mean difference between the comparison and JSWAP groups for subsequent detention days served was not statistically significant.

	Any Subsequent Petition	Average Number Subsequent Petitions	Any Subsequent Petition for a Felony Offense	Average Number Subsequent Petitions for a Felony Offense	Any Subsequent Detention Days	Average Number Detention Days
Comparison	0.54	1.14	0.47	0.93	0.51	24.55
JSWAP	0.53	0.85	0.48	0.74	0.50	19.55
Significance Level	0.86	0.02	0.73	0.07	0.79	0.17

\*JSWAP does not include no-shows.

Aside from participation, a statistical analysis of background factors was conducted for those who completed JSWAP and those who did not complete the program. Thus, the remainder of the analysis in this chapter will focus upon differences in success within the JSWAP group,

<sup>2</sup> The mean difference is a statistical test that examines whether or not two means (or averages) differ in the population.

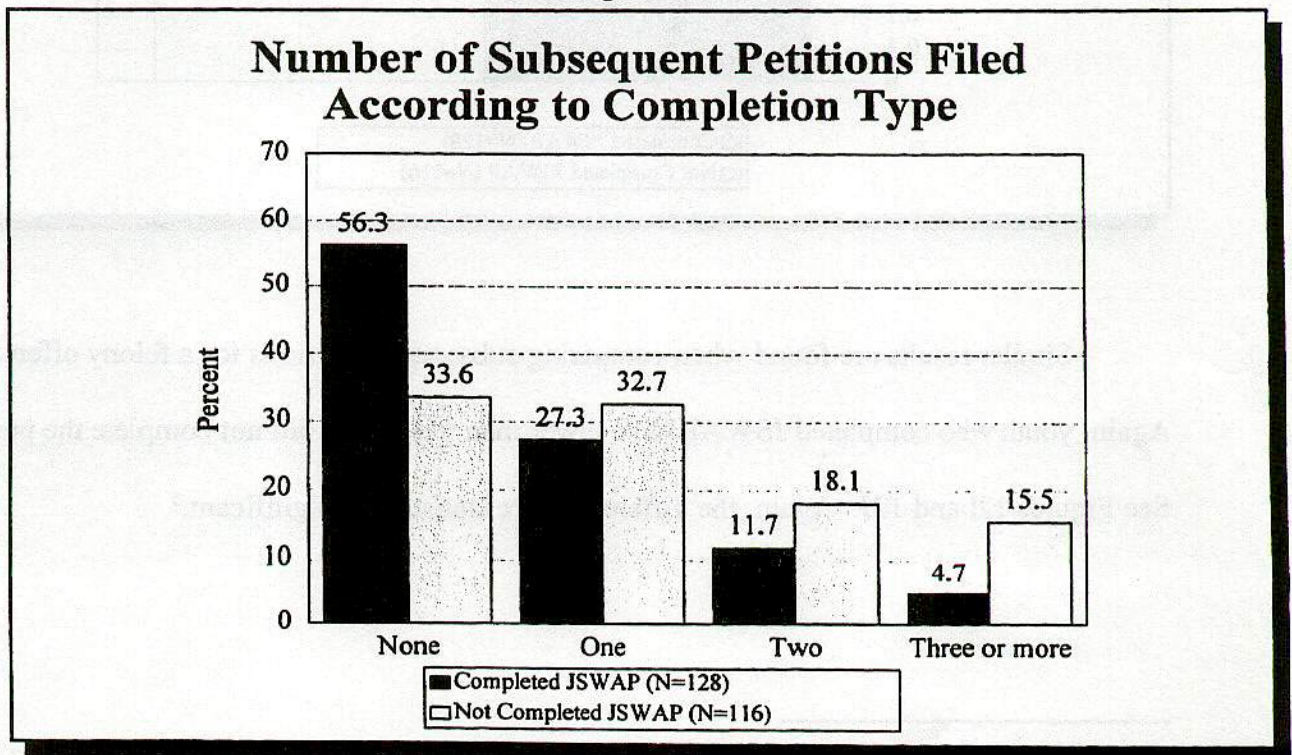


according to type of completion. Furthermore, various characteristics associated with program completion will be identified.

## B. SUCCESSES VERSUS FAILURES

The number of subsequent petitions filed against a youth varied according to completion of the program. Fifty-six percent of youth in the JSWAP group who completed the program had no subsequent petitions filed, while only 33.6% of those who did not complete the program had no subsequent petitions (see Figure 12G).<sup>3</sup> Moreover, only 4.7% of those who completed the program had three or more subsequent petitions, while 15.5% of those who did not complete the program had three or more.

Figure 12G

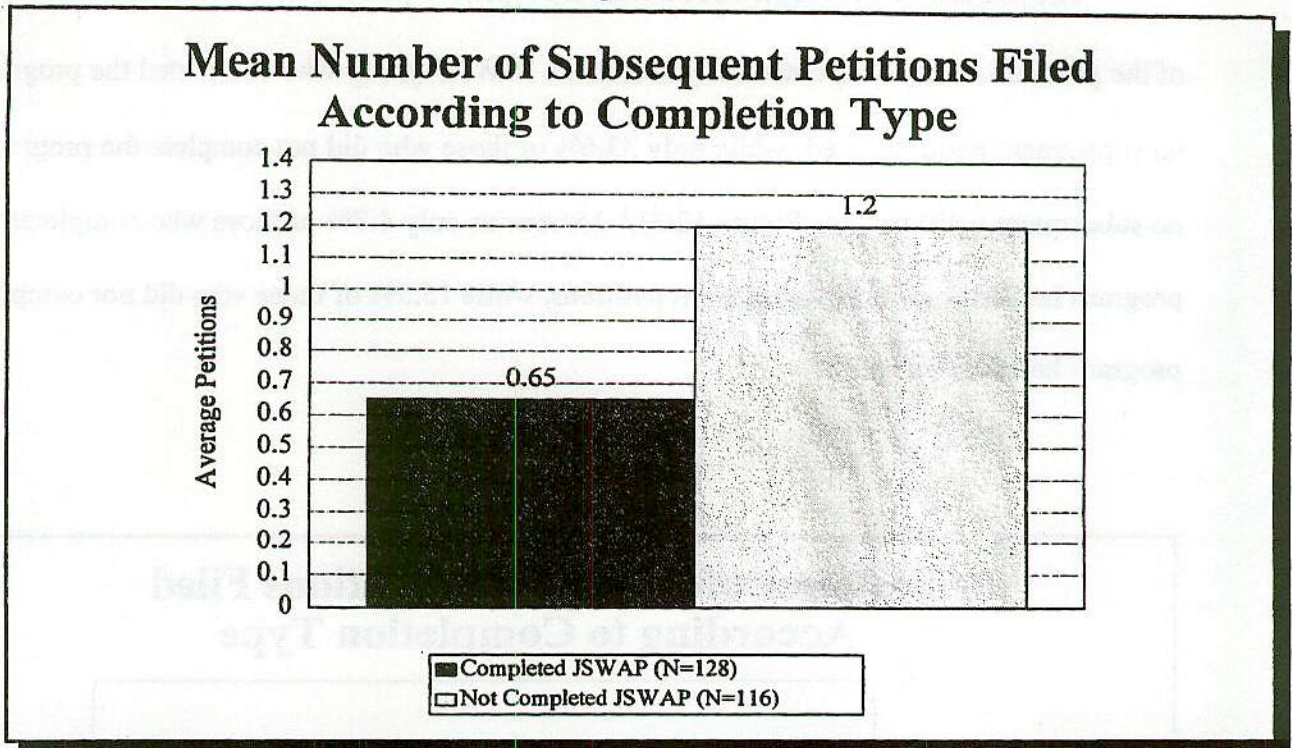


<sup>3</sup> Statistically significant at .01 level using ANOVA.



On average, youth who completed JSWAP had 0.65 subsequent petitions filed, while youth who did not complete the program averaged 1.2 subsequent petitions (see Figure 12H).<sup>4</sup> This difference is statistically significant.

Figure 12H



Similar results are found when comparing subsequent petitions for a felony offense. Again, youth who completed JSWAP have fewer than those who did not complete the program. See Figures 12I and 12J. Again, the differences are statistically significant.<sup>5</sup>

<sup>4</sup> Statistically significant at .01 level using ANOVA.

<sup>5</sup> The difference in 12I and 12J are statistically significant at .01 level using ANOVA.



Figure 12I

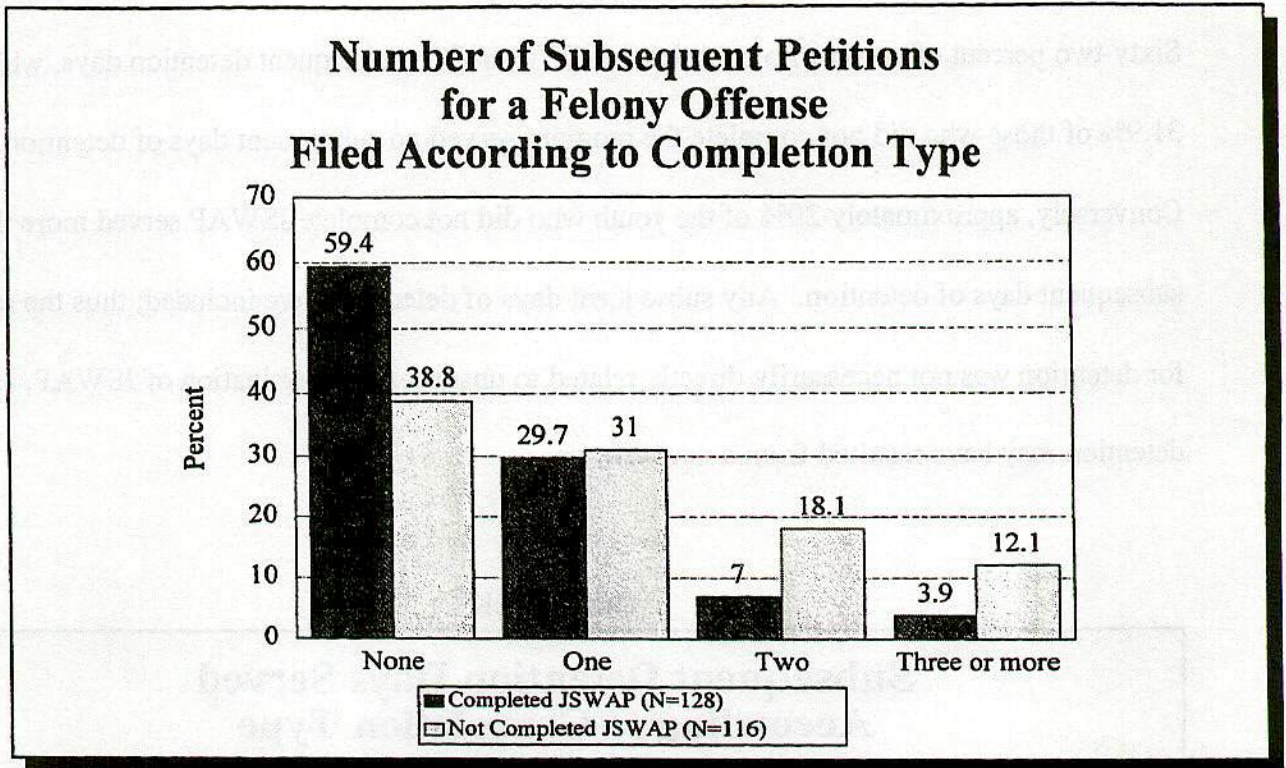


Figure 12J

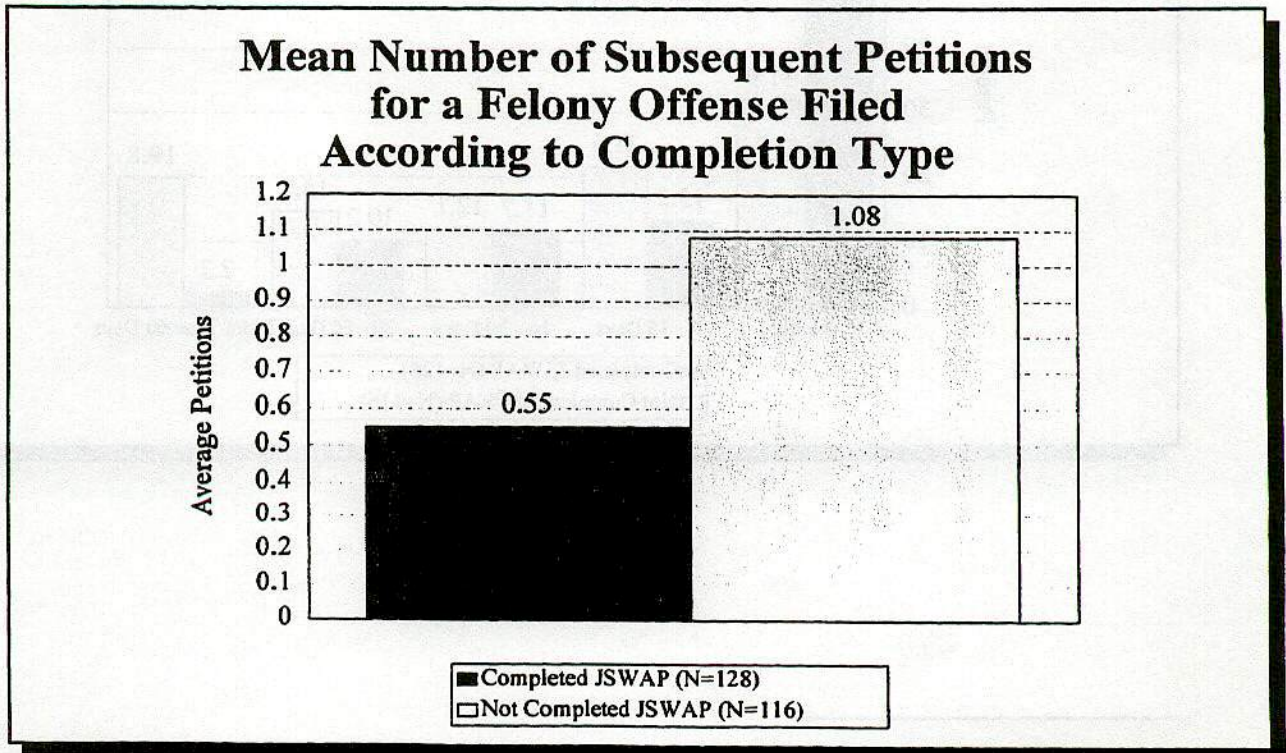
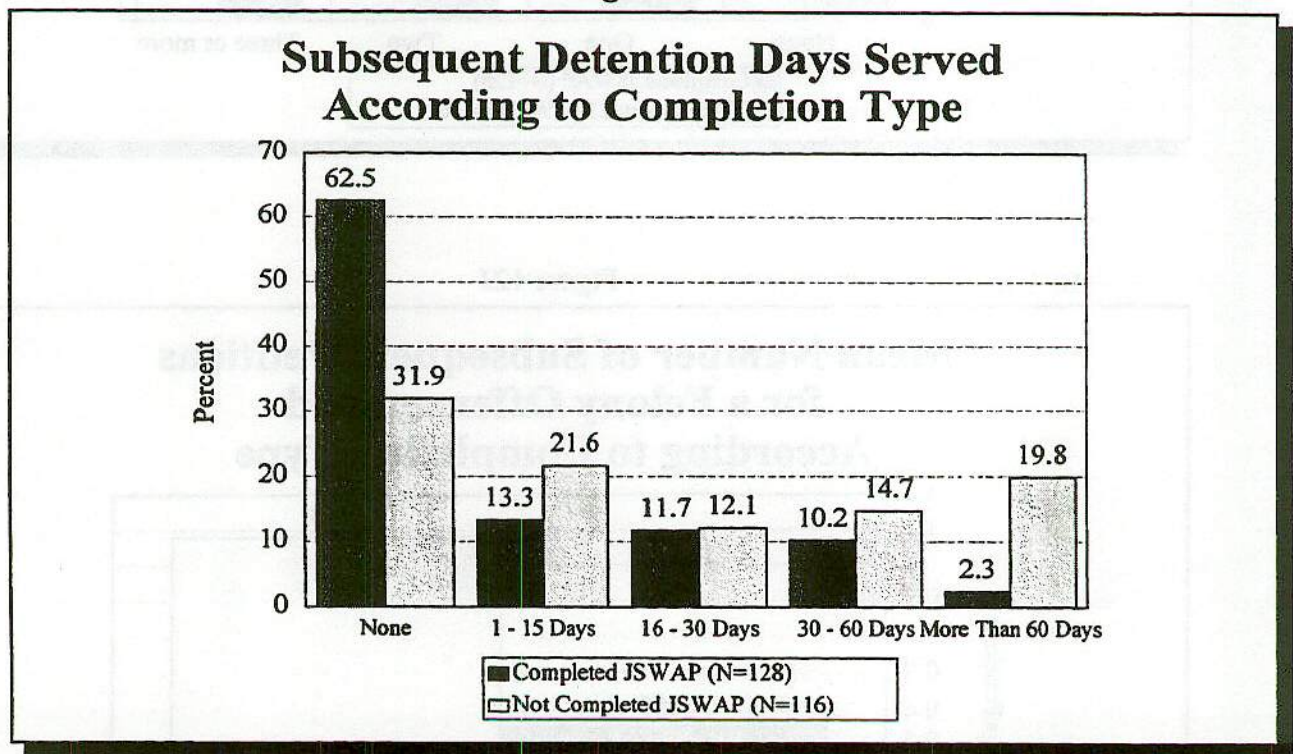




Figure 12K shows the number of subsequent detention days served by completion type.<sup>6</sup> Sixty-two percent of youth who completed JSWAP had no subsequent detention days, while only 31.9% of those who did not complete the program served no subsequent days of detention. Conversely, approximately 20% of the youth who did not complete JSWAP served more than 30 subsequent days of detention. Any subsequent days of detention were included; thus the reason for detention was not necessarily directly related to unsuccessful termination of JSWAP, as detention may have resulted from a new offense.

Figure 12K

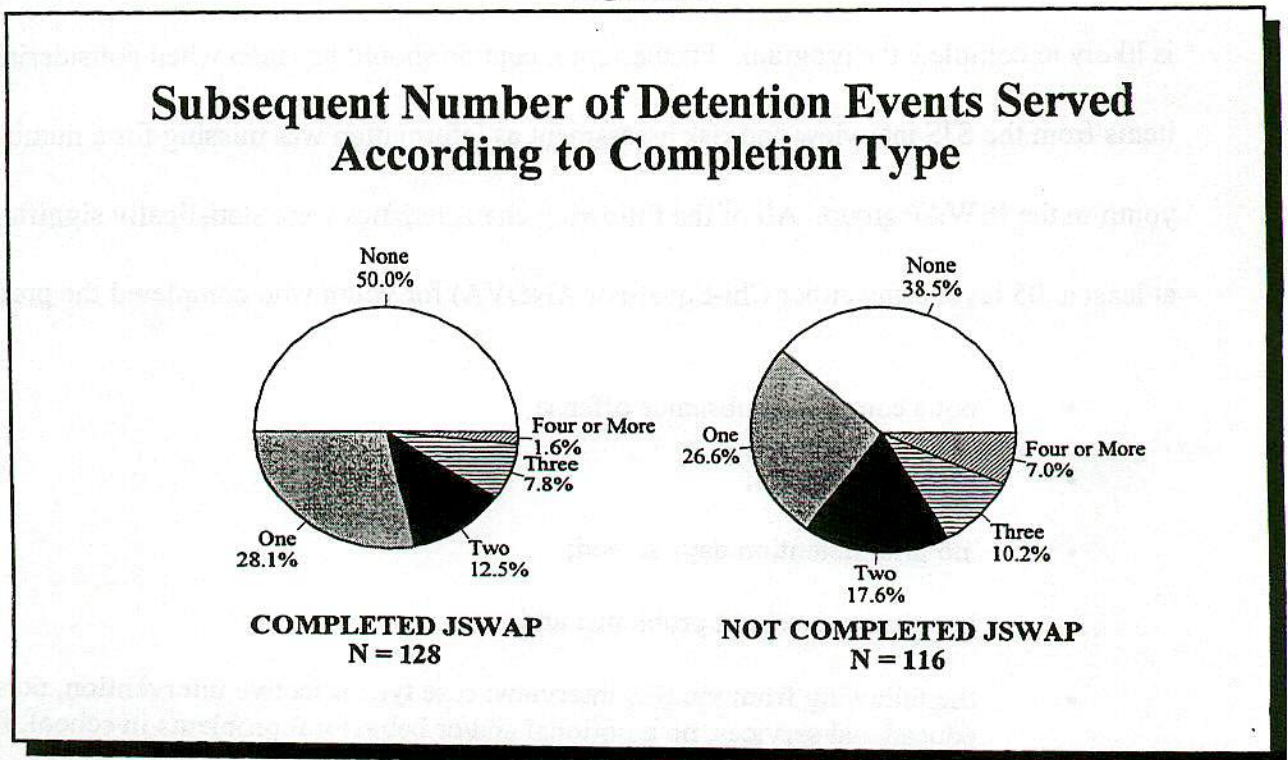


<sup>6</sup> Statistically significant at .01 level using Chi-Square.



As shown in Figure 12L, similar results are found regarding the number of subsequent detention stays served by a youth.<sup>7</sup>

Figure 12L



On average, youth who completed JSWAP served 10.7 subsequent days in detention, while those who did not complete the program served an average of 34.2 days. (No figure shown.) This difference is statistically significant.<sup>8</sup>

<sup>7</sup> Statistically significant at .01 level using Chi-Square.

<sup>8</sup> Statistically significant at .01 level using ANOVA.

## C. CHARACTERISTICS OF YOUTH WHO SUCCESSFULLY COMPLETED JSWAP

This section of the report will identify various characteristics associated with successful completion of JSWAP. This profile is intended to provide a composite of a JSWAP referral who is likely to complete the program. Furthermore, caution should be taken when considering the items from the SJS interview and risk assessment as information was missing for a number of youth in the JSWAP group. All of the following characteristics were statistically significant (at least a .05 level using either Chi-Square or ANOVA) for youth who completed the program:

- not a controlled substance offense;
- no prior petitions;
- no prior detention days served;
- less than two school problems; and
- the following from the SJS interview: case type selective intervention, no special educational services, no emotional and/or behavioral problems in school, fewer than four prior arrests, and no parental problems identified.

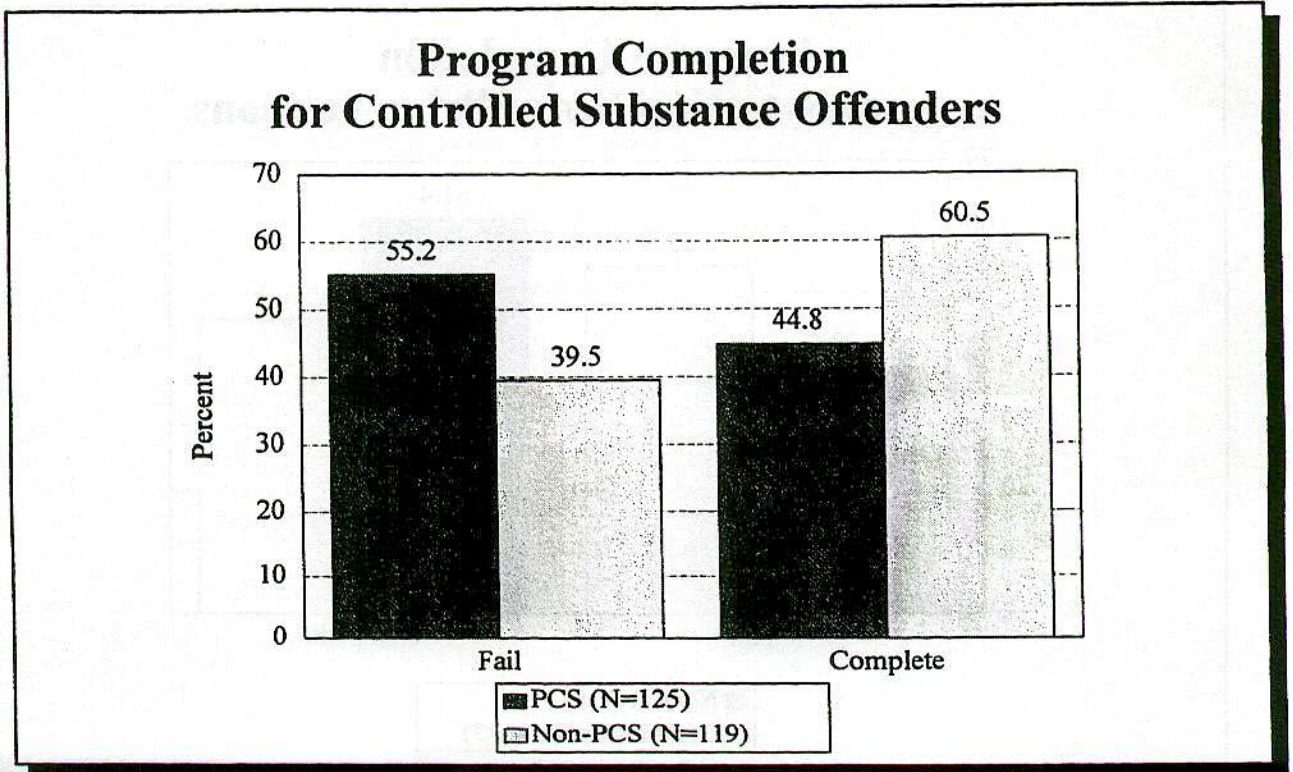
As already discussed, the most common current offense committed by JSWAP youth was possession of a controlled substance. However, as shown in Figure 12M, 55.2% of the youth with a possession of a controlled substance offense failed to complete JSWAP. Conversely, 60.5% of the JSWAP youth who committed an offense other than possession of a controlled substance completed JSWAP.<sup>9</sup>

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<sup>9</sup> Statistically significant at .05 level using Chi-Square.



Figure 12M



As one would expect, a prior delinquent history is associated with failure to complete the program. Approximately 61% of youth who had no prior petitions completed the program, while 53.9% of the youth with at least one prior petition failed to complete JSWAP (see Figure 12N).<sup>10</sup> Similar results were found with regard to the number of prior detention days served (see Figure 12O).<sup>11</sup> While 71% of youth who served at least one prior day of detention failed to complete JSWAP, 55.9% of youth who had served no prior days of detention completed the program.

<sup>10</sup> Statistically significant at .01 level using Chi-Square.

<sup>11</sup> Statistically significant at .05 level using Chi-Square.

Figure 12N

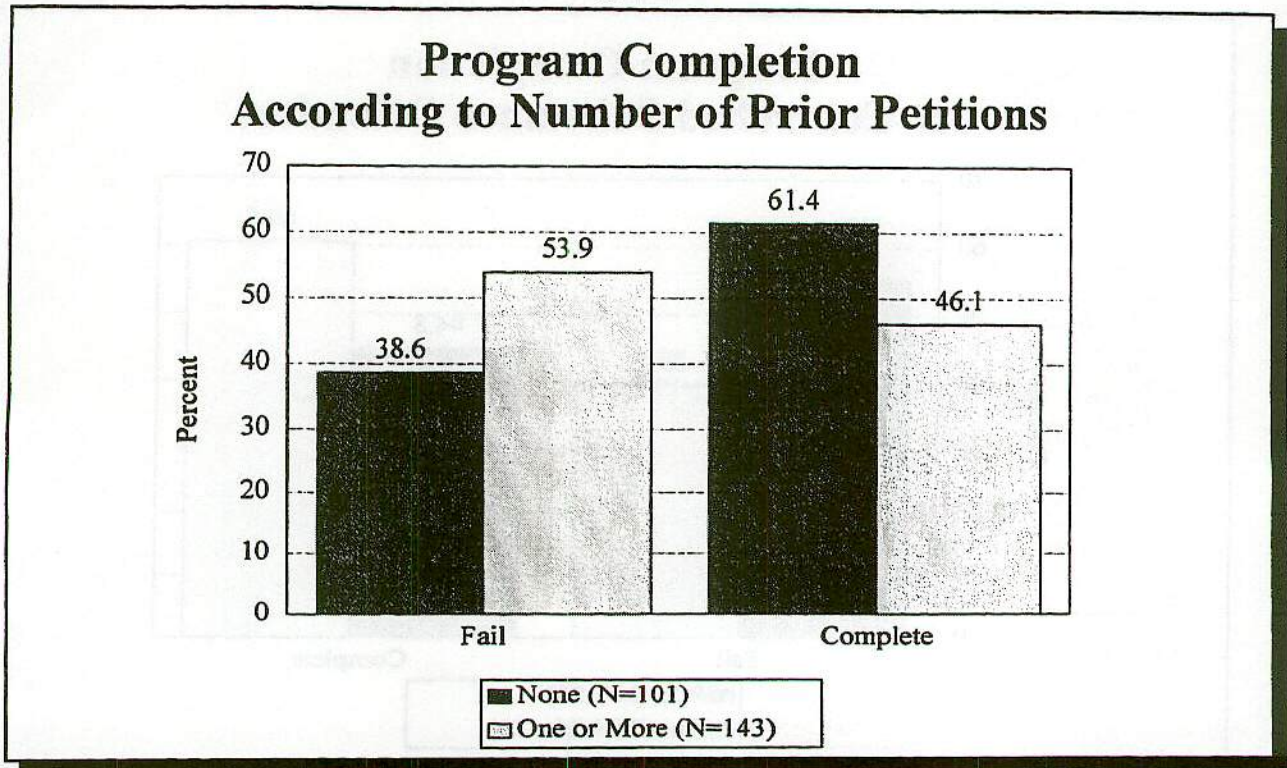
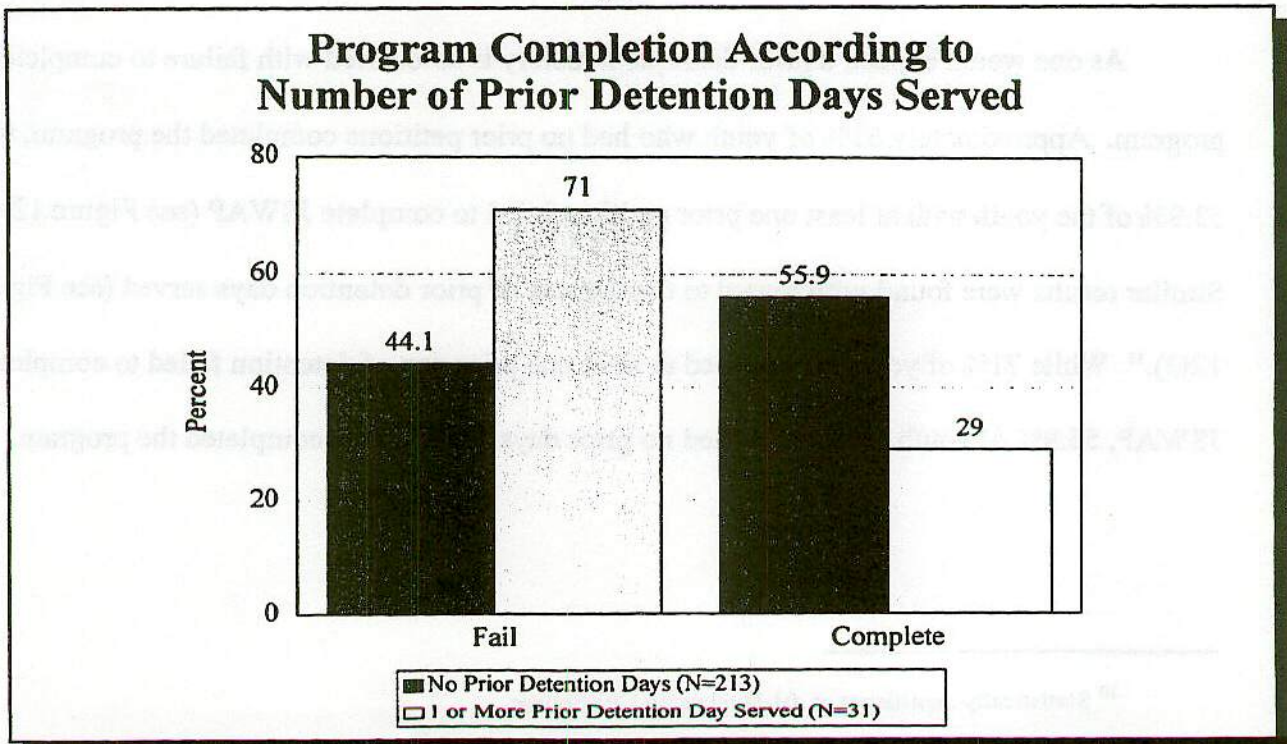


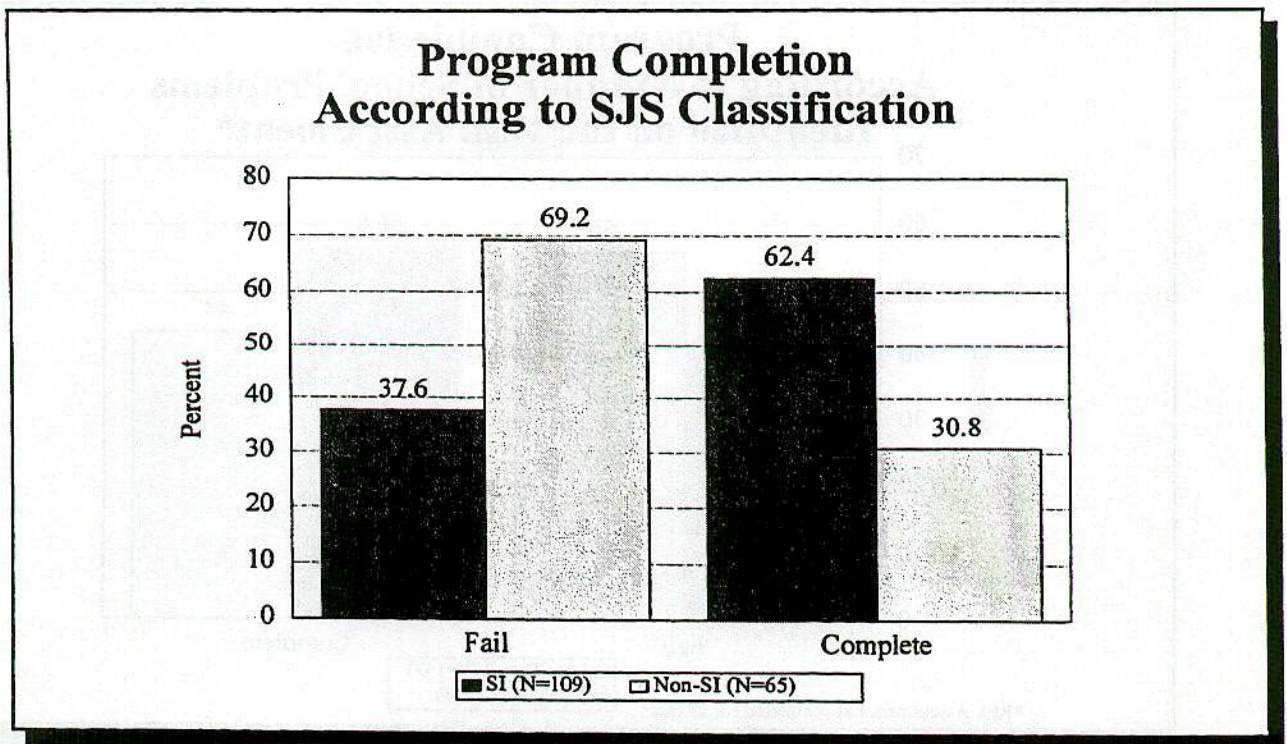
Figure 12O





Juveniles identified with the SJS case type of selective intervention (SI) tended to complete the program more often than youth with other (i.e., environmental structure, casework control, and limit setting) case types.<sup>12</sup> As shown in Figure 12P, 62.4% of youth identified with SI completed the program.

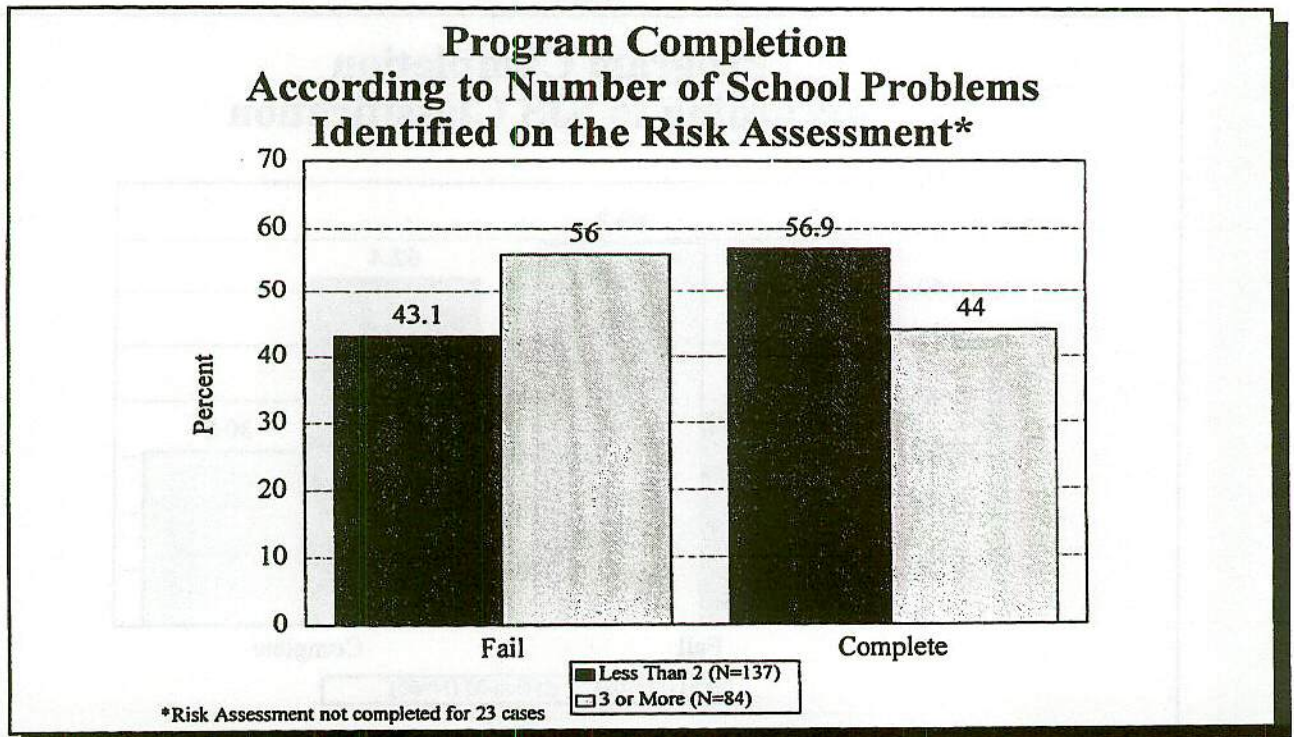
Figure 12P



<sup>12</sup> Statistically significant at .01 level using Chi-Square.

School problems experienced by the youth are identified on the Illinois Juvenile Probation Risk Assessment. School problems identified include academic problems, behavioral problems, truancy, suspensions, expulsion, and dropping out. Those youth who had less than two school problems identified were more likely to complete JSWAP (see Figure 12Q).<sup>13</sup>

Figure 12Q

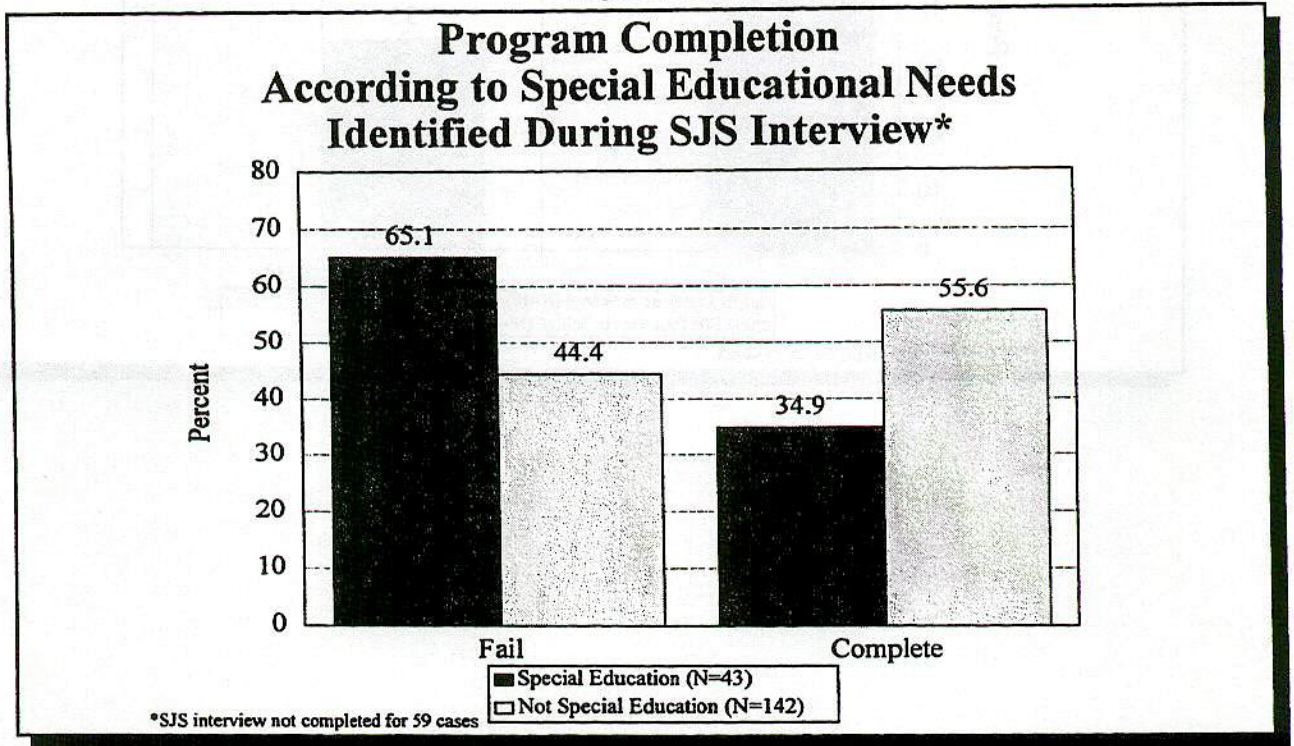


<sup>13</sup> Statistically significant at .05 level using Chi-Square.



Additional school related issues were identified during the SJS interview. Youth who required special educational services did not complete JSWAP as often as those with no special educational needs (see Figure 12R).<sup>14</sup> The failure rate in JSWAP was also greater for those youth who identified having emotional and/or behavioral problems in school (see Figure 12S).<sup>15</sup>

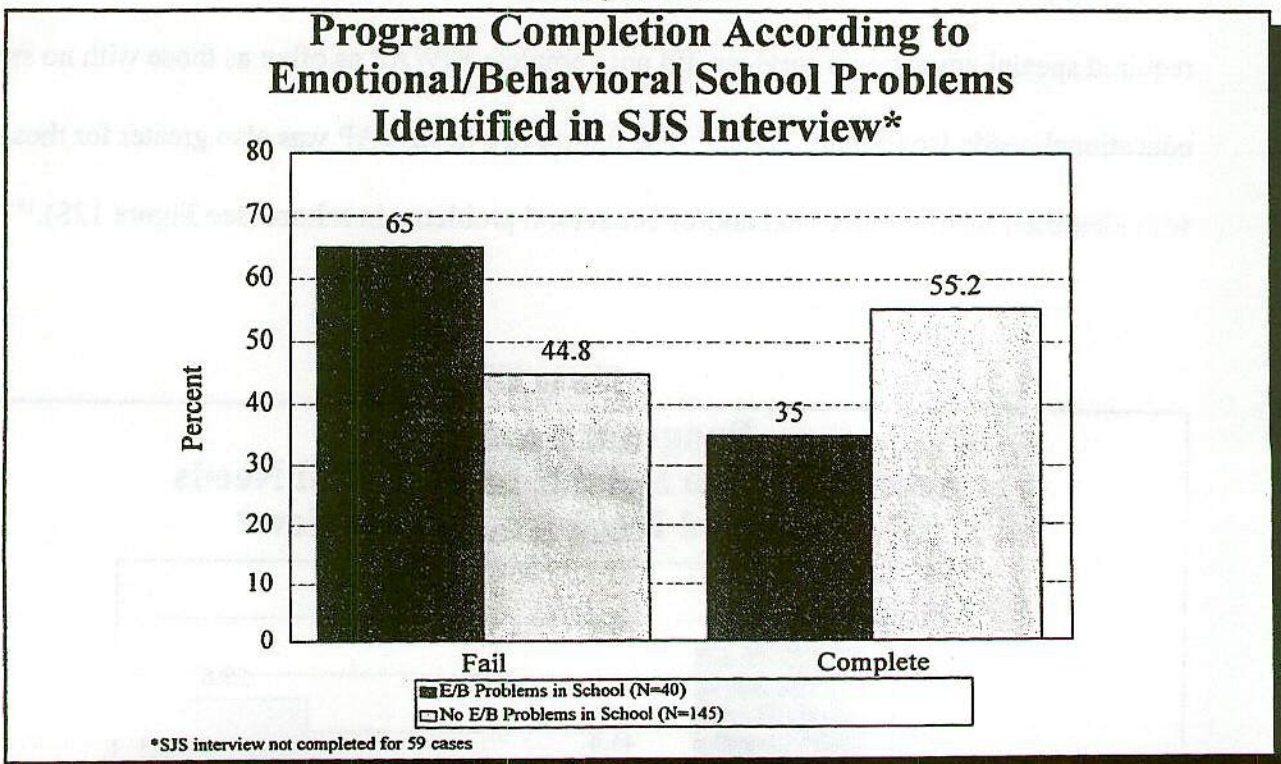
Figure 12R



<sup>14</sup> Statistically significant at .05 level using Chi-Square.

<sup>15</sup> Statistically significant at .05 level using Chi-Square.

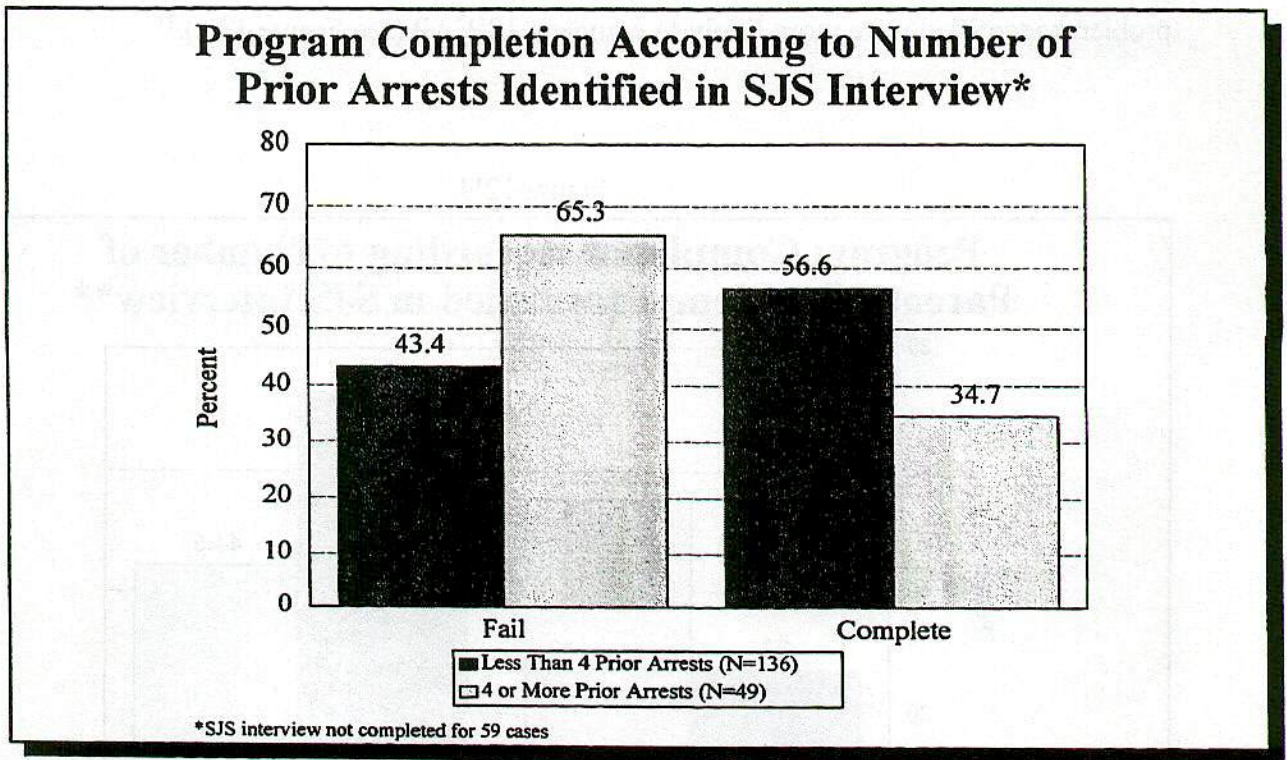
Figure 12S





Prior arrest history was examined in the SJS interview. Youth who had fewer than four prior arrests were more likely to complete JSWAP (see Figure 12T).<sup>16</sup>

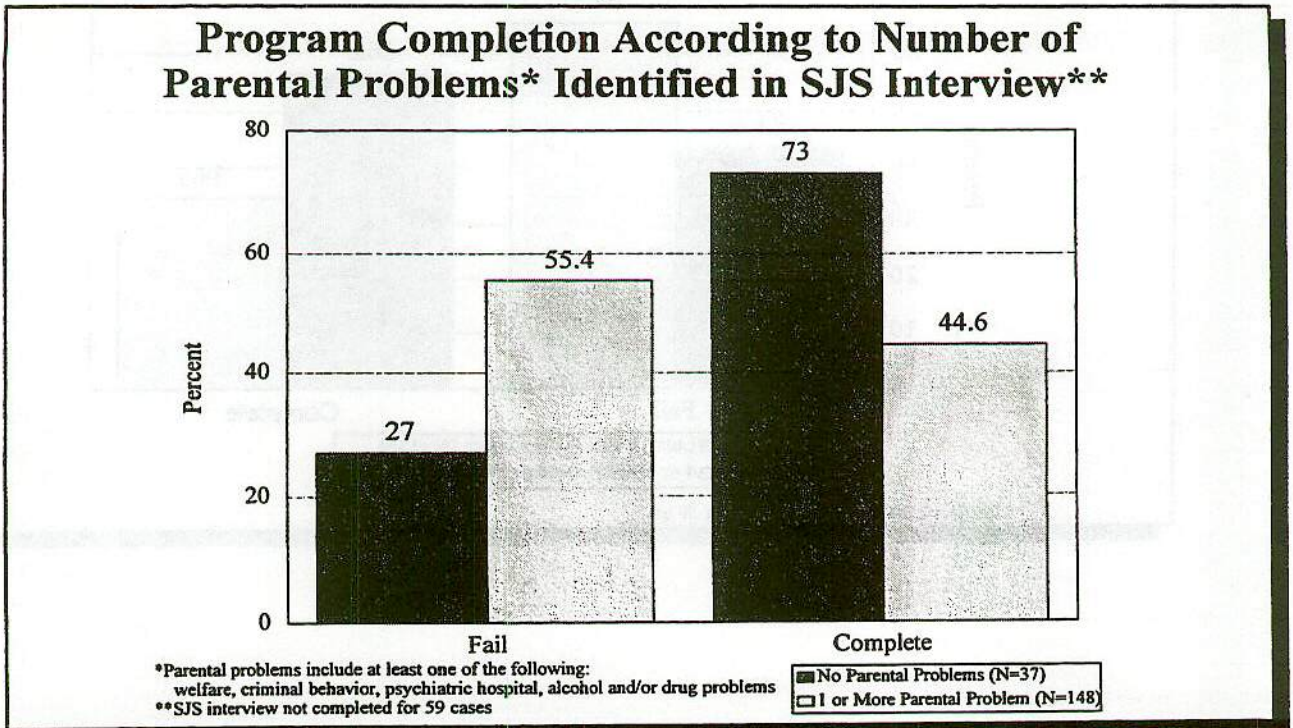
Figure 12T



<sup>16</sup> Statistically significant at .05 level using Chi-Square.

In addition to problems experienced by the youth, the SJS interview explores problems of the parents. Specifically, the following problems are identified: welfare, prior criminal behavior, prior admission to a psychiatric hospital, and drug and/or alcohol abuse. Youth with no parental problems identified were more likely to complete JSWAP (see Figure 12U).<sup>17</sup>

Figure 12U



Thus, it may be important to consider the offense, prior criminal history (i.e., petitions, detention days, and arrests), SJS case types, school related problems, and problems experienced by the parent when attempting to define the type of youth for whom JSWAP is appropriate.

<sup>17</sup> Statistically significant at .01 level using Chi-Square.



## **CHAPTER 13 COST ANALYSIS OF JSWAP**

### **A. AVERTED CONFINEMENT COSTS**

As mentioned earlier in this report, JTDC populations were far above recommended levels at the inception of JSWAP and continued to rise, hitting a high of 776 in February 1996. This was a dangerous level of overcrowding in a facility designed to hold 499 offenders. Cook County faced a number of bleak prospects including the potential for lawsuits based on the crowded conditions, or the daunting task of finding the support and funds to open a second detention facility. Instead, the county chose to focus on alternatives to detention such as JSWAP. The potential for detention due to termination and revocation still exists, but the underlying operational assumption is that youth would be diverted from detention through the use of JSMOs, thus averting detention costs and reducing populations.

The amount of money actually saved by diverting a youth from the detention center could be computed a number of ways. For the analysis presented below, we have computed costs in a manner similar to the method used by the research director of the court services division of the Circuit Court of Cook County (RD). Additionally, we present cost savings based on the value of work completed by JSWAP youth.

#### **1. Detention and JSWAP Costs**

Numbers provided by RD indicated that costs per offender are computed by using the operational budget for that year and dividing it by the number of days youths were housed during

the course of that same time period.<sup>1</sup> Using this formula, the estimated cost is about \$80 per day to keep a youth in detention. This cost does not include the amortized cost of construction assuming additional facilities.

By computing the cost of JSWAP in the same manner, we come up with the calculations presented in Table 13A (based upon costs incurred from October 1, 1997 thru October 10, 1998). Obviously, the cost of the program varies greatly depending upon the way it is computed. The first row presents the cost for the total number of days juveniles spent in JSWAP. This was calculated by taking the ADP for a given month and multiplying it by the number of days in that month. The sum of this process was then divided into the yearly operational budget of the program to arrive at a cost of \$3.60 per youth served.

<b>Table 13A</b>			
<b>Annual Program Costs</b>			
<b>(Annual Operating Budget ÷ Days = Cost Per Day)</b>			
	<b>Annual Operating Budget</b>	<b>Days</b>	<b>Cost Per Day</b>
Cost for all Juveniles in Program	\$441,790.46	122,762.50	\$3.60
Cost of Per Day Participation	\$441,790.46	6,433	\$68.68

This figure is misleading however, as there were virtually no costs associated with most of those days. Youth are not expected to work each day they are active in the program, and as we saw in the earlier evaluation, many youth never show up or sign into the program but complete few, if any, program days. In order to correct this, we recalculated, in the second row, program costs to reflect the cost of per-day participation. By computing costs in this manner, the

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<sup>1</sup>Total of the daily population for each day of the year divided by the annual operating budget of JTDC as taken from the annual Cook County Budget published in the Chicago Sun-Times for the 1996 and 1997 budget years.



6,433 work days completed by the JSWAP youth cost an average of \$68.68, about ten dollars less than a day in JTDC.

## **2. The Value of Labor**

A benefit of JSWAP which offsets its costs is the value of labor for work completed by JSWAP crews. We estimated the value of this labor by using an 7-hour workday at the minimum wage of \$5.25 per hour.<sup>2</sup> At this rate, each day worked by a JSWAP youth is “worth” \$36.75. Thus, if we compute the cost of the program based on actual days of participation, and subtract the value of labor, we have a per-day cost of \$31.93. Keep in mind though, that in terms of program operating budgets, the value of labor does not affect program expenditures.

## **3. The Cost of Failures**

As with any criminal justice program, there are costs associated with reprocessing those youth who do not successfully complete JSWAP. These costs are not always easy to pinpoint, and depend upon assumptions made regarding what the additional costs actually entail. For JSWAP, certain assumptions must be made regarding what happens to youth who do not successfully complete their JSWAP terms. Theoretically, each day in JSWAP represents one day of diverted detention. However, after looking over probation orders for JSWAP participants, it was determined that the day-for-day trade off is not always present. It was not unusual to see an

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<sup>2</sup> F-NCCD adopted the federal minimum wage as a conservative estimate of labor value. A higher value that approximated the current cost of a county employee could have been used. Nevertheless, there is no guarantee that all work performed by JSWAP participants would have been completed in the absence of JSWAP. It would also be difficult to estimate the actual time and number of county workers that would have been required to complete these activities.

order that read, "Ten days JSWAP, 30 days JTDC," or some variation thereof. In the event that JSWAP was not completed successfully, the youth would serve 30 days in detention.

The problem this presents for the analysis is that one of the underlying assumptions of JSWAP is one day in the program equals one diverted detention day. Since we know this is not always true, actual costs associated with failures could only be computed by following each youth in the program who failed and noting how many subsequent days were served in detention as a result of this failure. Since that data was unavailable, for purposes of this report, we will assume a day-for-day tradeoff in order to compute this cost.

The 116 youth from our sample who did not complete their terms were sentenced to a total of 1,376 JSWAP days. They completed 325 of these days. Assuming day-for-day, these youth then spent the remainder of their sentence, or 1,051 days in detention. At an average cost of \$80 per day, the subsequent cost of detaining these youth was \$84,080. This brings us back to the question of diversion. If these youth were diverted from detention prior to entering JSWAP, their detention costs were simply put off. Since the days spent in JSWAP are deducted from subsequent detention following failure, there is still a cost savings involved. The additional cost associated with failures then, is the cost of reprocessing through the court system.

#### **B. Averted Costs**

To date, JSWAP youth have completed 20,228 days of service. This amounts to \$1,618,240 in averted confinement costs. At a cost of \$68.68 per day (the per-day cost of completed days), JSWAP has spent \$1,389,259.04<sup>3</sup>, which leaves averted costs at \$228,980.96.

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<sup>3</sup> As reported to the ICJIA by the Cook County Sheriff's Department, actual program cost from June 1, 1995 to October 10, 1998 totaled \$1,311,617.00.



However, the value of the work completed by these youth is \$743,379.00. This may not be a real savings to the program, but it does contribute to its overall value. As such, JSWAP has realized a total cost aversion plus labor gains of \$1,078,556.96 since its inception.

This leads us back to the question of diversion. Based upon our evaluation, a 90% diversion rate seems ambitious, though given detention trends noted in Chapter 10, a gain in diverted detention has clearly been realized. The above calculations are based on an assumption that 100% of youth were diverted from detention, at a daily savings of \$48.07 per offender (\$80 confinement cost - \$31.93 net cost of JSWAP and labor savings). However, given different levels of actual diversion, cost savings change.

### **C. Conclusions**

Data available at this time, the many assumptions that must be made about the actual cost of JSWAP per offender, and the number of offenders diverted make it difficult to draw definitive conclusions regarding the savings realized from the program. What is clear, however, is that there is indeed a savings. Although we hesitate to attribute the same diversion rate as that of the program coordinator, it is clear that some youth are being diverted. It is also clear that JSWAP is a less expensive alternative to detention, particularly when one considers the potential lawsuits due to overcrowding or construction costs associated with building a new facility.

In addition, beyond the start-up costs associated with the inception of the program, and some annual costs associated with supplies etc., the majority of the JSWAP budget is allotted to personnel. This complicates cost savings analyses because it is not clear that the number of youth who show up for a given work crew affect the number of staff assigned to the project. As such, expenditures for personnel are static and would change only given large fluctuations in

youth participation. Further cost savings may be realized in the future if JSWAP staff performs other tasks when not engaged in program activities.



**CHAPTER 14**  
**IMPACT EVALUATION CONCLUSIONS,**  
**REPORT SUMMARY, AND RECOMMENDATIONS**

**A. IS JSWAP A DIVERSION PROGRAM?**

The answer to this question is both yes and no. Almost everyone involved with JSWAP concedes that some of the participants probably are not true detention diversions. Indeed, some judges will place juveniles in JSWAP because they believe it will benefit him/her even if he/she would not otherwise have placed the juvenile in detention. The hard question is not whether JSWAP is a detention diversion program, but what proportion of the population may be considered to have been diverted from detention.

As this report has described, the entry into JSWAP is largely governed by the conference between the attorneys for the state and the juvenile. Judges do not intervene in this process, but clearly establish limits as to the type of cases they find acceptable and appropriate for JSWAP. In the final analysis, it is the judiciary that most influences the populations of both JTDC and JSWAP.

For any given case it is impossible to determine what a judge might have decided had JSWAP and other alternatives not been available. Interviews with the judges determined that they generally supported JSWAP and believed that most of the referrals to JSWAP from their court were diversions from JTDC. While this is anecdotal evidence, there is substantial data to support their belief. Table 10A is perhaps the most significant one in this report. It clearly shows a dramatic and significant movement away from JTDC dispositions to JSMO dispositions. As a detention alternative, participation in JSWAP (as well as other post dispositional programs) requires a JSMO to assure that the juvenile can be returned to the detention facility should he/she fail to complete the number of days ordered.



By tracking the population of JTDC, JSWAP, and other alternative programs, it is apparent that detention alternatives are impacting the population at JTDC. Figure 10C shows that the JTDC population has steadily declined as these alternative programs have been implemented. The judiciary has clearly embraced detention alternatives and, were it not for the existence of JSWAP and other programs, judges would have little option but to place more juveniles in JTDC.

Though it is doubtful that JSWAP provides 90% diversion from JTDC, as was estimated early in the program, it is clear that without it, and other alternatives, the populations in JTDC would not have declined. It would be ideal to apportion out to each of the detention alternative initiatives some contributory factor. However, in the long run, this may be impossible and unnecessary. It appears certain that JSWAP, along with other alternatives, has dramatically impacted the population at JTDC by at least delaying, if not eliminating, the need for additional space and avoiding the potential for lengthy and expensive litigation concerning overcrowding.

## **B. THE FUTURE OF JSWAP**

JSWAP has been in operation for three and one-half years. During that time, it has had more than 3,000 referrals and supervised more than 20,000 days of work by juveniles on county roads, in county parks, and other facilities.

The program has reached some of its goals and missed others. Most importantly, JSWAP has functioned as an effective alternative to JTDC dispositions. The completion rate has continued to improve. As of October 1998, 60% of those referred to JSWAP were successfully completing the program. Clear termination protocols have been implemented and management systems developed to track the participation of juveniles referred to JSWAP. An after school



program was developed so juveniles could attend school while still completing a JSWAP assignment. Good relationships with the Chicago Public Schools have been forged. JSWAP staff has taken the initiative to keep judges and probation offices informed as to the status of all referrals.

JSWAP has also fallen short of some goals. JSWAP functions most often as an option for juveniles from the City of Chicago. Efforts to extend the program to suburban calendars were postponed because only a few program referrals were received. Efforts to hire a compliance officer who would be directly responsible for returning juveniles to court who failed to comply was abandoned as it duplicated the probation officer's responsibility.

Recent trends on participation rates are of concern. Reports for August through October 1998 show daily weekend levels varying from 15 to 23 participants. This is substantially lower than original projections and lower than historical rates for the program. Finally, it was hoped that a JSWAP referral might result in reduced recidivism, but when JSWAP cases were compared to a control group of similar cases, various outcome measures, such as subsequent petitions, time in detention, and detention screenings, did not show significant differences.

JSWAP has the support of the juvenile judges. During interviews, most judges expressed satisfaction with the philosophy and management of the program. Their confidence in JSWAP and other alternative initiatives is evidenced by a significant change in sentencing patterns. The number and percentage of adjudicated dispositions to JTDC has declined from 722 (11.8%) in 1995 to 237 (4.1%) in 1997. Correspondingly, there has been a dramatic increase in juvenile stayed mittimus orders for the same period from 27.2% of all adjudicated dispositions to 44.2 % (see Table 10A).

Therefore, JSWAP is functioning as an alternative to detention. However, because of the cost to operate JSWAP, determining a relative savings over detention is complex. As pointed out in Chapter 13, it costs about \$80 per day to house a child in JTDC and about \$68 per day to supervise that child on a work crew in JSWAP. It is worth noting that if the participation rates on the weekend increase, then the average cost of supervision will decrease.

To date, JSWAP youth have completed 20, 228 days of service. This amounts to \$1,618,240 in averted confinement costs. At a cost of \$68.68 per day (the per-day cost of completed days), JSWAP has spent \$1,389,259.04, which leaves averted costs at \$228,980.96. However, the value of the work completed by these youth is \$849, 576. This may not be a real savings to the program, but it does contribute to its overall value. As such, since inception, JSWAP has realized a total cost aversion plus labor gains of \$1,078,556.96.

In addition to the cost comparisons between JTDC and JSWAP, less quantifiable but real costs may have been avoided. In 1995, Cook County faced a number of bleak prospects including the potential for lawsuits based on the crowded conditions, or the daunting task of finding the support and funds to open a second detention facility. It is beyond the scope of this report to measure those costs, but it must be recognized that they were a distinct possibility.

### **C. RECOMMENDATIONS**

NCCD finds that JSWAP has been of benefit to Cook County. The program enjoys the support of the judges, operates at a lower cost per juvenile than detention, is well managed, and has attained most of the goals initially set forth for the program.

NCCD also recommends the following changes be implemented:



- That daily weekend participation rates be monitored and improved with a goal of exceeding 40 participants;
- That judicial orders regarding JSWAP be explicit about completion dates and/or progress expectations; and
- A completion rate of at least 60% be maintained.





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**APPENDIX**

**FORMS**

**SAMPLE  
JSWAP EVALUATION  
ADMISSION FORM**

Name: \_\_\_\_\_ 2. ID#: \_\_\_\_\_

Site (See instructions for site): /\_\_\_\_\_/ 4. DOB: /\_\_\_\_/\_\_\_\_/\_\_\_\_/  
mo day year

5. Sex: /\_\_\_\_/ 6. Race /\_\_\_\_/  
1 = Male 1 = Black  
2 = Female 2 = White  
3 = Hispanic  
4 = Other

Admission Date: /\_\_\_\_/\_\_\_\_/\_\_\_\_/ 8. Sentence in Days /\_\_\_\_/ 9. Current Charge \_\_\_\_\_  
mo day year

10. Probation Conditions /\_\_\_\_/  
01 = Intensive Supervision  
02 = Home Confinement  
03 = Educational Participation  
04 = Alcohol or Drug Treatment  
05 = Curfew

Prior Criminal History /\_\_\_\_/  
1 = Prior Juvenile Commitment - State  
2 = Prior Juvenile Commitment - Local  
3 = Prior Probation Violations  
4 = Other \_\_\_\_\_

12. Education Completed at Admission /\_\_\_\_/  
1 = 0 - 6 grade  
2 = 7 - 8 grade  
3 = 9 - 11 grade  
4 = High School Diploma/GED

13. Attending School at Time of Admission /\_\_\_\_/  
1 = Yes 2 = No

14. Employment Status at Admission /\_\_\_\_/  
1 = Employment Full-time (35/+ hrs per week)  
2 = Employed Part-time (less than 35 hrs per week)  
3 = Unemployed, Looking for Work  
4 = Not in Labor Force, Student  
5 = Not in Labor Force, Other,  
Please List \_\_\_\_\_

15. Occupation (List): \_\_\_\_\_

16. Family Status At Admission /\_\_\_\_/  
1 = Two parent  
2 = Single parent  
3 = Guardian  
4 = Single - Never Married  
5 = Other \_\_\_\_\_

17. Legal Status At Admission (check all that apply):  
Pretrial \_\_\_\_\_  
Presentence \_\_\_\_\_  
Probation Violator \_\_\_\_\_  
Probationer \_\_\_\_\_  
Dependent Juvenile \_\_\_\_\_  
Other (Please List) \_\_\_\_\_

Form Completed by: \_\_\_\_\_

Date Completed: \_\_\_\_/\_\_\_\_/\_\_\_\_  
mo day year



## JUVENILE SHERIFF'S WORK ALTERNATIVE PROGRAM TRACKING DATABASE

The following table contains the variable names, variable labels, and data entry instructions for the JSWAP participant tracking database. The Intake variables should be entered immediately after intake. The Daily Update variables should be updated frequently, preferably every day. The Termination variables should be completed upon termination from JSWAP.

All date fields are defined as Access "short date" fields.

Variable Name	Label	Instructions
<b>Intake</b>		
id	Youth identification number (YD#)	Enter the youths YD number. This is a required field.
lname	Youth's last name	Enter the youth's last name.
fname	Youth's first name	Enter the youth's first name.
sex	Youth's sex	Use the combo box to enter the appropriate value for males and females.
dob	Youth's date of birth	Enter the youth's date of birth. This is an Access "short date" field.
referral	Date sentenced to JSWAP	Enter the date youth was sentenced.
signin	Date of JSWAP intake	Enter the date of intake.
jdgrev	Date youth's case is up for judicial review	Enter the date of judicial review as indicated on the form.
goalgte	Date youth should complete his/her JSWAP sentence	Enter the appropriate date.
commit	Number of days per week the youth commits to working	Enter the number of days.
jswapstn	Number of days in youth's JSWAP sentence	Enter the number of days.
i_employ	Youth's employment status at intake	Use the combo box to enter the appropriate value.



Variable Name	Label	Instructions
unempoth	Other employment status	Use this text field to briefly describe an employment status not captured by one of the codes for the 'i_employ' field. Otherwise, leave this field blank.
i_resid	Youth's residence at intake	Use the combo box to enter the appropriate value.
i_resoth	Other residence type	Use this text field to briefly describe a residence status not captured by one of the codes for the 'i_resid' field. Otherwise, leave this field blank.
i_edlvl	Education level at intake	Enter the last school grade <u>completed</u> by the youth. If the youth has earned a GED type '99'. For each year of schooling completed beyond high school or GED, add 1 year to 12. For example, a youth who earned his/her high school diploma and went on to complete one year of college, junior college, or trade school, enter '13'.
i_attn	Is youth attending school at intake?	Use the combo box to select the appropriate value.
i_okdrgs	Youth's use of alcohol at intake	Use the combo box to select the appropriate value.
i_ildrgs	Youth's use of illegal drugs at intake	Use the combo box to select the appropriate value. Do not include alcohol use in this question, even though it is unlawful for the youth to consume alcohol.
gang	Youth's gang membership	Use the combo box to select the appropriate response.
<b>Daily Update</b>		
frstdte	Date of first detail attended	Enter the appropriate date.
reinste	Number of reinstatements	Enter the number of times the youth is reinstated to JSWAP <u>for a single charge</u> . Do not include reinstatements made before December 1, 1996. Do not include new JSWAP sentences for <u>new charges</u> , these should be captured in later fields.



Variable Name	Label	Instructions
no_sent	Number of JSWAP sentences received by youth	Enter the number of JSWAP sentences received by the youth after <u>December 1, 1996</u> . Include the first sentence (so every youth for the evaluation will have at least one in this field). Do not include reinstatements in this field.
no_chrg	How many charges does the youth have?	Enter the number of charges against the youth. This may differ from the number of JSWAP sentences. For example, a youth may incur one charge, receive a JSWAP sentence, violate probation or for some other reason appear before the court again, and receive another JSWAP sentence, but not for another charge.
equiphrs	Days worked at moving office equipment or contents.	Update the number of days worked at this task as frequently as necessary.
snowrem	Days worked at snow removal	Update the number of days worked at this task as frequently as necessary.
vehhrs	Days worked at vehicle washing	Update the number of days worked at this task as frequently as necessary.
highway	Days worked at highway maintenance	Update the number of days worked at this task as frequently as necessary.
parkpub	Days worked at maintaining public areas, County grounds, and parks	Update the number of days worked at this task as frequently as necessary.
othrhrs	Days worked at another task	Enter the number of days worked at a task not specifically listed in above fields.
othrdes	Description of "other" task	Use this text field to briefly describe the "other" task. Stay consistent with describing the same task for other youth (e.g., always call a task such as office painting, "painting" -- use all lowercase or all uppercase).
othrhrs2	Days worked at a second "other" task	Enter the number of days worked at a task not specifically listed in above fields.



Variable Name	Label	Instructions
othr2des	Description of second "other" task	Use this text field to briefly describe the "other" task. Stay consistent with describing the same task for other youth (e.g., always call a task such as office painting, "painting" -- use all lowercase or all uppercase).
<b>Termination Information</b>		
dateterm	Date of termination from JSWAP	Enter the date of termination
termtype	Type of termination	Use the combo box to select the appropriate termination type.
termothr	Other type of termination	Use this text field to briefly describe an "other" termination type. Stay consistent with describing the same type for other youth.
attended	Number of details youth attended	Update this field daily, adding a day to each youth's total when he/she completes a work day.
arrest	Was youth arrested during his/her JSWAP term?	Use the combo box to select the appropriate value. Note: This question is not limited to the youth being arrested during an actual work day. Rather, it is meant to capture any arrest occurring during the time the youth should be completing his/her JSWAP sentence.
arrestdt	Date of arrest indicated above	Enter the date of arrest.
nwchrge	New charge for above arrest	Use the combo box to select the appropriate value for the new charge.
nwchrge	"Other" new charge	Use this text field to briefly describe a charge not captured by one of the codes for the 'nwchrge' field. Otherwise, leave this field blank.
arrest2, arstdt2, nwch2, and nwcho2	Variables for a second arrest	Follow the instructions for the first arrest.



Variable Name	Label	Instructions
s_lname	Last name of person updating the record	Enter your last name.
s_fname	First name of person updating the record	Enter your first name.
today	Today's date	Enter today's date.

**JSWAP Judicial Interview  
Topical Outline**

1. What do you see as being the purpose of JSWAP and how do you think it benefits the juvenile offender and the juvenile justice system?
2. What type of juvenile offenders are good candidates for JSWAP and what is your criteria for an acceptable JSWAP referral?
3. Do you consider JSWAP an acceptable alternative to a disposition of 10 days or less in detention?
4. Do you generally initiate consideration for a JSWAP referral, or is it usually recommended/requested by the state's attorney, or jointly by the parties?
5. What other conditions of probation are typically imposed along with JSWAP?
6. Is JSWAP often denied even when requested by parties?
7. How frequently do you use JSWAP as a sentencing alternative?
8. Estimate the proportion of the population appearing before you who would be eligible for JSWAP. \_\_\_\_\_ %
9. What is your expectation of what will happen if the juvenile does not comply with JSWAP?
10. Do you see violators coming back to court for failure to complete/participate in JSWAP?
11. What is your assessment of the administration of the program?

- \_\_\_\_\_ 1. Well informed about the program operation.
- \_\_\_\_\_ 2. Satisfied with placements.
- \_\_\_\_\_ 3. Satisfied with results.







## INSTRUCTIONS FOR COMPLETING JSWAP OFFENSE HISTORY DATA FORM

The form is made up of two parts. The first part is the "header information," and consists of spaces for: 1) Court Docket Number; 2) Youth Name; 3) Date Referred to SWAP; 4) Family Folder #; and 5) YD #.

The second part is the "offense history grid," which contains the following fields: 1) Court Docket Number (with parentheses in each cell); 2) Petition Date; 3) Petition Offense Code (with parentheses in each cell); 4) Disposition Date; 5) Finding Code; 6) Disposition Code (broken into three sub-fields); 7) Disposition Offense Code (with parentheses in each cell); 8) VOP Date; 9) VOP Disposition; and 10) # Days Detained. Instructions for completing both sections of the data form follow.

### 1. Completing the Header Section

- a. With the exception of Family Folder #, the information from the header section is filled out by copying data from the case list provided by NCCD onto the top of each data form. These fields need to be filled in exactly as they appear on the NCCD case list, because they will be used to match up with data contained in existing NCCD files (in other words, if the court docket number or the youth name on the NCCD case list proves to be incorrect, you still need to record the "incorrect" entry on the top of the form).

Note: The comparison group does not have a "Date Referred to SWAP." Leave this date field blank for the comparison group.

- b. The Family Folder # is copied from the Clerk of Court's database. Generally, doing a database search by docket number will call up the Family Folder #. In some cases, you may need to do a search by youth name and birth date.

### 2. Completing the Offense History Grid

- a. **Court Docket Number.** Once the family folder number for a case has been identified and recorded, it can be used to provide a listing of all petitions filed on an individual. Record all of the cases for an individual sequentially, in ascending order, in the "Court Docket Number" column. Then, make a check mark between the parentheses in the cell that contains the court docket number that matches the court docket number entered in the header information at the top of the document. If the court docket number in the header section does not match any of the numbers entered down this column (i.e., the docket number in the header is incorrect), place a check mark in the cell containing the "corrected" docket number.

Note: The parentheses in one cell, and only one cell, must be checked for each juvenile.

- b. **Petition Date.** Enter the date the juvenile first appeared in court for each recorded petition (mm/dd/yy).



- c. **Petition Offense Code (M/F).** Enter the three digit code from your code book which matches the literal offense description provided in the clerk's data for each case. If there are multiple offenses listed under a single docket number, enter only the first case shown in the list. In the parentheses, enter "M" for misdemeanor, or "F" for felony.
- d. **Disposition Date.** Enter the date of the initial disposition for each case (mm/dd/yy).
- e. **Finding Code.** Enter the code that describes the court finding on each docketed case. Finding codes are listed at the bottom of the data form.
- f. **Disposition Code.** Enter the code that describes the court-ordered disposition on each docketed case. There may be more than one disposition--enter up to three. Disposition codes are listed at the bottom of the data form.
- g. **Disposition Offense Code (M/F).** This cell is filled-in only if the disposition offense differs from the petitioned offense. This generally occurs as the result of a plea bargain, with the court accepting an admission to a lesser offense in exchange for an admission of guilt. Enter the three digit code that corresponds to the literal description of the offense provided in the clerk's database. Enter "M" for misdemeanor or "F" for felony in the parentheses.
- h. **VOP Date.** Enter the Violation of Probation date, if any. If there is more than one violation of probation, enter the date of the final VOP listed.
- i. **VOP Disposition.** Enter the disposition for the final VOP listed in the clerk's database. We do not expect multiple dispositions for VOPs, so the column is not divided into three parts, as was done with the initial Disposition Code field. Nevertheless, if multiple dispositions are indicated, enter up to three, listing the most restrictive disposition first. Disposition codes are listed at the bottom of the data form.
- j. **# Days Detained.** If the Juvenile received a disposition resulting in detention, either as an initial disposition, or as a result of a violation of probation, then the number of days in detention must be recorded. This information will likely come from Promise or Prober data--ask for help from Virginia Caulfield or Pat Zeglen.

### 3. **Handling Offenses, Dispositions, or Findings for Which There is No Code**

Occasionally you may encounter an offense, disposition, or finding for which no corresponding code is provided. In such case, you need to add a code, label it, and append it to the master code list. The addition of such codes must be communicated to NCCD staff at the completion of data collection so that they can be properly interpreted when encountered at data entry and analysis. Begin new finding codes at 6, new Disposition/VOP Disposition codes at 12, and new offense codes at 701.



**ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY  
FINAL FINANCIAL STATUS REPORT**

Implementing Agency: Cook County Sheriff's Dept. of Community Supervision and Intervention		Agreement #: 4680					
Program Title: Juvenile S.W.A.P.		Federal Employer ID #:					
Program Period: October 1, 1997 thru October 10, 1998							
Budget Category	(1f) Final Project Budget	(2f) Cumulative Expenses (Monthly Financial Report)	(3f) Federal	(4f) Federal = (2f) + (3f)	(4m) Match = (2m) + (3m)	(5f) Federal = (1f) - (4f)	(5m) Match = (1m) - (4m)
Personnel	\$294,000	\$293,076.70	-0-	\$293,076.70	\$110,652.07	\$923.30	\$331.93
Supplies	-0-	\$ 2,496.75	-0-	-0-	\$ 2,496.75		\$ 53.25
Commodity	-0-	\$ 700	-0-	-0-	\$ 675.94		\$ 24.06
Travel	-0-	-0-	-0-	-0-			
Consultant	-0-	-0-	-0-	-0-			
Contractual	-0-	-0-	-0-	-0-			
Other	-0-	\$ 4,725	\$30,164	\$34,889.00			-0-
<b>TOTAL</b>	<b>\$294,000</b>	<b>\$293,076.70</b>	<b>-0-</b>	<b>\$293,076.70</b>	<b>\$118,549.76</b>	<b>\$923.30</b>	<b>\$409.24</b>

(A) Total Federal \$ Received: \$294,000.00

(B) Federal Cash Balance: \$923.30

(C) Total Interest Income From Federal \$: -0-

(D) Total Match \$ Contributed: ~~\$120,696.00~~ \$34,889.00

(E) Match Balance: \$2,146.24

(F) Total Non-Match \$ Contributed: \$30,164.00

CONTINUE ON BACK SIDE



**ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY  
FINAL FINANCIAL STATUS REPORT**

Implementing Agency: Cook County Sheriff's Dept. of Community Supervision & Intervention	Agreement #: 4274
Program Title: Sheriff's Juvenile Work Alternative Program (J.S.W.A.P.)	Federal Employer ID #:
Program Period: June 1, 1995 to September 30, 1996	<b>FINAL PROGRAM EXPENSES</b>

Budget Category	(1) Final Project Budget		(2) Cumulative Expenses from Last Monthly Fiscal Report		(3) Final Expenses for Prior Obligations		(4) Final Total Program Expenditures		(5) Unexpended Funds	
	(1f) Federal	(1m) Match	(2f) Federal	(2m) Match	(3f) Federal	(3m) Match	(4f) Federal	(4m) Match	(5f) Federal	(5m) Match
Personnel	\$ 188,128.00	\$ 39,318.00	\$ 187,881.11	\$ 42,578.26	-0-	\$ 5,344.00	\$ 187,881.11	\$ 47,922.26	\$ 446.89	\$ 8,604.26
Equipment	57,908.00	48,055.00	57,908.00	45,180.76	-0-	-0-	57,908.00	45,180.76	-0-	2,874.24
Commodity	4,488.00	-0-	4,484.88	-0-	-0-	-0-	4,484.88	-0-	3.12	-0-
Travel	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Consultants	2,000.00	-0-	170.00	-0-	-0-	-0-	170.00	-0-	1,830.00	-0-
Contractual	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Other Costs	5,213.00	-0-	5,233.00	-0-	-0-	26,466.00	5,233.00	26,466.00	-0-	(26,466.00)
<b>TOTAL</b>	<b>\$ 257,557.00</b>	<b>\$ 87,373.00</b>	<b>\$ 255,676.99</b>	<b>\$ 87,759.02</b>	<b>-0-</b>	<b>\$ 31,810.00</b>	<b>\$ 255,676.99</b>	<b>\$ 119,569.02</b>	<b>\$ 2,280.01</b>	<b>\$ 32,196.02</b>

Total Federal \$\$ Received: \$245,356.20  
 Total Match \$\$ Contributed: \$87,373.00  
 Total Non-Match \$\$ Contributed: \$32,196.02  
 Federal Cash Balance: (10,320.79)  
 Match Cash Balance: -0-  
 Total Interest from Federal \$: -0-



Implementing Agency: Cook County Sheriff's Department of  
 Community Supervision & Intervention (D.C.S.I.)  
 Agreement #: 4580  
 Program Title: Sheriff's Juvenile Work Alternative Program (J.S.W.A.P.)  
 Federal Employer ID #:  
 Program Period: October 1, 1996 to September 30, 1997  
**FINAL PROGRAM EXPENSES**

Budget Category	(1) Final Project Budget		(2) Cumulative Expenses from Last Monthly Fiscal Report		(3) Final Expenses for Prior Obligations		(4) Final Total Program Expenditures		(5) Unexpended Funds	
	(1f) Federal	(1m) Match	(2f) Federal	(2m) Match	(3f) Federal	(3m) Match	(4f) Federal =(2f)+(3f)	(4m) Match =(2m)+(3m)	(5f) Federal =(1f)-(4f)	(5m) Match =(1m)-(4m)
A) Personnel	\$339,555.00	\$ 29,694.00	\$337,434.17	\$ 30,652.00	\$ 2,120.83	\$ 7,411.87	\$339,555.00	\$38,063.87	\$ 0.00	\$ (8,369.87)
B) Equipment	-0-	\$ 79,140.00	-0-	\$ 78,373.29	-0-	-0-	-0-	\$78,373.29	-0-	\$ 766.71
C) Commodity	\$ 445.00	\$ 2,500.00	\$ 445.00	\$ 3,259.37	-0-	-0-	\$ 445.00	\$ 3,259.37	\$ 0.00	\$ (1,759.37)
D) Travel	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
E) Conferences	-0-	\$ 2,000.00	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 2,000.00
F) Contractual	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
G) Other Costs	-0-	-0-	-0-	-0-	-0-	\$ 34,884.00	-0-	\$34,884.00	-0-	\$ (34,884.00)
<b>TOTAL</b>	\$340,000.00	\$113,334.00	\$337,879.17	\$112,284.66	\$ 2,120.83	\$ 42,295.87	\$340,000.00	\$154,580.53	\$ 0.00	\$ (41,246.53)

Total Federal \$\$ Received: \$340,000.00  
 Federal Cash Balance: -0-  
 Total Interest Income From Federal \$\$: -0-  
 Total Match \$\$ Contributed: \$113,334.00  
 Match Cash Balance: -0-  
 Total Non-Match \$\$ Contributed: \$ 41,246.53

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**ILLINOIS  
CRIMINAL JUSTICE  
INFORMATION AUTHORITY**

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George H. Ryan, Governor  
Peter B. Bensinger, Chairman