

**An Evaluation of the Moral Reconciliation Therapy of the  
Franklin/Jefferson County Evening Reporting Center Program**

**Prepared for the**

**Illinois Criminal Justice Information Authority**

**by**

**T. R. Carr, Ph.D.  
Jeanie Thies, Ph.D.  
Rhonda A. Penelton, MPA**

**Public Administration and Policy Analysis  
Southern Illinois University Edwardsville  
Edwardsville, IL 62026**

This project was supported by Grant #01-DB-BX-0017, awarded to the Illinois Criminal Justice Information Authority by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The Assistant Attorney General Office of Justice Programs coordinated the activities of the following program office and bureaus: Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions contained within this document are those of the authors and do not necessarily represent the official position or policies of the Illinois Criminal Justice Information Authority or the U.S. Department of Justice.

## **Executive Summary**

### **An Evaluation of the Moral Reconciliation Therapy of the Franklin/Jefferson County Evening Reporting Center Program**

In March of 2003, the Policy Analysis and Public Administration Department (PAPA) of Southern Illinois University Edwardsville was awarded a contract by the Illinois Criminal Justice Information Authority (The Authority) to conduct an evaluation of the Moral Reconciliation Therapy (MRT) of the Evening Reporting Centers (ERC) operating within Franklin and Jefferson counties of the Illinois Fourth Probation District of the Second Judicial Circuit. This report describes our approach to the research and presents our major observations and findings of the 18-month evaluation. It serves to document the history and the details of the provision of the MRT service component of the Franklin/Jefferson County reporting centers.

#### **Literature Review**

Evening reporting centers and after-school programs for youth have been created in recent years as an alternative sentencing approach for youth charged with delinquent offenses. A primary goal of these centers/programs is to divert youth from confinement in detention or placement facilities. Reporting centers provide youth with supervision in a structured setting and are intended to prevent them from committing crimes during times known for peak delinquent activity, such as after school and during the early evening hours.

While youth may be incapacitated from offending for the period of time during which they are under direct supervision, in the absence of other interventions, there is

little reason to expect delinquent behavior to change once attendance at a reporting center ceases. If these centers do nothing to alter risk and protective factors in the lives of the youth they serve, the underlying problems generally associated with delinquency go unchanged. Consequently, youth may be likely to resume delinquent activity once they are no longer required to attend the program. In an attempt to address the underlying problems generally associated with youth delinquency, life skills training and counseling programs targeting issues such as alcohol and drug abuse may be provided. Reporting centers may also offer treatment aimed at changing underlying cognitive patterns of attitudes that lead to problem behavior.

Moral Reconciliation Therapy (MRT) is an example of one such cognitive-behavioral approach, which is based on the theory that thoughts, beliefs, and attitudes are the primary determinants of behaviors. MRT is designed to “facilitate a change in the client’s process of conscious decision-making” and “enhance appropriate behavior through development of higher moral reasoning” (Little, 2000). It is a copyrighted and trademarked intervention that seeks to raise the moral decision-making strategy of individuals. It was developed and implemented in a prison-based drug offender therapeutic community in 1985 in Memphis, Tennessee by Drs. Gregory Little and Kenneth Robinson and has since been adapted to other populations, including at-risk and offending juveniles. Part of the appeal of MRT is that it relies on cognitive-behavioral approaches that can be readily understood by group facilitators who are not mental health professionals or trained clinicians. Probation officers and corrections caseworkers, for instance, can be trained as facilitators to conduct treatment groups.

Specifically, MRT is an objective systematic treatment designed to enhance social, moral, and positive behavior growth in a progressive, step-by-step fashion. The actual number of steps involved within the treatment process varies from 12 to 16 depending on the treatment population. MRT focuses on seven basic treatment issues:

- Confrontation and assessment of self: assessment of client's beliefs, attitudes, behavior, and defense mechanisms
- Assessment of current relationships: includes planning to heal damaged relationships
- Reinforcement of positive behavior and habits: designed to raise awareness of moral responsibility
- Facilitation of positive identity formation through exploration of the "inner self" and personal goals
- Enhancement of self-concept: changes what clients think of themselves
- Decrease of hedonism: teach clients to develop a delay of gratification and control of pleasure-seeking behavior
- Development of higher stages of moral reasoning: increases concern for others and the social system (Gaseau, 1999).

### **Evaluation Design Overview**

The evaluation plan implemented for evaluating the Moral Reconciliation Therapy of the Franklin and Jefferson Counties Evening Reporting Centers included both a process and outcome evaluation component conducted at each site. The process evaluation focused on the manner in which the program was implemented, the extent to which implementation conformed to the original plan (as described in the grant proposal), how the target population was identified, mechanisms for program referrals, service delivery, and specific program activities. Further, we examined information sharing, service coordination, and collaboration among Court Services staff, as well between Court Services and other community stakeholders. The outcome evaluation focused on determining the extent to which the ERC/MRT reduced delinquent behavior among the

program participants. Significant differences in Franklin and Jefferson counties, ERC host communities, and in the population served were documented and duly considered when examining the effect these differences might have on program implementation and outcomes. Although the overall ERC program was examined at each site, the major focal point of our evaluation was on the implementation and possible impact of the MRT component.

The evaluation team implemented an evaluation plan that consisted of three major phases: Phase I: Planning and Background Review, Phase II: Process Evaluation Component, and Phase III: Outcome Evaluation Component. These phases served as key components of the evaluation plan; they were not discrete, sequential phases.

The study design relied on a technique known as triangulation, in which multiple data collection methods and sources, and outcome measures are used. Data collection was ongoing throughout the evaluation period. We collected qualitative data, via structured interviews, field observations, and by document review. We also collected quantitative data, pertaining to the number and types of youth served, for descriptive purposes. These data provided a framework for understanding program structure, the service delivery model, the steps involved in implementation, and how key informants perceived the program.

#### Franklin and Jefferson County Evening Reporting Centers

The Franklin County Evening Reporting Center is located in the rural City of Benton, Illinois. The U.S. Census population estimates for 2003 indicate Benton's population at 6,817 that accounts for 17.4% of Franklin County's population. Benton is

the second largest city in the county and serves as the county seat. Franklin County and Benton are primarily represented by one race, Caucasian.

***The Jefferson County Evening Reporting Center is located in the City of Mount Vernon, Illinois. Estimates for 2003 indicate Mount Vernon's population at 16,486 that accounts for 40.8% of Jefferson County's population. Mount Vernon is the largest city in the county and serves as the county seat. Jefferson County and Mount Vernon are predominately Caucasian, with evidence of a steadily emerging African-American representation.***

ERC began providing services to youth in Franklin County in February 2002 and March 2002 in Jefferson County. The program was designed to serve both girls and boys within the age frame of 10 to 17. The targeted program capacity for each site was set at 20. ERC operates between the hours of 4:00 p.m. and 8:00 p.m., Monday through Friday, twelve months a year. Youth may be referred to ERC through multiple routes. Judges can court-order a youth to participate, Juvenile Probation Officers can attach participation as an initial condition of probation, or as a sanction following a violation, and the State's Attorney can divert youth to ERC in lieu of formal Court adjudication. Also, although ERC/MRT operate as programs of the county judicial circuits; youth may be referred from the community without having ever been arrested or referred. These referrals may emanate from community truant officers, school personnel, law enforcement, or parents/guardians of the youth.

The program uses a "revolving door" system for admitting youth to the Center, and for providing all services or programs they receive while there, including MRT. Thus, there are no fixed start and stop dates to the program. A youth enters when referred and progresses at his or her own pace. Success is gauged by a 300-point system. Participants must regularly attend, actively participate, and demonstrate consistent good behavior in order to earn all 300 points and be successfully discharged

from the program. The maximum number of points is six per day. Thus, if a youth earns all six points per day, then he/she can complete the program in 10 weeks. Failure to abide by all rules and expectations, to be consistently present, or to be engaged in activities and MRT can result in loss of points. Participants may eventually be removed from the ERC program for consistent non-compliance. However, youth can be returned to the ERC for a second, and even a third opportunity of program involvement.

Generally, ERC time is spent on homework assistance, and taking part in classes or services provided at the sites or dining. There is free time as well, when participants can play sports inside or outside, use computers that are available, and play electronic or board games. Services such as drug screening/treatment and counseling are provided on an as needed basis by collaborating social service partners. While Court Services staff did not consider MRT to be the central or “cornerstone” program of ERC, or the primary reason for referring youth to ERC, it does play a more prominent role than do other activities and services. Primarily, this is because the ERC 300-point system is structured such that graduation from MRT is a mandatory condition for ERC completion. While youth are generally expected to participate in other classes and activities, the expectation of successful completion in order to satisfactorily complete the overall ERC program only applies to MRT. Youth also use their time at ERC to complete MRT exercises and seek help from the staff as needed.

MRT was delivered through group sessions held at regular intervals and was conducted by a trained MRT facilitator. These groups were open-ended with participants entering and leaving the group at various points and at various steps of the treatment process. During these group sessions, participants present/share their work in



regard to exercise assignments from the MRT Workbook which each participant receives. Each workbook exercise has been specifically designed to help the participant achieve steps toward higher moral development. MRT steps begin with relatively simple tasks (exercises) that progressively increase in complexity. Lower level steps are concerned with issues of honesty, trust and acceptance, while higher steps move toward active processes of healing damaged relationships and long-term planning

The MRT experience was quite different between the sites. At the Franklin County site, MRT had been consistently in operation since the inception of ERC. In contrast, the Jefferson County site terminated the use of MRT after one year, when the Court Services' Program Coordinator, who was also facilitating the group, determined that the ERC population at that site was not amenable to the intervention. The MRT model stipulates that in order to improve moral reasoning the following elements must be in place (Little and Robinson, 1988):

- Participants must become honest at the beginning of treatment
- They must display trust in the treatment program, other participants and staff
- They must become honest in their relationships with others and actively work on improving their relationships
- Participants begin to actively help others and accept nothing in return

According to key program staff, Jefferson County participants did not demonstrate these characteristics, and this appears to be at the heart of why MRT was not successful at Jefferson County. Youth at this site tended to have more serious offenses than Franklin County youth, were seen as more criminally sophisticated, and many were gang-involved.

## Process Evaluation Findings

Based on our process evaluation component of the Moral Reconciliation Therapy of the Evening Reporting Centers of Franklin and Jefferson counties we identified a series of strengths that reflect practices that should be continued and built upon. We have also identified some challenges that, if not addressed, could impede program success.

### **Program Strengths**

1. Court Services has provided a safe and structured environment where delinquent and at-risk youth are provided with adult supervision, exposure to positive caring role models, and other services designed to reduce their involvement in delinquent behavior and help these youth lead productive and responsible lives. Positive recreational activities are offered to youth, most of who come from disadvantaged backgrounds and who have few positive recreational outlets.
2. Staff members demonstrate a commitment and enthusiasm for their responsibilities and were observed communicating effectively with youth, while maintaining authority and control as needed. Indeed, the informal bonds and supportive relationship established between youth and staff are among ERC's strongest features. They provide positive reinforcement, support and guidance that these youth often do not receive at home. Staff serve as a sounding board, offer compassion, and try to give solid, usable advice. They further serve as a responsible role model, and encourage the youth to consider the consequences for their actions and encourage positive choices.
3. Jefferson County has benefited tremendously from the leadership of an Administrative Judge committed to proactive approaches in fighting delinquency. He has been instrumental in helping shape a community-wide vision for prevention and intervention among court and youth service professionals, and promoting collaboration. He is committed to breaking the cycle of delinquency and fostering collaboration among area youth service providers, the courts and other juvenile justice professionals.
4. Court Services has been resourceful in teaming with other programs and agencies that serve the same population to bring more services to the ERCs.

## Program Challenges

1. Target Population - The greatest challenge identified in successful implementation of ERC/MRT is the lack of a clear and unambiguously defined target population. Although originally intended as an alternative sentencing option for youth who would otherwise be sent to detention, there was an absence of clear written guidelines establishing criteria for who should attend. A consequence was a significant variety in the types, age, criminal sophistication, and behavioral problems participating in the ERC/MRT program. The result of the absence of a clear guidelines led to a “net widening” phenomenon in which program admission suffered from a loss of focus.
2. Implementation of MRT - MRT operates in isolation from the larger ERC program, and is not used as a framework for understanding and responding to youth behavior, thus diluting potential benefits. The core objectives, tenets, and principles of MRT are not conveyed to Probation Officers and service providers who work with youth, and are not reinforced outside of the treatment setting. In order to maximize the impact of MRT on participants, it must be systematically integrated into other ERC activities and reinforced to participating youth outside of the regular weekly MRT sessions.
3. Community Collaboration and Information-sharing - The third challenge concerns the nature of the collaborative networks of which Court Services are a part. The limitation in both counties has to do with the nature and depth of information shared, and the extent to which this information is used to create comprehensive plans for intervening with at-risk youth. The process through which Court Services and other agency staff tend to share information about mutual clients appears inconsistent across participating agencies. Comprehensive case management planning is not done consistently and frequently. For example, most professionals from other agencies in both counties who have worked closely with ERC youth and participate in these forums, reported knowing very little about MRT, and some were not aware it existed. MRT tenets were not used as a basis for understanding progress and change. Similarly, Court Services staff was not informed about the work done by the agencies that offer substance abuse screening and treatment. Finally, the process through which Court Services and other agency staff tend to share information about mutual clients appears fragmented across participating agencies.
4. Data Collection and Management - The fourth challenge we identified was with the two sites’ data management and program monitoring mechanisms, which are closely related. The two sites have independent databases and choose to maintain different types of data on ERC and MRT participants. Though both sites collect important types of client data, and maintain program participation records, neither site had the capacity to collect and analyze data on an ongoing basis to

examine trends in program participation and failure rate, or detect early patterns in recidivism.

### **Outcome Evaluation Findings**

The evaluation team utilized a within-group analysis method for assessing the degree of impact of ERC/MRT program delivery. The focal point of the analysis was on the documentation of evidence of delinquent behavior and/or “reoffending” as measured by such points of references as the number of probation violations during and after ERC enrollment and the new number of new offenses committed during and after enrollment in ERC. Key to this effort was an analysis of the various data sets provided by Franklin and Jefferson counties Probation Offices for the population of youth that had received the treatment for a reporting period of February 1, 2002 to June 30, 2004. We understood that a major problem that would hamper our ability to make any generalization about this data set (which was already limited in scope) was the great amount of variance in the length of time between the receipt of the treatment among the various ERC program participants. The group of youth that entered ERC in the program during the program start year (February/March 2002) – had been out of the program for 114 weeks compared to the last program group in our review period with a program start of (April 2004) which consisted of some participants that had been out of the program for only a few weeks or still might have been in the program. In order to achieve time parity between the first group in the program and the last group in, we would have to wait until mid 2005 to run any data sets and then we would have to control the number of reporting days for the early cohorts in our evaluation. Despite this and several other data limitations such as inconsistency in reporting styles, data

availability and small sample sizes, several data trends emerged which should further be monitored and assessed over an extended period of time. Such as the following:

1. Preliminary Franklin County data indicated that 86.5% of the ERC participating youth did not have a new offense during the reporting period of the evaluation. This finding appears to be in line with other juvenile justice research, which “consistently found that nearly 70% of youth who are arrested once are never arrested again.” (Wolgang, Figilo, and Sellin, 1972; Snyder, 1998).
2. Initial Franklin County data findings that only 7 youth out of the 74 case studies represented committed the new offense violations reported during the period covered by our evaluation. Three of these youth committed one post-program new offense violation, three committed two new offense violations and one was noted for committing three post-program new offense violations. This finding, which should further monitored and documented until 2005, is in line with juvenile justice research that suggest that “only 6% to 8% of all youth both a given year are arrested three or more times. This phenomenon has been termed the 8% problem.” (Schumacher and Kurz, 1990).
3. Preliminary Jefferson County findings indicated a 49% decline in the percentage of offenses committed by probation office youth while they were enrolled in ERC. If this finding stands the test of time, it would suggests that ERC is indeed an effective means for reducing delinquent behavior among participating youth – albeit for the period that youth are enrolled in the program.
4. Findings indicate that once the Jefferson County participants were out of the program, they tended to return to delinquent activity. Because the suppression effect that ERC has on delinquency appears to be temporary, there remains a need for another, more enduring agent of change. Jefferson County should consider reinstating MRT or another cognitive-behavioral program as part of the ERC package, in accordance with the recommendations offered in this report. Franklin County should implement the recommendations offered for MRT as well. Or, these sites may opt to implement a similar cognitive-behavioral program that teaches the same fundamental values of honesty, trust, caring and helps participants make better decisions and accept responsibility for their problem behavior.

## **Recommendations**

Based on the findings of our 18-month evaluation of the Moral Reconciliation Therapy of the Franklin/Jefferson County Evening Reporting Center program, we offer the following recommendations:

- a) Court Services should carefully evaluate the mission of the ERCs and for whom this resource should be intended. More specifically there is a need to revisit purpose and objectives of the ERC at each site and develop a set of target population guidelines accordingly. Consider using Youth Assessment Screening Inventory results or a similar tool to ensure youth present comparable levels of risk.
- b) Ensure these guidelines/criteria are communicated to probation staff, judges, and other community agencies from which ERC will accept referrals;
- c) Ensure consistent structure and delivery of services in ERC programs and activities from week-to-week. Develop a core set of activities that are suitable for youth with multiple needs and at varying ages and developmental levels that are tied to the overall purpose and objectives of ERC. Provide core activities consistently to all eligible participants. Train ERC staff to function as back-up staff to deliver these activities if primary service staff are not available.
- d) Based on the observation that most Jefferson County participants were young black males, care should also be taken in terms of program delivery to offer some activities that relate to black culture for example in terms of the arts, entertainment, and sports. The noted efforts by the Jefferson County ERC to bring in guest speakers from the neighborhood that have overcome adversity to succeed and now serve as role models and mentors should be continued.
- e) Court Services should strengthen collaborations with other youth service providers (including Franklin Williamson Human Services, special programs in schools, and private counselors) in Franklin County to develop a forum in Franklin County for routinely sharing information about the youth who attend ERC, including information on youth's progress, areas of concern and treatment planning across service providers who work with ERC and MRT participants.
- f) Court Services should strengthen existing collaboration in Jefferson County with other youth service organizations in order to ensure organizations are fully apprised of the missions, target populations, service delivery methods, and theories, tenets and principles underlying therapeutic approaches used by one another. Develop memoranda of understanding between agencies, appropriate consent/release of information forms to allow for information-

sharing about common clients in a manner that can lead to joint treatment planning.

- g) In regard to these collaborative endeavors, both communities should work to establish a common framework between juvenile justice personnel and area service providers for understanding and responding to delinquency and at-risk youth. Ensure treatment methods and services offered are complementary, and that services are not at cross-purposes with one another or redundant. Work to establish a continuum of comprehensive services that share a common purpose yet address different areas of need in youth's lives.
- h) Maintain consistent records and data on all ERC and MRT participants, tracking the reason for admission, program progress and services received in order to enhance program monitoring and evaluation capabilities. Seek technical assistance from state or national agencies to maximize uses of data currently collected, and to modify and streamline data collection and information management systems so that data can be used to inform decisions to develop, sustain or terminate programs or strategies. We recognize that juvenile justice agencies in smaller jurisdictions do not have specialized staff that manage data and conduct research and evaluation. They could benefit tremendously from technical assistance from state agencies to build their capacity to self-evaluate with those resources they do have.
- i) Consider providing a less intensive cognitive-behavioral intervention that is accountability-based and fine-tuned to needs and development levels of juvenile offenders in lieu of MRT, or for those deemed not amenable to MRT.

The core objectives, tenets, and principles of MRT are not systematically conveyed to Probation Officers and service providers who work with youth, and are not reinforced outside of the treatment setting. The one evening a week that MRT is offered is not sufficient for youth to become "immersed" into the treatment concepts and fully integrate these into their lives. If MRT remains the program of choice for ERC participants in Franklin County or is reinstated in Jefferson County we further recommend the following:

- a) Set specific guidelines for which types of youth may not be appropriate for MRT and provide appropriate alternative activities for these youth during MRT sessions. Screen youth for MRT to ensure they are able to read and

comprehend program materials, and fully grasp and apply concepts to real-world problems. Youth with severe behavioral disorders, extensive delinquency histories, or indicators of mental illness should not be included in MRT groups. Youth should be assigned to groups with others who at a similar reading and development level, and within no more than a two-year age difference.

- b) MRT facilitators should participate in refresher training to enhance and maintain their skills and seek support/assistance from MRT developers in ensuring program goals appropriate use of MRT techniques. While resources may limit them from attending the full training program again, Franklin County program administration should explore how to access the assistance of Correctional Counseling, Inc. that are available at no charge to trained facilitators, or other forms of refresher training they offer.
- c) Program administration should make a concerted effort to ensure that MRT facilitators are providing the program consistent with the objectives of an accountability cognitive-behavioral based treatment approach. The sessions should not be merely didactic, but interactive and a forum for youth to share problems, and have these analyzed within the MRT framework. This will likely necessitate restricting MRT eligibility to those youth deemed capable of understanding program materials, participating actively in-group treatment, and benefiting from the program. The Program Coordinator should screen referrals on a case-by-case basis and assess suitability for admission.
- d) Based on the observation that most Jefferson County ERC participants were young black males, we recommend that Jefferson County identify a minority facilitator that can relate one-to-one with the experiences of a these young men. This might hold the key to the successful delivery of any cognitive behavior approach.
- e) Train all Court Service and collaborative agency staff in general principles of the cognitive-behavioral interventions provided, and use program principles and concepts as an overarching framework for supervision, including setting expectations, responding to problems with youth, and assessing youth progress. Facilitators should be working closely with Juvenile Probation Officers who work with the youth they are treating and use the MRT sessions as an opportunity to address supervision issues and hold them accountable for non-compliance. We further suggest sharing information regarding the general program principles and themes with other youth service professionals who work with MRT participants. This will permit Juvenile Probation Officers and other treatment professionals to integrate MRT concepts into supervision and treatment of youth.



We offer these recommendations to Franklin and Jefferson Counties in hopes that these can aid them in strengthening existing program operations, thereby improving the likelihood that ERC/MRT will reduce delinquency and have other positive impact on the lives of youth who participate.

# **An Evaluation of the Moral Reconciliation Therapy of the Franklin/Jefferson County Evening Reporting Center Program**

## **Introduction**

In March of 2003, the Policy Analysis and Public Administration Department (PAPA) of Southern Illinois University Edwardsville was awarded a contract by the Illinois Criminal Justice Information Authority (The Authority) to conduct an evaluation of the Moral Reconciliation Therapy (MRT) of the Evening Reporting Centers (ERC) operating within Franklin and Jefferson counties of the Illinois Fourth Probation District of the Second Judicial Circuit. This report describes our approach to the research and presents the observations and findings of the 18-month evaluation. It serves to document the history and the details of the provision of the Franklin/Jefferson County Evening Reporting Center Program and its MRT component.

The findings of this report can assist the Court Services of the Second Judicial Circuit in making decisions in regard to the future of the programs studied and with planning, development and funding for future programs. It also provides useful information to The Authority in making decisions to fund or sustain programs. Finally, the report can offer a contribution to the research literature in regard to the effectiveness of programs such as MRT and provide information to other agencies that design interventions to serve delinquent and at-risk youth.

The report is presented in terms of the following seven sections: Section I provides an overview of the evaluation design; Section II provides a review of relevant literature; Section III provides an overview of Franklin and Jefferson Counties highlighting their population, income, employment and the prevalence of crime; Section IV provides the history and description of ERC and MRT at each site; Section V presents the process evaluation component methodology and findings for each site; and Section VI, provides the outcome evaluation component

methodology and findings. Section VII presents conclusions and a discussion of the implications of these findings from both an ERC and MRT perspective and provides a series of recommendations for consideration by the Court Services of the Second Judicial Circuit.

## **SECTION I: Evaluation Design Overview**

The evaluation team sought to develop a strategy with which to evaluate ERC and MRT in Franklin and Jefferson counties that would best meet the research goals as set forth by The Authority. The primary goals of the evaluation as reflected in the request for proposals would be a report that served the following functions:

- 1) Inform the Franklin/Jefferson County Evening Reporting Center program staff of the strengths and weaknesses of MRT and other aspects of the program, and assist program staff in improving the program,
- 2) Provide program funders with information on program implementation and potentially, program impact,
- 3) Provide information to juvenile justice practitioners throughout Illinois and to Illinois citizens, and
- 4) Make a contribution to existing criminal justice research.

The evaluation team, in response to The Authority's desired research goal(s), established the following set of objectives as the foundation of our work effort: (a) Identify and document contextual features affecting program implementation and observed influences of these features on outcomes; (b) Assess program strengths and weaknesses in project implementation and in the service delivery model at each site; (c) Identify and document measures of program success, as defined by key stakeholders; (d) Identify and document deviations from the MRT program model (as outlined in the original grant proposal), noting positive and negative consequences of these deviations at each site; (e) Identify and document barriers to more successful implementation at each site and responses to these barriers; (f) Assess how effectively the

program has met short-term objectives at each site; (g) Examine how differences in implementation across the two sites have evolved, reasons for these differences and their short-term impacts; (h) Produce a set of recommendations to strengthen program implementation and service delivery for each site; and (i) Provide information available to other jurisdictions that may be planning similar programs. Agencies designing new programs can learn from the experience of these programs, the obstacles encountered and the methods employed to overcome these obstacles. The concerns identified herein should be considered during design of new programs, and then guide program implementation and ongoing program operations.

The Authority requested that the evaluation strategy include both a process and outcome evaluation component. However, they recognized that the outcome component might be problematic, depending on data availability and the ability to identify a suitable comparison group. Further, they stipulated that they were interested in an evaluation of the programs at each site independently, as the two sites operate independent of one another, and would not benefit from a study reporting results of combined data. Finally, The Authority described MRT as the “cornerstone” aspect of the ERC program, and we were encouraged to more closely examine implementation and impacts of MRT. Despite this, they acknowledged the difficulty in separating MRT influences from those of the overall ERC program.

In accordance with The Authority’s request, the evaluation plan implemented for evaluating the Moral Reconciliation Therapy of the Franklin and Jefferson Counties Evening Reporting Centers included both a process and outcome evaluation component conducted at each site. These two components of the evaluation proved to be interdependent. For example, one important task for the process evaluation component involved the identification of outcomes that this therapy is designed to achieve, from the perspective of different stakeholders. Process

evaluation data was used to refine and develop further research questions regarding outcomes and information gleaned was used to refine instruments used to collect outcome data. Significant differences in Franklin and Jefferson counties, ERC host communities, and in the population served were documented and duly considered when examining the effect these differences might have on program implementation and outcomes. Although the overall ERC program was examined at each site, the major focal point of our evaluation was on the implementation and possible impact of the MRT component.

The evaluation team implemented an evaluation plan that consisted of three major phases: Phase I: Planning and Background Review, Phase II: Process Evaluation Component, and Phase III: Outcome Evaluation Component. These phases served as key components of the evaluation plan; they were not discrete, sequential phases. For example we were engaged in planning and assessing the availability of data related to outcomes of interest (Phase I) during Phase II, the process evaluation component. Also, a literature review that began during Phase I was ongoing during much of the project to assure that we kept abreast of new developments related to MRT and reporting centers that might emerge over the course of the project.

A logic model was developed during the early stages of the research that served to direct attention to other research questions to be explored (See Appendix A). This logic model is a type of flow chart that reflects the relationships between program goals, objectives, activities, and inputs and outputs. It provided us with an ideal type against which the ERC/MRT models in Franklin and Jefferson counties could be compared and aided us in interpreting our evaluation findings. We relied on triangulation, or the use of multiple, overlapping research methods for this project which will be discussed in greater detail in Section V of this report.

## **SECTION II: A Review of the Literature**

As part of the implementation of the first phase of our evaluation plan, Phase I: Planning and Background Review, the evaluation team conducted a review of the literature regarding programming for at-risk and delinquent youth. The focal point of this review was an attempt to gain a more complete understanding of the programs being evaluated, ERC and MRT, and documented outcomes of these types of programs. We began this process with a generalized review of the concept of evening reporting centers, followed by a more detailed review of the concept of moral reconnection therapy. The review of the literature concentrated heavily on descriptions of Moral Reconnection Therapy, its theoretical underpinnings and core tenets, and its use with offender populations, particularly with juveniles. Further, we reviewed the literature concerning the types of delinquency intervention and prevention programs that have been proven effective or were viewed by the experts as “promising.” Findings regarding “what works” provided a preliminary framework in which to base our evaluation of the effectiveness of MRT in the ERC of Franklin and Jefferson counties.

### **A. Evening Reporting Centers**

Evening reporting centers and after-school programs for youth have been created in recent years as an alternative sentencing approach for youth charged with delinquent offenses. A primary goal of these centers/programs is to divert youth from confinement in detention or placement facilities. Reporting centers provide youth with supervision in a structured setting and are intended to prevent them from committing crimes during times known for peak delinquent activity (such as after school).

There is very little research focusing on evening reporting centers for juvenile offenders. Much of the literature on reporting centers concerns after-school programs or programs developed for adult offenders. After-school programs have similar objectives as the Franklin and Jefferson Counties Evening Reporting Centers, but are designed for a much broader target population, generally youth within a single community who lack after-school supervision. Unlike the ERCs in our study, most after-school programs identified in the literature are not designed to accommodate youth involved with the juvenile courts or related service agencies. The latter youth are more likely to have special needs such as alcohol and/or drug problems and mental health issues that require attention. Similar to the ERCs in our study, most evening reporting centers described in the literature developed for adult offenders provided general supervision and addressed the special service needs of its participants. However, the duration of service provision for most of the adult programs extended beyond the period of time in which the participants were under direct supervision.

One major point of interest suggested by the literature that is clearly relevant to evening reporting centers similar to those operating in Franklin and Jefferson counties concerns the short-term impact of incapacitation. While youth may be incapacitated from offending for the period of time during which they are under direct supervision, in the absence of other interventions, there is little reason to expect delinquent behavior to change once attendance at a reporting center ceases. If these centers do nothing to alter risk and protective factors in the lives of the youth they serve, the underlying problems generally associated with delinquency go unchanged. Consequently, youth are likely to resume delinquent activity once they are no longer required to attend the program. In an effort to avert this reoccurring delinquency pattern, many reporting centers attempt to address the underlying problems generally associated with youth delinquency



by providing program participants with such needed assistance as skills training to address specific skill deficits and counseling geared at a particular problem, such as chemical dependency. The addition of such services presents a challenge to the evaluator in sorting out the effects of supervision alone from the effects of the various other services received. Any long-term reductions in youth behavior as a result of attendance at an evening reporting center may be attributable to other interventions offered during reporting center participation. Because the specific content of added programs and services varies widely, as do the hours of operation, and duration and frequency of the supervision, studies of the effectiveness of juvenile evening reporting centers produce varied results.

#### **B. Cognitive-Behavioral Interventions and Moral Reconciliation Therapy**

The cognitive-behavioral approach is based on the theory that thoughts, beliefs, and attitudes are the primary determinants of behavior. The way individuals perceive or evaluate a situation influences how they choose to act. Moral Reconciliation Therapy (MRT) is a copyrighted cognitive behavioral process that seeks to raise the moral decision-making strategy of individuals. It was developed and established in a prison-based drug offender therapeutic community in 1985 in Memphis, Tennessee by Dr. Gregory Little and Dr. Kenneth Robinson, and has since been adapted to other populations, including at risk and offending juveniles. Part of the appeal of MRT is that it relies on cognitive-behavioral approaches that can be readily understood by facilitators who are not mental health professionals or trained clinicians. Probation officers and corrections caseworkers, for instance, can be trained as facilitators to conduct treatment groups.

Specifically, MRT is an objective, systematic treatment designed to enhance social, moral, and positive behavioral growth in a progressive, step-by-step fashion. The actual number of steps involved within the treatment process varies from 12 to 16 depending on the target population. The participant begins the program at step 1 and progresses to completion at either step 12 or step 16. MRT focuses on seven basic treatment issues:

- Confrontation and assessment of self: client's beliefs, attitudes, behavior, and defense mechanisms;
- Assessment of current relationships: includes planning to heal damaged relationships;
- Reinforcement of positive behavior and habits: designed to raise awareness of moral responsibility;
- Facilitation of positive identity formation through exploration of the "inner self" and goals;
- Enhancement of self-concept: changes what clients think of themselves;
- Decrease of hedonism: teaches clients to develop a delay of gratification and increase control over pleasure-seeking behavior (development of frustration tolerance); and
- Development of higher stages of moral reasoning: increases concern for others and social systems (Gaseau, 1999).

Moral reconnection therapy identifies nine stages of moral development, based loosely on the developmental paradigms advanced by renowned developmental psychologist Kohlberg and Piaget, and explains that these stages (Disloyalty, Opposition, Uncertainty, Injury, Non-existence, Danger, Emergency, Normal and Grace) exist in a continuum from low to higher levels of development (View Appendix B of this document for a copy of the MRT - Freedom Ladder for these nine stages and their respective explanations). Each of the nine MRT moral development stages is associated with the 12 or 16 sequential steps within a systematic treatment process. For example, Stage 1: Disloyalty (defined as the lowest moral and behavioral stage in which people can function) is characterized by such behaviors as lying, cheating, stealing, betraying, blaming others, victimizing, and pretense (pretending) and is associated with Step 1 (Honesty) and Step 2 (Trust) of the treatment process. (MRT- Freedom Ladder)

MRT is typically delivered through group sessions held at regular intervals and is conducted by a trained MRT facilitator. Typically these groups are open-ended with participants entering and leaving the group at various points and at various steps of the treatment process. During these group sessions, participants present/share their work in regard to exercise assignments from the MRT Workbook which each participant receives. Each workbook exercise has been specifically designed to help the participant achieve steps toward higher moral development. MRT steps begin with relatively simple tasks (exercises) that progressively increase in complexity. Lower level steps are concerned with issues of honesty, trust and acceptance, while higher steps move toward active processes of healing damaged relationships and long-term planning (View Appendix C for a copy of Moral Reconciliation Therapy Step Checklist which outlines the progressive exercises of the workbook).

Each participant works their way up the “freedom ladder” mastering each step prior to proceeding further. In some cases, the determination of passable step standards is made by the MRT facilitator, while in others it is by group vote (of other participants at higher levels). A participant’s failure to pass a given step after a predetermined number of attempts may result in his or her being demoted to a lower step. According to the MRT model, in order to improve moral reasoning the following elements must be in place:

- Participants must become honest at the beginning of treatment.
- They must display trust in the treatment program, other participants, and staff.
- They must become honest in their relationships with others and actively work on improving their relationships.
- Participants must begin to actively help others and accept nothing in return.
- They must perform a major amount of public service work for those in need (again accepting nothing in return).
- Finally, the participants must perform an ongoing self-assessment in conjunction with receiving assessments from other clients and staff. These assessments require that clients be morally accountable on all levels of

functioning: their beliefs, their attitudes, and virtually all their behavior (Little & Robinson, 1988).

MRT is designed to “facilitate a change in the client’s process of conscious decision-making” and “enhance appropriate behavior through development of higher moral reasoning” (Little, 2000). In the past decade, MRT has been introduced in the juvenile justice arena, and has been used in both residential and non-residential settings. There is an absence of empirical evidence regarding its suitability or effectiveness with youth. Those few studies that do exist have produced mixed results. There are concerns that some studies are not methodologically sound. Some studies have found that re-arrest rates for youth who completed MRT were “lower than expected” (Petry, Bowman, Douzenis, Kenney and Bolding, 1992; Petry and Kenney, 1995). Yet these rates were not compared to those of a cohort of youth who did not receive MRT services, and thus the significance of the findings is not clear.

One study that relied on randomized assignment to MRT or another intervention found the two interventions did not produce statistically significant differences in recidivism (Armstrong, 2003<sup>1</sup>). Armstrong made some important points about treatment integrity and program “portability” that have some bearing on our evaluation. He observed that those programs in which the MRT developers were closely involved across multiple phases – design, implementation, and ongoing monitoring – fared best in outcome studies. This suggests that treatment integrity is critical to success. When design and implementation closely adhere to the original treatment model, and when there is ongoing monitoring to ensure quality control, it is more likely to have the desired impact. When this is not the case, “program drift” can occur, and its efficacy can be greatly diminished. For example, adaptations to structure and content may be

made during design or over the course of implementation, staff may not adhere strictly to core principles in service delivery, and there may be no mechanisms in place to assess conformity to the model. Care was taken to consider this phenomenon in regard to our assessment of the MRT service component of the Franklin/Jefferson County evening reporting programs.

### **C. What Works?**

Juvenile justice research has consistently found that nearly 70% of youth who are arrested once, are never arrested again (Wolfgang, Figlio, and Sellin, 1972; Snyder, 1988). Thus, even if no intervention or sanctions are used with first-time juvenile offenders, the majority do not re-offend. Re-arrest rates taper off even more sharply following a second arrest for delinquency. Only 6% to 8% of all youth born in a given year are arrested three or more times. This phenomenon has been termed the “8% Problem” (Schumacher and Kurz, 2000) and has brought a focus on how juvenile justice systems can use resources efficiently by concentrating interventions and services on this group of youth, who tend to have the most troublesome issues, pose the greatest safety risk, and are most likely to advance to adult criminality. One growing school of thought, which emerged in the 1970’s with the advent of diversion programs, holds that scarce resources are squandered and hence unavailable to the small percentage most in need of them when juvenile justice agencies “widen the net” and intervene with youth who require minimal or no intervention. This school of thought clearly represents a shift from the prevention and early intervention school that had previously driven youth and juvenile justice policy (Jamison, 2002).

---

<sup>1</sup> There are some methodological weaknesses in Armstrong’s study, concerning a breakdown in the process of randomization. Some “control” group members were exposed to the program, and not all experimental group members were. However, he addressed this in his analysis, and did not find this problem affected his conclusion.

Finding scientific evidence that programs prevent juvenile delinquency is one of the most important and challenging tasks faced by criminal justice researchers. Often we find that highly publicized program success is based on anecdotal information and political popularity instead of scientific evidence. One of the most commonly cited themes in the research regarding “what works” is that “there still is no magic bullet – no single treatment that will rehabilitate all juvenile offenders” (Redding, 2000). Fortunately, however, in the past few years there has been progress made through rigorous program evaluation in identifying (common core) characteristics of the programs that work. Specifically, most successful programs for youth include the following elements:

- Address the highest priority problem areas and identify strengths (risk factors and protective factors) to which children in a particular community are exposed
- Focus most strongly on populations exposed to a number of risk factors
- Address multiple risk factors in multiple settings, such as family, schools, and peer groups
- Offer comprehensive interventions across many systems, including health and education, and deal simultaneously with many aspects of juveniles’ lives
- Provide intensive contact with at-risk juveniles, often involving multiple contacts per week or even on a daily basis
- Build on juveniles’ strengths rather than focus on deficiencies
- Deal with juveniles in the context of their relationship to and with others, rather than focus on the individual
- Encourage cooperation among the various community members
- Staff are knowledgeable regarding the nature and availability of community intervention programs (Koch Crime Institute, 1999).
- Are based on empirically demonstrated effective treatments

- Maintain high program quality in terms of staff recruitment and training, supervision, accountability for outcomes, and ongoing program monitoring and evaluation (Redding, 2000).

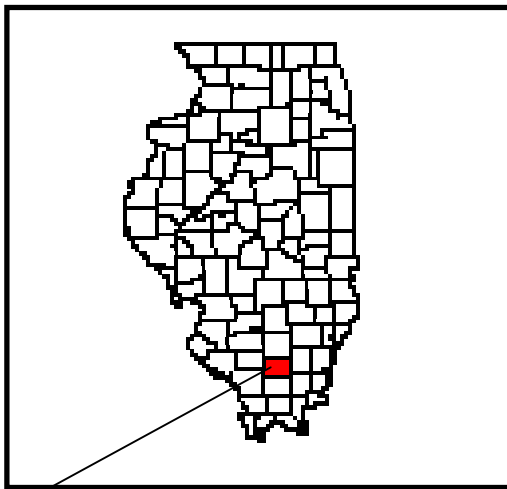
Longitudinal research has identified multiple factors in a youth's life that increase the potential for involvement in criminality during adolescence and adulthood. These risk factors include substance abuse, low parental involvement, exposure to gang activity, academic failure, community disorganization, family discord, and poverty. Furthermore, it has been demonstrated that there are factors that can mitigate risk and protect children against adverse outcomes.

Among these protective factors are the significant presence of healthy beliefs and clear standards and positive, pro-social role models with whom the child can bond. Specific psychological characteristics also can act as protective factors. These include having personal goals, a sense of independence, problem-solving abilities, empathy for others, and high self-esteem. It has consistently been found that programs that target known risk factors and strengthen protective factors can effectively divert children from delinquency.

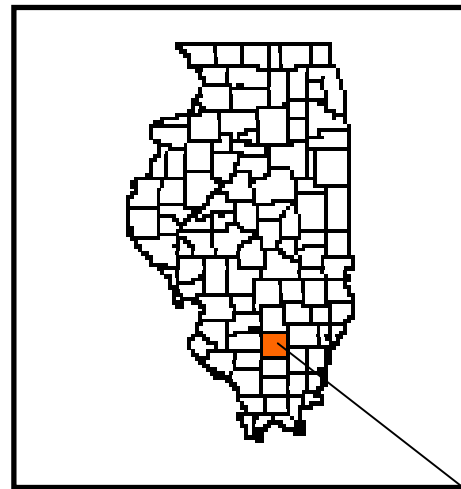
Interventions geared at these reducing criminogenic risk factors, but while strengthening protective factors, have the greatest likelihood of effecting positive, long-term change (Andrews, Zinger, Hoge, Bonta, Gendrew and Cullen, 1990; Lipsey, 1991; Howell, 1995). The focus on protective factors underscores the point that effective delinquency intervention involves aiding youth in their psychological and emotional growth and equipping them with skills they need to become competent, responsible adults. Furthermore, programs that rely on cognitive-behavioral interventions have been found to be more effective than client-centered, or less directive approaches (Andrews, Zinger, Hoge, Bonta, Gendrew, and Cullen, 1990; Hollin, 1990).

### SECTION III: Franklin and Jefferson Counties Overview

As a second task of (Phase I: Planning and Background Review) of our evaluation plan, the evaluation team conducted an environmental scan of the study area. The purpose of this activity was an attempt to gain insight into the social-economic environment in which the ERC/MRT program operated. During the course of the scanning process, care was taken to document those location based social-economic characteristics deemed potentially influential in affecting program delivery and effectiveness.



**Figure 1:  
Franklin County, Illinois**



**Figure 2:  
Jefferson County, Illinois**

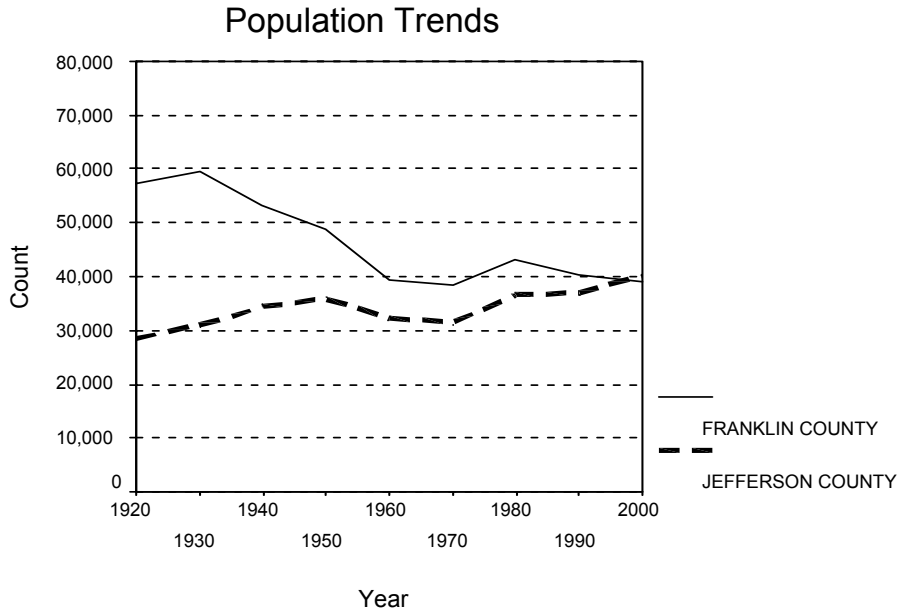
#### Locale

Franklin (Figure 1 above) and Jefferson (Figure 2 above) counties are located in the central southern portion of Illinois. Franklin County covers 412.03 square miles, while Jefferson County covers 570.96 square miles. Both counties are designated as rural counties with populations less than 50,000 on the State of Illinois regional designation map. Both counties are



in the Fourth Probation District of the Second Judicial Circuit presided by Honorable Chief Judge George Timberlake.

## Population



The population trend graph above indicates U.S. Census population counts for Franklin and Jefferson Counties for a reporting period of 1920 to 2000. This map indicates five decades of population decline for Franklin County beginning in the 1930s that did not begin to stabilize until the 1980s, at which time it began to climb again (at a 40,000+ count range). In 1990 Franklin County began a second wave of population decline that continued in 2000. In contrast, Jefferson County population trend line indicates a general pattern of population growth, (with the noted exception of slight population dips in 1960 and 1970), from 1920 to 2000.

## General Population

		<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>Estimate Jul-03</b>
<b>Franklin County</b>		39,281	38,329	43,201	40,319	39,018	39,117
	<b>Benton</b>	<b>7,023</b>	<b>6,833</b>	<b>7,778</b>	<b>7,216</b>	<b>6,880</b>	<b>6,817</b>
<b>Jefferson County</b>		32,315	31,446	36,552	37,020	40,045	40,334
	<b>Mount Vernon</b>	<b>15,566</b>	<b>15,980</b>	<b>17,193</b>	<b>16,988</b>	<b>16,269</b>	<b>16,486</b>

The general population table provides U.S. Census population estimates for July 2003 that indicates Franklin County’s population at 39,117. This reported total implies that the second wave of population decline noted above for the county appears to have stabilized (at the 39,000+ count range). The July 2003 population estimate for Jefferson County was 40,334, which implies the continuation of its growth pattern that was noted above. Although the population counts for Franklin (39,117) and Jefferson (40,334) counties are currently relatively close, the real population counts of major interest to us in terms of our research were those of the communities where evening reporting centers were located in each respective county.

The Franklin County Evening Reporting Center is located in the city of Benton. The U.S. Census population estimates for 2003 indicate Benton’s population at 6,817 that accounts for 17.4% of Franklin County’s population. Benton is the second largest city in the county and serves as the county seat. The Jefferson County Evening Reporting Center is located in the city of Mount Vernon. Estimates for 2003 indicate Mount Vernon’s population at 16,486 that accounts for 40.8% of Jefferson County’s population. Mount Vernon is the largest city in the county and serves as the county seat. Comparing ERC operations in a small community like Benton to the larger city of Mount Vernon represented a population related issue of interest as we engaged in our research.

Another population related issue of major interest to our research was the general pattern of decline in terms of the number of children in the age cohort of (10 to 17) which currently serves as the targeted population group for the evening reporting centers. In 1990 to 2000 Franklin County, Benton and Mount Vernon all experienced declines in terms of this age cohort as reflected by the following table:

		Population 10 to 17 (Number)				
		1960	1970	1980	1990	2000
<b>Franklin County</b>		5,429	5,082	5,453	4,601	4,281
	<b>Benton</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>738</b>	<b>690</b>
<b>Jefferson County</b>		4,652	4,772	4,679	4,392	4,634
	<b>Mount Vernon</b>	<b>2,120</b>	<b>2,339</b>	<b>1,963</b>	<b>1,856</b>	<b>1,787</b>

The racial makeup of the Franklin and Jefferson Counties and their respective host cities of Benton and Mount Vernon represented another population related issue of major interest to our research. The following tables indicate the percentage of population representation by racial categories. Franklin County and Benton are basically represented by one race, which is White. Jefferson County and Mount Vernon are predominately White, with evidence of steadily emerging categories of Black and Other.

		Population By Race (%) (Counties)				
		1960	1970	1980	1990	2000
<b>Franklin County</b>						
	<b>White</b>	99.89	99.83	99.60	99.4	98.6
	<b>Black</b>	0.09	0.07	0.08	0.1	0.2
	<b>Other</b>	0.02	0.10	0.32	0.5	1.2
<b>Jefferson County</b>						
	<b>White</b>	97.20	96.0	95.2	94.2	89.9
	<b>Black</b>	2.78	3.9	4.4	5.2	7.8
	<b>Other</b>	0.02	0.1	0.4	0.6	2.3

		Population By Race (%) (Site Cities)				
		1960	1970	1980	1990	2000
<b>Benton (Franklin County)</b>						
	<b>White</b>	99.91	99.90	99.6	99.37	98.7
	<b>Black</b>	0.06	0.03	0.0	0.03	0.3
	<b>Other</b>	0.03	0.07	0.4	0.60	1.0
<b>Mount Vernon (Jefferson County)</b>						
	<b>White</b>	94.31	92.2	90.3	88.1	84.2
	<b>Black</b>	5.66	7.6	9.1	10.9	12.4
	<b>Other</b>	0.03	0.2	0.6	1.0	3.4

To facilitate our examination of the social-economic characteristics of Franklin and Jefferson counties and their respective ERC host sites, the evaluation team developed a demographic profile table series that has been provided for consideration in Appendix D – Demographic Profile. Tables within this demographic profile represent the culmination of social-economic data derived from such secondary sources as the U.S. Census Bureau, the State of Illinois Employment and Security Office, and the State of Illinois Uniform Crime Report. The following briefly highlights some of the social-economic considerations regarding Franklin and Jefferson Counties and Benton and Mount Vernon that were captured as a result of developing the table series:

## Demographic Profile Highlights

### Households

- The data reflects the general decline of the number/percentage of households with children under 18
  - In terms of these households – the data indicates the general decline of married couple households and the emergence of female head of households and male head of households
  - In terms of these households in 1990 – the percentage of female head of households was (20.5) in Franklin, (19.9) in Jefferson, (26.1) in Benton and (33.0) in Mount Vernon

### Income

- When viewed in terms of median household income, median family income, and per capita income, Franklin/Benton and Jefferson/Mt. Vernon were all found to have lower levels than the State of Illinois average:

#### Median Household Income (2000)

<b>State of IL</b>	<b>\$46,590</b>
Franklin County	\$28,411
<b>Benton</b>	<b>\$27,177</b>
Jefferson County	\$28,411
<b>Mount Vernon</b>	<b>\$27,177</b>

#### Median Family Income (2000)

<b>State of IL</b>	<b>\$55,545</b>
Franklin County	\$36,294
<b>Benton</b>	<b>\$35,339</b>
Jefferson County	\$41,141
<b>Mount Vernon</b>	<b>\$36,660</b>

**Per Capita Income (2000)**

<b>State of IL</b>	<b>\$23,104</b>
Franklin County	\$15,407
<b>Benton</b>	<b>\$15,787</b>
Jefferson County	\$16,644
<b>Mount Vernon</b>	<b>\$16,268</b>

- The City of Benton was found to have the lowest income levels in terms of median household income and median family income, while Franklin County was noted for having the lowest per capita income.

**Poverty Status**

- When viewed in terms of the percent of families, the percent of families with children under 18, the percent of female households and the percent of female households with children under 18 -- Franklin/Benton and Jefferson/Mt. Vernon were all found to have higher percentages living in poverty than the State of Illinois average
- The City of Benton was found to have the highest percentage of families with children under 18, of female households and female households with children under 18 -- living in poverty, with Franklin County following closely behind.
- It is very important to note how the number of families living in poverty increases significantly when females are found to be heads of households. (Which as previously noted is occurring more and more in our study area as indicated in the Household section of these highlights.)

## **Employment**

- Sales and office occupations represented the largest occupation category for both Franklin (25.3%) and Jefferson (26.9%) counties followed closely by management, professional, and related occupations (24.6 Franklin and 26.2 Jefferson) according to the 2000 U.S. Census.
- Educational, health and social services industry represented the largest industry category for both Franklin (21.4%) and Jefferson (21.1%) counties. The second largest industry category in Franklin County was manufacturing (15.4%) compared to retail trade in Jefferson County (17.0%).
- The data reflects the ever-increasing number of females as a percentage of the workforce. (This is noteworthy because it is difficult to integrate parental involvement into program design when both parents are working).
- Both Franklin and Jefferson Counties were found to have higher unemployment than the State of IL average (6.2%) for the month of July 2004. In a county ranking for this time period, Franklin County's unemployment rate of (9.5%) rated 7<sup>th</sup> highest of the 102 Illinois counties, Jefferson's employment rate of (7.0%) rate the 30<sup>th</sup> highest.

## **Crime Statistics**

- Theft represents the highest indexed crime in terms of both total crime offenses and total crime arrests for both Jefferson and Franklin Counties as well as for Benton and Mount Vernon. Burglary represented the second highest indexed crime in terms of total crime offenses for both the counties and the ERC site cities.

- The data reveals an increase in the drug arrest rate in both Franklin and Jefferson Counties.
- It is very important to note the lack of available statistics on juvenile crime at the county and community levels. What is available tends to fall into one of the following categories, it is either:
  - At the State of Illinois level
  - Deals only with juveniles already within the correctional system
  - Out of date (old statistics) or
  - Totals have been calculated in an unclear manner.



## **Section IV: History and Description of Franklin/Jefferson County ERC and MRT**

As a final activity of (Phase I: Planning and Background Review) of our evaluation plan, members of the evaluation team attended a project development meeting with representatives of the Court Services and The Authority. During this preliminary meeting the Court Services staff shared information regarding the history and development of ERC and MRT in Franklin and Jefferson counties. The evaluation team received copies of program descriptors and documentation including such items as consent forms, rules and regulations, staff job descriptions and an organizational chart. The process for securing Court approval for review of confidential files and records was established. This section of the report reflects the program-based information provided during this meeting and has been supplemented with additional data that was obtained from the individual sites during the course of our evaluation.

### **A. Evening Reporting Centers**

The ERCs were initially developed as an alternative sentencing program for youth who would have otherwise been sent to the counties' detention centers, either as a sentence, or as a penalty for a violation of supervision or violation of other program requirements. For instance, youth who were in the counties' Serious Offender Comprehensive Programs (SHOCAP) and faced a program violation were allowed to attend ERC in lieu of detention for the violation. Over time, though, the program base has expanded and it is no longer used solely as an alternative sentencing program, but as a resource for many types of youth, not all of whom have been referred to the juvenile court system. Some youth are still sent to the program as an alternative. Others, who might not have been candidates for detention, are directed into the ERCs as a condition of court supervision (probation). This may either be an initial condition or be assigned

by a Juvenile Probation Officer during the course of supervision, as a need or as problem arises. Youth are also referred by the State's Attorneys, who have used ERC as a diversion program in lieu of adjudication for an offense. Participants may also be referred by a concerned parent or school personnel. Other community organizations and agencies that work with youth make referrals of youth whom they see as in need of supervision, or whom could otherwise reap benefits from participating. For example, because truancy is a well-established gateway to more serious forms of delinquent behavior, the Truancy Review Board is allowed to make referrals. Court Services staff also indicated that law enforcement officers can send youth who are "station adjusted" – detained by police but not referred for formal Court action.

The primary feature of ERC as described by program administrators and staff is structured supervision that diminishes opportunities for youth to engage in delinquency during after-school hours and the corresponding time frame (later afternoon-through early evening) in the summer months. However, the Court Services unit also developed special activities and partnered with community agencies to provide services on site. Some program activities that have been offered are art therapy and MRT. The services most consistently offered, across both sites, are drug screening and counseling, which are available on an as-needed basis. Further, ERC program staff are encouraged to develop supportive bonds with the youth, offer tutoring and homework assistance, and be available as a resource with whom youth can confide problems to and seek assistance.

Additional goals of ERC that were suggested by community stakeholders, though not identified as the core goals by Court services staff were to provide youth who live in high-risk communities with a safe place to spend free time, and to offer an opportunity for youth to socialize with peers under adult supervision. In sum, ERC was indicated as serving the following

basic functions: (a) providing supervision and after-school care in a structured (safe) setting, thus deterring youth from delinquency; (b) preventing further penetration into the juvenile justice system by offering an alternative to detention, diverting youth from adjudication, and by intervening with at-risk youth not yet system-involved; (c) stimulating youth interest in positive, constructive ways to spend their time, so as to extend the benefits of the program beyond time spent at the center; (d) offering an opportunity for youth to socialize with peers under adult supervision; (e) offering participants direct assistance with problems, coping strategies, and skill development to help them better manage their lives and behave responsibly; (f) providing access to community/county based social services; and (g) providing youth with responsible role models and sources of support, advice and positive reinforcement..

ERC began providing services to youth in Franklin County in February 2002 and March 2002 in Jefferson County. The program was designed to serve both girls and boys within the age frame of 10 to 17. The targeted program capacity for each site was set at 20. ERC operates between the hours of 4:00 p.m. and 8:00 p.m., Monday through Friday, twelve months a year. The Centers are closed on public holidays, and may be closed for inclement weather. Due to the small staff size at both Centers, it has become necessary at times, to close an ERC due to staff illness or unavailability.

The program uses a “revolving door” system for admitting youth to the Center, and for providing all services or programs they receive while there, including MRT. Thus, there are no fixed start and stop dates to the program. A youth enters when referred and progresses at his or her own pace. When admitted, each participant signs an Evening Reporting Program Contract, which outlines the participant expectations. These expectations address issues of treatment

confidentiality, how to notify staff in the event of absences, and restrictions against violence, and drug and alcohol possession, among other things (A copy of this contract is in Appendix E).

Success is gauged by a 300-point system. Participants must regularly attend, actively participate, and demonstrate consistent good behavior in order to earn all 300 points and be successfully discharged from the program. The maximum number of points is six per day. It is estimated that if a youth earns all six points per day, then he/she will complete the program in 10 weeks. Failure to abide by all rules and expectations, to be consistently present, or to be engaged in activities and MRT can result in loss of points. Participants may eventually be removed from the ERC program for consistent non-compliance. Also, a single serious infraction at the Center, violation of probation conditions (such as failing a drug test), or arrest that results in violation of probation may also result in termination from the program. However, youth can be returned to ERC for a second, and even a third opportunity of program involvement. Even initially successful program completers are, in some instances, extended an opportunity to return to the program. With few exceptions, as initially designed, no youth would be able to graduate from ERC without successfully completing MRT.

The ERCs are staffed by an ERC Probation Officer (P.O.) and a Program Assistant. The Court Services' Juvenile Program Coordinator supervises these positions at both sites, and the Director of Court Services supervises her. The ERC Probation Officers are responsible for the day-to-day operations of the ERC, including transporting youth to and from ERC daily, coordinating and managing ERC activities (although some are run by specialized staff, volunteers or other agencies), overseeing the preparation or purchasing of meals which are provided nightly by the program, maintaining control, and imposing discipline as necessary. The Assistants help with these duties as needed. In addition, both staff members offer homework

assistance and tutoring, and spend a great deal of time interacting with the youth informally. The youth seem to enjoy casual socialization with the staff while at ERC, and also confide problems to the staff and look to them at times for support, encouragement, and help with their problems.

The title of ERC P.O. is somewhat misrepresentative. The ERC P.O. does not carry a caseload of all the juveniles that are assigned to him for supervision as part of ERC. Rather, with the exception of youth sent to ERC as a community referral, youth on probation are under the supervision of another Juvenile Probation Officer. For the community-referred caseload under his supervision, the ERC P.O. requests information regarding client progress and problems from parents, school personnel, and other service providers that see their clients, and reciprocates with ERC updates as appropriate. For the other youth, the supervising Juvenile Probation Officer performs these information-gathering functions. The ERC P.O.s are responsible for maintaining records of participation and documenting entry to and exit from the program for all youth that participate in the program. They gather information from participants' court records, the referring agency/individual, and communicate information relevant to program participation as well as progress and problems with the supervising Juvenile Probation Officers. Some of this is done informally, when the P.O.s drop by the ERC to check on their clients. The ERC P.O. also submits a monthly progress report to the P.O. that is placed in the youth's file.

Although the Juvenile Program Coordinator must approve all decisions to remove or graduate youth from ERC, these decisions are shaped heavily by input from the ERC P.O. and Program Assistant. Supervising Juvenile Probation Officers make recommendations regarding program failure, and the impact of how probation violations and new offenses should affect ERC participation as well.

Generally, ERC time is spent on homework assistance, and taking part in classes or services provided at the sites or dining. There is free time as well, when participants can play sports inside or outside, use computers that are available, and play electronic or board games. At times, the staff imposes some structure on these activities, or may, for instance, try to make computer play educational. Other times it is fairly unstructured and based on the individuals' selection of activities. In addition, staff has arranged off-site activities such as going to the local bowling alley or pool hall, or special field trips to places like the St. Louis Zoo and Fox Theatre. Typically, participation in these outings is contingent on good behavior and serves to reinforce positive behavior in the program setting. Guest speakers are also invited to make presentations at the ERCs. Often these are persons who were raised in the same or similar disadvantaged communities in which the participants live. Their role is to provide encouragement, to motivate the youth to succeed, and to serve as proof that it is possible to overcome adversity. Also, some youth who have graduated from the program are allowed to return and interact with current participants, providing leadership and modeling good behavior.

## **B. Moral Reconciliation Therapy**

Moral Reconciliation Therapy is one of the special services that have been provided by the evening reporting centers, and represents the only component that is an intensive, theory-based structured intervention. MRT is designed to increase levels of moral reasoning and empathy, help youth accept responsibility for their problem behavior, and aid them in making better decisions and setting productive and meaningful life goals. As initially envisioned, ERC youth participate in a MRT group one night a week, and this group is conducted by one of two trained facilitators. Both facilitators, one the Juvenile Program Coordinator and the other a Juvenile

Probation Officer, had run MRT groups as part of other Court Services programs prior to the opening of the ERC programs. Both had participated in the training offered by Correctional Counseling, Inc. a company owned and operated by MRT developers Little and Robinson.

Participants in MRT progress through a series of steps designed to help them learn the impact that their decisions have had on others and the importance of considering the needs and feelings of others in their decision-making. Each youth is provided with a workbook that describes the program steps and contains the exercises they must complete. The workbooks cost \$25.00 each, and are initially purchased by Court Services. To help defray program costs, the youth reimburse Court Services for the workbook, generally at a rate of \$3.00 per week. If they lose their workbook, they are expected to purchase a new one before they can proceed further in the program. However, staff acknowledged that many youth are too poor to pay the fee, and they have on occasion waived it.

Group members provide feedback and vote on one another's progress, but the facilitator is ultimately responsible for deciding who completes a given step, and at what point a youth permitted to graduate or be terminated from the group. The group, like the ERC, is open-ended so that youth can be admitted and graduate at any time, rather than as a single group. Thus, participants are at varied stages (steps) in the program, and proceed at their own pace. They graduate the program after successfully completing the 12-step program (there are four more optional steps that a participant may choose to complete).

While Court Services staff did not consider MRT to be the central or "cornerstone" program of ERC, or the primary reason for referring youth to ERC, it does play a more prominent role than do other activities and services. Primarily, this is because the ERC

300- point system is structured such that graduation from MRT is a mandatory condition for ERC completion. While youth are generally expected to participate in other classes and activities, the expectation of successful completion in order to satisfactorily complete the overall ERC program only applies to MRT. Youth also use their time at ERC to complete MRT exercises and seek help from the ERC P.O.s and Program Assistants with this as needed. It is important to note that neither the ERC Probation Officer nor Program Assistant job description calls for a formal role in MRT beyond the provision of this general assistance.

Initially, both sites hosted MRT groups. However, due to problems that are explored in detail in Section V of this report, the delivery of MRT was terminated in Jefferson County in mid-year 2003.



## **SECTION V: PROCESS EVALUATION**

Consistent with The Authority's expectations, we conducted both process and outcome evaluations of the Moral Reconciliation Therapy of the Franklin and Jefferson Counties Evening Reporting Centers. This section describes our methods and findings for the process evaluation component, Phase II of our evaluation plan. The methodologies for both sites were the same. The process evaluation focused on the manner in which the program was implemented, the extent to which implementation conformed to the original plan (as described in the grant proposal), how the target population was identified, mechanisms for program referrals, service delivery, and specific program activities. Further, we examined information sharing, service coordination, and collaboration among Court Services staff, as well between Court Services and other community stakeholders.

### **A. Process Evaluation Methodology**

Our study design relied on a technique known as triangulation, in which multiple data collection methods and sources, and outcome measures are utilized. Data collection was ongoing throughout the 18-month evaluation period. We collected qualitative data, via structured interviews, field observations, and by document review. We also collected quantitative data, pertaining to the number and types of youth served, for descriptive purposes. These data provided a framework for understanding program structure, the service delivery model, the steps involved in implementation, and how key informants perceived the program.

## Qualitative Data Method Collection:

### 1. Structured interviews

We used two interview formats and conducted interviews with twenty-one individuals identified as having some level of association with the Evening Reporting Centers operating in Franklin and Jefferson counties. Interviews of direct line administrators and staff of the Evening Reporting Centers were conducted in person, using the Key Informant Interview Protocol (See Appendix F). Some of these individuals graciously agreed to be interviewed more than once, to verify data previously collected, to probe certain issues of interest, or to discuss changes that had occurred since earlier interviews. Another sample of subjects identified as community stakeholders<sup>2</sup> were interviewed by telephone, using a shorter form, the Community Stakeholder Interview Protocol (See Appendix G). All interview subjects signed consent forms that were approved by the SIUE Institutional Review Board. The consent form used is available in Appendix H.

These structured interview protocols were utilized to gather a wide variety of data about program implementation and collaborative efforts. While the interview formats were similar for all subjects, and contain some common questions, parts of each interview were specifically tailored towards the informant, depending on his or her role and their relationship to the program. Questions were primarily open-ended, and respondents were encouraged to elaborate on responses in order to achieve a full understanding of program functions, staff's role in regard to the program, existing collaborations, and how respondents perceived the program. In our

---

<sup>2</sup> This was for the purpose of clarity in distinguishing between the two samples, although we realize that the "informants" also have a significant stake in this project, and the "stakeholders," too, provided key information.

analysis, we examined consistencies and inconsistencies across respondents' comments to identify recurrent themes and meaningful patterns in responses.

The two interview samples were selected (a) based on findings of the document review; (b) recommendations from the Court Services Administrator; and (c) via a "snowball sampling method," whereby we solicited recommendations of who should be interviewed from other interview subjects.

A list of all interview subjects, their position, agency affiliation, and the type of interview they participated in is provided in Appendix I. The list indicates whether they were interviewed more than once, and which county they represented, or if they represented both counties.

## **2. Field Observations**

The evaluation team made a visit to each site to observe overall ERC, and an additional one to observe MRT at Franklin County. We were only able to observe MRT at Franklin County because the intervention was terminated in Jefferson County shortly after we began our evaluation and before we had an opportunity to observe it. The purposes of the field observations were to learn more about how the youth typically spend their time while at ERC/MRT, and to observe their interactions with one another and with staff. Further, we were interested in observing the facilities in which the programs were housed and assessing contextual features that may affect implementation and outcomes.

## **3. Document Review**

We requested and reviewed all documents and materials pertinent to the development and operation of the ERC/MRT. This included: (a) written policies Court Services developed for ERC and MRT (for instance, program attendance and dismissal policies, participation protocols

etc.), (b) MRT and other service providers' job descriptions, and (c) the MRT treatment workbook and Facilitator's Handbook. These materials aided us in understanding program intent, objectives, and how information is shared with participants and collaborative partners.

The evaluation team was granted Court approval to review confidential files and records. During a site visit to each respective site location, files maintained by the Juvenile Probation Officers were examined to determine how they were organized and what types of data they contained.

### **Data Analysis**

Qualitative data from interviews, field notes and program documents were analyzed for key themes. This included a systematic examination of implementation and various stakeholders' understanding of the program structure, objectives, and purpose. We closely examined how project implementation has unfolded over time, barriers to implementation, what kinds of adjustments have been made in the implementation process, and the apparent effect of these adjustments. The qualitative data provided a framework for understanding program structure, the service delivery model, the steps involved in implementation, and how key informants perceived the programs and their effectiveness.

### **Quantitative Data Method Collection:**

#### **1. Service Statistics**

We collected data on the number of youth served and time spent in the programs for descriptive purposes, and to assess completion rates, and how frequently youth are re-enrolled in the program. We also collected data on characteristics of participants, such as age, gender, race,

referring offense type, and route of referral to the program. This descriptive data was requested and received from each Evening Reporting Center for a reporting period of February 1, 2002 to June 30, 2004.

## **B. Focus of the Process Evaluation**

Through the use of the triangulation research approach several common themes, sometimes issues, emerged regarding several aspects of program delivery that served as main focal points of our process evaluation component as presented below. Although we did not conduct separate evaluations of the program sites, and do not intend to offer a comparative analysis here, we did observe a number of features and operational issues that were common across both sites and a few significant differences which are presented here.

### **ERC Overview**

#### **Program Admission and Referral Routes**

We began our process evaluation with an examination of how youth are admitted into the program. We found that there are no firm criteria for admission to ERC. In order to participate, youth must reside in the county where the program is offered, and they obviously cannot be incarcerated. Both boys and girls may participate, and the age limits of participants thus far has ranged from 10 to 17. Youth may have committed property offenses, or offenses against a person, and may or may not have prior arrests. Participants enter ERC after referral and an initial interview conducted by program staff.

Juvenile Probation Officers have a great deal of discretion in whether or not they choose to send a youth to ERC. As a result, this has created varying patterns of referrals to the program.

For instance, we noted that referrals were not evenly dispersed across the Juvenile Probation Officers in Franklin County even though their caseloads were divided randomly (alphabetically). Also, community stakeholders who sometimes refer youth to the program had varying perspectives of the “ideal candidate”. Some of these people believed firmly the program was best suited for “at-risk” youth who had very little history of delinquency, or were only status offenses. Others, though, saw it as an intensive intervention that should be reserved for more serious offenders. Only three types of youth were consistently mentioned as not suitable for ERC. These were: (a) youth that presented a physical danger to other youth or staff; (b) youth from homes with stable families and good parental supervision; and (c) youth on athletic teams at school that generally hold practice during after-school hours.

As stated earlier, youth may be referred to ERC through multiple routes. Judges can court-order a youth to participate, Juvenile Probation Officers can attach participation as an initial condition of probation, or as a sanction following a violation, and the State’s Attorney can divert youth to ERC in lieu of formal Court adjudication. Also, although ERC/MRT operate as programs of the county judicial circuits; youth may be referred from the community without having ever been arrested or referred. These referrals may emanate from community truant officers, school personnel, law enforcement, or parents/guardians of the youth. However, some persons representing agencies in the community that Court Services identified as referral sources were not aware they could make referrals, or the process with which to do this. Similarly, while parents, too, are permitted to make referrals directly to the ERC for inclusion of their child, there was no clear mechanism for how this might be done, or criteria for accepting or rejecting a parent referral. The practice of accepting community referrals sprung up fairly informally in both

counties, and it appears that the level of knowledge regarding this practice across relevant community entities is rather uneven.

### **Location and Facilities**

The Franklin County Evening Reporting Center opened in February 2002 in an old community building in Benton, that a Court Services staff member secured as a donation. The program continued to operate at this location until early 2004 at which time a new detention center was opened in the county and became the new site location. ERC as delivered in Franklin County operates in isolation from other youth based programs. This is an advantage, in that there are not disruptions or conflicts from other programs related to scheduling times to use resource facilities (such as the recreation area or program rooms.) The downside, however, is that there is not an opportunity to share resources with the other programs. ERC, in fact is the only program resource that Court Services operates in Franklin County, and there are very few other programs operated by other agencies – and none designed to specifically serve juvenile offenders. Key informants describe Franklin ERC as the “only game in town” for at-risk and delinquent youth.

Scarcity of resources for serving juvenile offenders is a common problem in rural areas such as Franklin County. Often, participants must drive or be transported considerable distances to program sites, which reduces the amount of time available for receiving programming. There is not a public transportation system that serves the area. ERC staff transport youth to and from the program to ensure they are able to attend. It typically takes an hour to take all youth home, and may take longer if staff takes time to talk with parents. Transportation to the program site generally does not take as long, as the youth are picked up directly from the schools. Since Benton is one of the largest communities in Franklin County, most referrals to the program are

from Benton. However, Court Services accepts referrals of youth from other surrounding communities, and makes the commitment for staff to transport these participants. While time-consuming, the staff members have recognized that this presents a valuable opportunity for bonding and informal counseling with the youth.

The Jefferson County Evening Reporting Center opened in March 2002 in the community of Mount Vernon. Although the court and program serves youth from the entire county, key informants reported that most of their clients are Mt. Vernon residents. They suggest that the factors that influence juvenile crime and program operations in this county are a product of Mt. Vernon, rather than the surrounding rural areas. Although African-Americans represents only 12% of Mount Vernon's population, we noted that black males are heavily represented in the ERC population. Jefferson County operates its ERC out of an old school building that it shares with two other youth-based programs. These two programs, "Mission Possible," and "Operation Your Choice," share areas used for recreation, program activities, and meals for part of each evening. The evaluators observed that there is constant activity, increasing the demands on staff, and the noise level is quite high during the hours the programs overlap. Furthermore, the situation exacerbates the problem of mixing youth with varied degrees of development and problem behavior. For instance, Mission Possible youth are not court-involved. Rather, they are apparently referred to the program by school personnel who observe emerging but not serious behavioral problems. Because ERC accommodates youth with more serious delinquent behavior, it is likely that this mixing of populations may be of greater concern for the Mission Possible program than for Court Services.



### **Hours of Operation and Program Attendance**

ERC participants are expected to attend five days a week from 4:00 p.m. – 8:00 p.m. The only exceptions that are noted in advance are holidays. However, the Centers have had to close for snow days, and on some occasions when one of the two staff persons who operate a Center was ill or had a personal emergency. When this occurs, the expectation is that someone from Court Services notifies the participants and parents. The Juvenile Probation Officer is then expected to make a home visit, or otherwise verify the youth are at home during ERC times, or at minimum, by curfew, for those participants on probation. It is not clear how effectively this is accomplished on short notice.

Two community stakeholders in Jefferson County expressed concerns that the ERC hours of operation are not consistent, and reported it being closed unexpectedly when they went on site to visit youth for professional purposes. Court Services staff did not provide specific information on how frequently the Centers have unscheduled closings. They advised, however, they make every effort to monitor the youth in the community when this happens. This problem is primarily a function of the small staff size and is difficult to avoid. It may be advisable to train Juvenile Probation Officers to act as back-up ERC personnel in the event of an emergency, to ensure continuity in operations.

### **Program Expectations and Rules/Regulations**

When admitted to ERC, each participant signs an Evening Reporting Contract as well as a set of program rules and regulations (See Appendix E) that outline program expectations which they agree to abide by. These program expectations include items such as attending all sessions, actively participating, and treating all group members and staff with respect and dignity. These

program expectations are also posted visibly on the wall at each ERC facility to help ensure participant familiarity and compliance. The parent/guardian of each child admitted to ERC (currently only for Franklin County) signs a Moral Reconciliation Therapy referral form indicating their willingness to have their child attend and participate in MRT and to make payment of the \$25.00 workbook fee. The youth also sign off on this referral form, which is accompanied by a set of MRT group rules they agree to abide by (See Appendix E). These respective ERC/MRT rules/expectations are the same for community referral participants as they are for youth directed in by Court Services. Court Services, however, has no formal authority over the community referral group, and thus no leverage to enforce rules. Program staff report that sometimes it can be challenging to gain compliance from these youth. Although they can be removed from ERC for failure to comply, they face no other consequence. Thus, in the absence of any negative reinforcement for non-compliance, it may be advisable for ERC to focus on using incentives (the use of recreational equipment, games, and field trips) to positively reinforce good behavior.

Good behavior and active participation is positively reinforced through the programs' point system. Participants must accumulate all 300 points in order to graduate, and abide by the general terms of their supervision in the community. They also must have earned as many points as they are eligible for to attend some of the field trip outings that have been offered from time to time. The ERC Probation Officers, along with their Program Assistants, have significant discretion in handing out points for general day-to-day behavior and participation quality. However, they appear to be a great amount of consistency in how they describe how they assess behavior and give points.

## Organizational Structure

The organizational structure for both the Franklin and Jefferson Counties Evening Reporting Centers are identical. At the top of the structure is a very innovative Chief Judge who is very instrumental in leading discussions at a conceptual level of what types of programs and services will best meet the needs of at-risk or delinquent youth in the Second Judicial Circuit. The Director of Court Services is responsible for determining and locating the resources (funding, site locations, staffing) needed to operationalize this vision and serves as a troubleshooter if and when major problems occur in the delivery of program and services. The Juvenile Program Coordinator is responsible for overseeing the implementation and coordination of programs and services. As described by the Court Services staff during our preliminary project meeting, both ERCs were staffed by an ERC Probation Officer and a Program Assistant. The ERC Probation Officers indicated their duties as being responsible for the day to day operations of ERC – including coordinating and managing ERC activities, maintaining control, and imposing discipline as necessary. The Program Assistants indicated that they assisted the ERC P.O.s with these duties as needed. ERC staff members are consistently present during all program activities, functioning not only as supervisors, but also in an informal mentoring role. There are multiple opportunities for informal counseling/mentoring/bonding to occur in the program setting.

One change in staffing was noted during the evaluation period. The Franklin County ERC Program Assistant left her position in mid 2004 to accept another position with Court Services. A new Assistant has replaced her. During the final month, we learned of the impending departure of the Jefferson County ERC Program Assistant. No decision regarding her replacement had been made at that time. During the process of conducting the Stakeholder Surveys, we noticed

several of the staff from other community agencies had also left their positions. Some had moved to other agencies whose staff was interviewed.

### **Other Program Activities (Non-MRT) and Services**

During our site visits to the Franklin and Jefferson Counties Evening Reporting Centers we found the youth engaged in the types of activities and receiving the types of services as generally described by the Court Services staff during our preliminary project meeting. After being transported to the program by ERC staff, the youth typically start their program involvement by working on their homework with the assistance of program staff as needed. It was pointed out that some of the youth in the program (in particular at the Jefferson County site) are in special classes for learning and behavioral disorders, such as Attention Deficit Disorder. Sources report that typically these students are not assigned homework. Each night of the week the youth were provided an opportunity for free time in which they could play sports inside or outside (weather permitting), use the computer, or play electronic or board games. Each night they were responsible for cleaning activities. When funds are available, youth who are earning their program points as expected are taken on special field trips. They have been taken as far as St. Louis to visit the St. Louis Zoo and to attend a Cardinals baseball game.

Specific activities, services, and service providers varied across sites depending on resource availability. For a period of time art therapy classes were offered one night a week, and continued for at least one year. The classes were not originally planned as a part of ERC, but rather resulted when a community artist was assigned to offer the services as a community sentence for a DUI offense. This individual and his sessions were so well received that he continued to offer the service voluntarily following completion of the community service

condition. However, he ceased offering services sometime in 2004. Though Court Services described the service as “art therapy”, it is not clear to what extent there were therapeutic objectives or to what extent it was tied to individual needs. It appears that what was provided was more of an art class and recreational outlet, though the possibility to which this may have been therapeutic for some participants should not be discounted.

At both sites, youth may receive substance abuse intervention services, which include screening and intervention services. Treatment Alternatives & Safe Communities (TASC) agency brings these services to Jefferson County and in Franklin County these functions are handled by Franklin-Williamson Human Services. The ability to offer this on site is clearly an asset, since many ERC participants already have substance abuse problems, or at high risk to develop these. Despite the fact that these agencies are at the Centers typically one night per week, and ERC staff reported fairly regular interaction with them, ERC staff were not entirely sure what they do while there. They were uncertain whether substance abuse staff came on site to conduct screenings, counseled, tested, or teach prevention classes. They indicated these issues were “private” and that confidentiality may restrict what they could learn about a youth’s involvement if they were to ask. They did not consider it critical to know the exact intervention youth receive. No data were available indicating the number of youth who have received these services, their characteristics, or whether these youth had more or less successful outcomes in ERC than others who did not receive these services. This suggests that opportunities for better understanding participating youth’s problems, monitoring their progress, and creating comprehensive plans for treatment are not available. Similarly, though youth are permitted to leave ERC to attend family or individual counseling in the community, ERC staff do not seek out

information on the nature of these interventions, or ways in which they might facilitate success in an intervention through their relationship with the youth while at ERC.

Meals are provided nightly at both sites. At the Jefferson County site, food was generally purchased through various grant funds and the Court Services budget from local fast-food restaurants, and picked up and brought to the site by the ERC P.O. or Assistant. At the new Franklin County site, ERC is able to take advantage of having meals as prepared by the Detention Center. Participants have also received instruction on meal preparation and have prepared their own meals through use of the Detention Center's kitchen.

We found it somewhat problematic to get precise information regarding the exact nature, target population, and timeframe for other activities in Jefferson County. Much of this stemmed from the mix of programs offered concurrently in the same facility. Key informants presented somewhat different information on these services, who attended, and when they were offered. It does appear that MRT was not directly replaced with another single activity, though we know there have been other classes available to the Jefferson County ERC youth at various times. These include the life skills program that is part of the Mission Possible program, an anger management program, and recently, Aggression Replacement Training (ART). For instance, it was not clear whether the "anger management classes" some persons indicated were available were the same as the ART program. Also, while a key informant with Court Services advised that the life skills classes were the replacement for MRT, the Mission Possible Director was not aware that ERC youth routinely took part in these. Also, we were told that parenting classes were being offered to youth during 2004, because several participating youth were already parents or were known to be engaging in premarital sex. However, the time when these classes began or whether the target population was all of ERC or only selected youth was not clear.

The changing mix of activities offered by ERC appears to be strongly dependent on what funding becomes available. We recognize the dilemma that Court Services has faced with fluctuating availability of resources, and acknowledge their innovation in finding activities that are useful in holding the youth's interest. However, the lack of consistency in programming is problematic. First, it creates a challenge in evaluating the programs. If ERC produces positive results with one group of youth, or during one period of time, based a given activity or a set of activities that is later change, there is no guarantee the same outcomes will be produced. Further, if a service or activity is terminated during a youth's enrollment, he or she may not reap the full benefits that activity/service could have provided. Finally, these youth who have little structure in their homes, could benefit from a consistent program structure and clear expectations regarding what will be expected of them during their time at ERC.

### **A Focus on MRT**

In the request for proposal for an examination of the Moral Reconciliation Therapy at Franklin and Jefferson counties, MRT was described as the "cornerstone" of the Evening Reporting Center program. While Court Services staff did not consider MRT to be the central or "cornerstone" program of ERC, it was indicated that MRT did play a more prominent role than do other activities and services. This is reflected by the program design decision to structure the ERC point system so that graduation from MRT is a mandatory condition of their ERC completion. One and a half to two hours of one night of ERC programming would be devoted to the delivery of the MRT. During other nights of the week, youth could use program time to complete their MRT exercises, seeking help from the ERC P.O. and the Program Assistant as needed. It was the position of Court Services that an intervention was needed as part of the ERC

programming that would help youth make better decisions and help them accept responsibility for their problem behavior and realize the effect these behaviors had on others. Court Services adopted MRT as the vehicle to be utilized at both sites.

Although the MRT model and method of service delivery was the same, the MRT experience has been quite different across each site. Before we even had an opportunity to observe MRT at the Jefferson County site it had been terminated. After a discussion of how MRT generally operates and what was observed in Franklin County, this section will briefly address the decision to terminate MRT in Jefferson County.

At the Franklin County site, and when it was offered in Jefferson County, all ERC youth (with a few exceptions made for the youngest clients) attended the program once weekly. MRT was presented in a group format. Group size was noted for varying in size, with as few as five or as many as fifteen participating dependent on the enrollment in ERC at the time. The groups were lead by one of two facilitators: one the Juvenile Program Coordinator and the other a Juvenile Probation Officer. Before an agency can implement MRT, persons designated to serve as group facilitators are expected to participate in an intensive 32-hour course, offered over a four-day period by Correctional Counseling, Inc. Both facilitators had met this basic training requirement. One facilitator indicated she had received additional MRT training several years ago, but was not certain if it qualified as the advanced training offered by the company. Correctional Counseling offers free assistance over the telephone to any trained facilitator, and is willing to view videotapes of MRT sessions and provide facilitators with feedback on their techniques if requested. Both facilitators indicated that they were not aware of this service, and thus had not taken advantage of it. Both indicated that they have participated in state-wide networks and forums hosted by The Authority for juvenile justice practitioners in Illinois who



use cognitive-behavioral treatment approaches. One facilitator described this as a resource and “support group” for treatment providers that she found somewhat helpful.

Mirroring ERC’s revolving door phenomena, where there are no fixed start or end program dates, there is a constant flux of youth in and out of MRT. As a result there is a potential for a great amount of variation in the level of treatment delivered in a given session. While one or two of the participants might just be beginning the process at steps 1 or 2, another youth might be at step 5 and yet another just about ready to complete the process at step 11. Further complicating the delivery of MRT is the potential mix of ages, reading levels, developmental levels, and learning and behavioral disorders which might be represented by participants attending ERC at any given point of time.

Key to participation in MRT is the completion of workbook exercises. Although MRT requires substantial reading and comprehension skills<sup>3</sup>, participants are not barred from participation if they cannot read or have learning disabilities, and there are no criteria concerning youth’s level of development. Many participants have learning and behavioral disorders, but these do not automatically preclude referral to ERC, and therefore at Franklin County, to MRT. There was some expressed concern whether youth were capable of comprehending and applying the material, which many regarded as too complex, and in places, too abstract for their clients, especially in regard to latter steps of the MRT process.

In May of 2004, the evaluation team was permitted to observe a Franklin County Evening Reporting Center MRT session. The purpose of this observation was to enhance our understanding of the (a) nature of interactions between the MRT staff and group members; (b) group structure and dynamics; (c) facilitator strategies for introducing and processing the

program material; and (d) the general types of information youth share in these sessions. The team members recorded notes and indicated presence of certain factors using an Observation Checklist (See Appendix J).

It is important to stress that our observation of this session was not, and could not be, the sole basis for any conclusions and recommendations we make in this report in regard to MRT service delivery. Further, the purpose was not to evaluate the performance of the individual facilitator. Rather, the observation data complemented and supported data from other sources. For instance, both MRT facilitators participated in interviews in which they discussed service delivery issues, approaches they used, and their understanding of MRT objectives. For these reasons, our team did not find it necessary to conduct additional observations.

During the group session we attended we were able to observe the process of workbook (exercise) presentations by the participant youth to their peers. (It was noted that these client workbooks as well as the Facilitator's Handbook, must be purchased from the program developers company Correctional Counseling, Inc., photocopying of these materials is prohibited). These peers provide feedback on what was presented and voted on whether or not the various presenters should be allowed to progress to the next MRT step. The youth generally were well mannered and actively engaged in the process, which might to some extent been a result of our observing them (a phenomenon known as the "Hawthorne Effect" in which subjects under study behave differently as a result of being studied). One young male sat through the group session, but was not allowed to actively participate in the MRT discussions for the evening because he had failed to bring his workbook. The facilitator explained the importance of his

---

<sup>3</sup>A staff member contacted at Correctional Counseling, Inc. reported that the MRT Juvenile Workbook is written at the 3rd grade level.

finding the book and bringing it to the next MRT session. Although she did not participate, the ERC Program Assistant was present at the session.

During interviews with the group facilitators they shared numerous MRT related stories, reflecting both positive and negative experiences. For instance, one shared an anecdote concerning a girl who had begun to repair a strained relationship with her mother, after expressing her feelings to her mother in a letter, as part of her MRT work. On the negative side, a facilitator also shared that she has treated youth who have siblings or friends who have gone through MRT, and they rely on tips from them to try and “beat” the program, rather than genuinely committing to the process.

The expectation is that MRT completion is required before a youth can graduate from ERC. Nevertheless, we learned a few youth did graduate ERC without completing the MRT steps in full. They were encouraged to complete the remaining steps on their own, and if they chose, could voluntarily return and seek feedback from the facilitator. However, this was not required. Recognizing this is not a common practice, we recommend it not be used at all, as there is no incentive for these youth to follow through with completion.

As previously mentioned, we were only able to observe the program in Franklin County, because MRT was terminated in Jefferson County shortly after we began our evaluation, and before we had an opportunity to observe its operations there. The primary reason for the disbanding of MRT was that it was not amenable to the youth at the center. Youth in Jefferson County did not take to the program enthusiastically and seemed to view it as little more than another burden imposed on them, rather than an avenue towards positive change.

The MRT model stipulates that in order to improve moral reasoning the following elements must be in place:

- Participants must become honest at the beginning of treatment.
- They must display trust in the treatment program, other participants, and staff.
- They must become honest in their relationships with others and actively work on improving their relationships.
- Participants must begin to actively help others and accept nothing in return (Little & Robinson, 1988).

According to key program staff, Jefferson County participants did not demonstrate these characteristics, and this appears to be at the heart of why MRT was not successful at Jefferson County. When it was determined that MRT was becoming counterproductive, it was the decision of the Program Coordinator, with support from the Court Administrator, to terminate operations at that site. Youth at this site tended to have more serious offenses than Franklin County youth, were seen as more criminally sophisticated, and many were gang-involved. Nearly all were African-American males, and the facilitator, a white woman, reported she had tremendous difficulty building rapport with them, particularly with the final group in progress when the decision to terminate was made. It should be noted that this facilitator had previously served as a MRT facilitator with SHOCAP youth, and described that experience as relatively successful.

Because the Program Coordinator felt that her race may have been a barrier to her establishing rapport and trust with participants, she invited the Program Assistant, an African-American woman, to co-lead the group. While this arrangement seemed to improve the level of trust and rapport for a time, ultimately staff still viewed the ERC Jefferson County participants as not amenable to MRT, and the program was abolished shortly after the Program Assistant became involved. While participants' ability to read and comprehend the material presented an obstacle, their lack of trust, commitment, and willingness to accept the treatment process played a more significant role.

As the evaluation period drew to a close, we were advised that the Court Services unit had begun to implement another cognitive-behavioral program, Aggression Replacement Therapy, as part of the ERC in Jefferson County. In light of this information, we offer recommendations in this report that may be useful in implementation of this program, or similar cognitive-behavioral approaches.

### **Community Collaboration and Information Sharing**

In terms of assessing the degree of collaborative networking, the evaluation team found some evidence of local forums for collaborative treatment planning and the sharing of information regarding client progress and concerns between the Court Services staff and other community organizations that work with youth. Both Franklin and Jefferson Counties have formed alliances with community agencies that serve youth so as to increase service availability. In Franklin County, there are fewer resources, formal structures, and henceforth collaboration has not achieved the same breadth as it has in Jefferson County.

In Jefferson County, where there are a number of service providers and community resources, there are more formal opportunities for collaboration. There is evidence of a community-wide mission and vision for change in place. There are two routine meetings at which youth service professionals convene and discuss common issues. This could be an excellent opportunity to ensure continuity in the types of interventions to which youth are exposed, and approaches for addressing delinquency in the community. However, despite this, many area service professionals were not entirely clear in their descriptions of other organizations, the types of clients they serve, and the nature of interventions they offered. For example, most professionals from other agencies in both counties who have worked closely

with ERC youth and participate in these forums, reported knowing very little about MRT, and some were not aware it existed. MRT tenets were not used as a basis for understanding progress and change. Similarly, Court Services staff was not informed about the work done by the agencies that offer substance abuse screening and treatment. Finally, the process through which Court Services and other agency staff tend to share information about mutual clients appears fragmented across participating agencies.

### **Data Collection and Management**

The evaluation team was granted Court approval to review confidential files and records. During a site visit to each respective location, files maintained by the Juvenile Probation Officers were examined to determine how they were organized and what types of data they contained. Although similar data sets were evident in each file reviewed -- for example the youth's name, date of birth, offenses committed -- there was a great amount of variation in how this data was presented in files and in the availability of other support materials such as documentation regarding service provision or school performance. It was determined that the most feasible means for obtaining the data we needed for evaluation was not to utilize a file-by-file approach but to request data runs from what was available from the information that had been entered into the Probation Offices' computerized systems.

We determined that we wanted to collect data on the number of youth served and time spent in the program for descriptive purposes, and to assess completion rates, and how frequently youth were re-enrolled in the program. We also wanted to collect data on characteristics of participants, such as age, gender, race, referring offense type, violations and new offenses and route of referral to the program. This descriptive data was requested and received from each

evening reporting center for a reporting period of February 1, 2002 to June 30, 2004. Some of the data requested such as the number of youth served, time spent in the program, and program repeaters was maintained by ERC Probation Officers in a rolling tally. Other requested data such as referring offense type, violations and new offenses had to be obtained through the computerized systems of the Probation Offices. The Franklin and Jefferson Counties Probation Offices do not utilize the same computer systems, which resulted in differences in the types of data available, how this data was generated, and how it was formatted for our consideration. Another major point to be noted in regard to ERC/MRT program data is that the Probation Offices did not maintain files on community referral youth. Toward the end of the program examination period, we found that community-referred youth began to represent a substantial percentage of youth served at both evening reporting site. The lack of available data (in particular) in terms of the types of deviant behavior these youth may be engaged -- for example from truancy to minor crimes in which they have never been officially charged -- hampered our ability to assess the impact of program delivery of ERC/MRT in reducing delinquent behavior.

### **ERC Population Served**

The following profiles have been developed to provide a brief summary of the program descriptive data as reported by the Evening Reporting Centers:

## Summary Profile Franklin County ERC

Reporting Period: 02/01/02 to 6/30/04

### Number of Cases:

- 98 cases of youth participating in ERC were identified

#### Of these 98 cases

- 83 of the youth had participated in ERC 1 time (84.7%)
  - 6 had participated in ERC 2 times (6.1%)
  - 1 had participated in ERC 3 times (1.0%)
  - Totaling: 7 program repeaters (7.1%)
    - & 1 Multiple repeater (1.0%)

### By Gender

- 65 of the 98 cases of youth participating in ERC were Male (66.3%), while 33 (33.7%) were Female.

### By Race

- Of the 98 of youth participating in ERC all were White (100.0%).

### By Age

- The mean program start age for the 98 cases was 15.

The following table provides the 98 cases by age category:



<b>Age</b>	<b>#</b>	<b>%</b>
10	1	1.0
11	2	2.0
12	4	4.1
13	5	5.1
14	17	17.4
15	34	34.7
16	21	21.4
17	14	14.3
	<b>98</b>	<b>100.0</b>

- Participants 15 years old represented the largest percentage (34.7%) of the 98 cases, followed by those 16 years of age (21.4%) and 14 years of age (17.4%).

### **By Referral Type**

- The following table provides the 98 cases by referral type:

<b>Referral Type</b>	<b>#</b>	<b>%</b>
Community	17	17.3
*Community/Diversion	1	1.0
*Community/Probation	3	3.1
Diversion	29	29.6
Supervision	17	17.3
Probation	31	31.7
	<b>98</b>	<b>100.0</b>

\* Note that the categories of community/diversion and community/probation represent cases where the participants initially enter the program as community referrals but then were involved in delinquent behavior that resulted in files being opened on them in the Probation Office.

- (82.6%) of the 98 cases were associated with the Probation Office, while (17.3%) represented Community Referral cases.

- Repeaters by Referral Type:

	<b>#</b>	<b>%</b>
Community	1	12.5
Supervision	2	25.0
Probation	5	62.5
	<b>8</b>	<b>100.0</b>

- Probation represented the largest percentage of program repeaters (62.5%).

**By Program Completion**

- The following table provides the 98 cases by completion type:

<b>Program Completion</b>	<b>#</b>	<b>%</b>
Successful	72	73.5
Unsuccessful	21	21.4
Suspended	1	1.0
Residential Placement	2	2.1
IJDOC	1	1.0
Still In	1	1.0
	<b>98</b>	<b>100.0</b>

- Of the 98 cases of youth participating in ERC (73.5%) completed successful, while (21.4%) were unsuccessful.

**Completion By Gender**

<b>Male</b>	<b>#</b>	<b>%</b>
Successful	48	73.9
Unsuccessful	13	20.1
Suspended	1	1.5
Residential Placement	1	1.5
IJDOC	1	1.5
Still In	1	1.5
	<b>65</b>	<b>100.0</b>

<b>Female</b>	<b>#</b>	<b>%</b>
Successful	24	73.0
Unsuccessful	8	24.0
Suspended	0	0.0
Residential Placement	1	3.0
IJDOC	0	0.0
Still In	0	0.0
	<b>33</b>	<b>100.0</b>

- (73.9%) of Males participating in ERC completed the program successfully; similarly (73.0%) of Females were successful.

**Completion By Age (Based on a Mean Age of 15)**

<b>Under 15</b>	<b>#</b>	<b>%</b>
Successful	18	62.1
Unsuccessful	9	31.1
Suspended	1	3.4
Residential Placement	1	3.4
IJDOC	0	0.0
Still In	0	0.0
	<b>29</b>	<b>100.0</b>

<b>Age 15 years</b>	<b>#</b>	<b>%</b>
Successful	27	79.5
Unsuccessful	5	14.7
Suspended	0	0.0
Residential Placement	1	2.9
IJDOC	1	2.9
Still In	0	0.0
	<b>34</b>	<b>100.0</b>

<b>Over 15</b>	<b>#</b>	<b>%</b>
Successful	27	77.1
Unsuccessful	7	20.0
Suspended	0	0.0
Residential Placement	0	0.0
IJDOC	0	0.0
Still In	0	2.9
	<b>35</b>	<b>100.0</b>

- The middle age category (Age 15 years) represented the largest percentage (79.5%) of successful program completers. The youngest age category (Under 15) represented the largest percentage (31.1%) of unsuccessful program completers.

**By Referral Type**

<b>Community</b>	<b>#</b>	<b>%</b>
Successful	14	82.3
Unsuccessful	1	5.9
Suspended	0	0.0
Residential Placement	2	11.8
IJDOC	0	0.0
Still In	0	0.0
	<b>17</b>	<b>100.0</b>

<b>Diversion</b>	<b>#</b>	<b>%</b>
Successful	24	80.0
Unsuccessful	5	16.7
Suspended	1	3.3
Residential Placement	0	0.0
IJDOC	0	0.0
Still In	0	0.0
	<b>30</b>	<b>100.0</b>

<b>Supervision</b>	<b>#</b>	<b>%</b>
Successful	12	70.6
Unsuccessful	4	23.5
Suspended	0	0.0
Residential Placement	0	0.0
IJDOC	0	0.0
Still In	0	5.9
	<b>17</b>	<b>100.0</b>

<b>Probation</b>	<b>#</b>	<b>%</b>
Successful	22	64.7
Unsuccessful	11	32.4
Suspended	0	0.0
Residential Placement	0	0.0
IJDOC	1	2.9
Still In	0	0.0
	<b>29</b>	<b>100.0</b>

- Community Referrals represented the largest percentage of successful program completers (82.3%) followed closely behind by Diversion (80.0%). Probation represented the largest percentage (32.4%) of unsuccessful program completers.

## **Summary Profile Jefferson ERC**

**Reporting Period: 03/01/02 to 6/30/04**

### **Number of Cases:**

- 64 cases of youth participating in ERC were identified

#### **Of these 64 cases**

- 52 of the youth had participated in ERC 1 time (81.2%)
  - 6 had participated in ERC 2 times (9.4%)
    - Totaling: 6 program repeaters (9.4%)

### **By Gender**

- 56 of the 64 cases of youth participating in ERC were Male (87.5%), while 33 (12.5%) were Female.

### **By Race**

- Blacks (64.1%) represented the largest percentage of participating cases. (29.7%) cases were White and (6.2%) were designated as Other.

### **By Age**

- The mean program start age for the 64 cases was 15.

The following table provides the 64 cases by age category:

<b>Age</b>	<b>#</b>	<b>%</b>
10	0	0.0
11	1	1.6
12	5	7.8
13	5	7.8
14	5	7.8
15	14	21.9
16	24	37.5
17	10	15.6
	<b>64</b>	<b>100.0</b>

- Participants 16 years old represented the largest percentage (37.5%) of the 64 cases, followed by those 15 years of age (21.9%) and 17 years of age (15.6%).

### **By Referral Type**

- The following table provides the 64 cases by referral type:

<b>Referral Type</b>	<b>#</b>	<b>%</b>
Community	14	21.9
*Community/Probation	1	1.5
Probation Office	49	76.6
	<b>98</b>	<b>100.0</b>

\* Note that the category of community/probation represents a case where the participant initially enter the program as a community referral but then was involved in delinquent behavior which resulted in a file being opened on them in the Probation Office.

- (78.1%) of the 64 cases were associated with the Probation Office, while (21.9%) represented Community Referral cases.

- Repeaters by Referral Type:

	<b>#</b>	<b>%</b>
Community	1	16.7
Probation	5	83.3
	<b>6</b>	<b>100.0</b>

- The Probation Office group represented the largest percentage of program repeaters (83.3%).

### **By Program Completion**

- The following table provides the 64 cases by completion type:

<b>Program Completion</b>	<b>#</b>	<b>%</b>
Successful	35	54.7
Unsuccessful	20	31.2
Other, Rehab	4	6.2
Other, DOC	1	1.6
Other, Treatment Program	1	1.6
Other, Residential Placement	1	1.6
Still In	2	3.1
	<b>64</b>	<b>100.0</b>

- Of the 64 cases of youth participating in ERC (54.7%) completed successful, while (31.2%) were unsuccessful.

### **Completion By Gender**

<b>Male</b>	<b>#</b>	<b>%</b>
Successful	30	53.5
Unsuccessful	18	32.1
Other, Rehab	3	5.4
Other, DOC	1	1.8
Other, Treatment Program	1	1.8
Other, Residential Placement	1	1.8
Still In	2	3.6
	<b>56</b>	<b>100.0</b>

<b>Female</b>	<b>#</b>	<b>%</b>
Successful	5	62.5
Unsuccessful	2	25.0
Other, Rehab	1	12.5
Other, DOC	0	0.0
Other, Treatment Program	0	0.0
Other, Residential Placement	0	0.0
Still In	0	0.0
	<b>8</b>	<b>100.0</b>

- (62.5%) of Females participating in ERC completed the program successfully compared to (53.5 %) of Males.

### Completion By Race

<b>White</b>	<b>#</b>	<b>%</b>
Successful	13	68.4
Unsuccessful	4	21.0
Other, Rehab	1	5.3
Other, DOC	0	0.0
Other, Treatment Program	0	0.0
Other, Residential Placement	1	5.3
Still In	0	0.0
	<b>19</b>	<b>100.0</b>

<b>Black</b>	<b>#</b>	<b>%</b>
Successful	19	46.4
Unsuccessful	15	36.6
Other, Rehab	3	7.3
Other, DOC	1	2.4
Other, Treatment Program	1	2.4
Other, Residential Placement	0	0.0
Still In	2	4.9
	<b>41</b>	<b>100.0</b>

<b>Other</b>	<b>#</b>	<b>%</b>
Successful	3	75.0
Unsuccessful	1	25.0
Other, Rehab	0	0.0
Other, DOC	0	0.0
Other, Treatment Program	0	0.0
Other, Residential Placement	0	0.0
Still In	0	0.0
	<b>4</b>	<b>100.0</b>

- Blacks represented the lowest percentage of successful program completers (46.4%), as well as the highest percentage of unsuccessful completers (36.6%).



**Completion By Age (Based on a Mean Age of 15)**

<b>Under 15</b>	<b>#</b>	<b>%</b>
Successful	10	62.4
Unsuccessful	3	18.7
Other, Rehab	1	6.3
Other, DOC	0	0.0
Other, Treatment Program	0	0.0
Other, Residential Placement	1	6.3
Still In	1	6.3
	<b>16</b>	<b>100.0</b>

<b>Age 15 Years</b>	<b>#</b>	<b>%</b>
Successful	70	50.1
Unsuccessful	3	21.4
Other, Rehab	3	21.4
Other, DOC	0	0.0
Other, Treatment Program	0	0.0
Other, Residential Placement	0	0.0
Still In	1	7.1
	<b>14</b>	<b>100.0</b>

<b>Over 15</b>	<b>#</b>	<b>%</b>
Successful	18	53.0
Unsuccessful	14	41.2
Other, Rehab	0	0.0
Other, DOC	1	2.9
Other, Treatment Program	1	2.9
Other, Residential Placement	0	0.0
Still In	0	0.0
	<b>34</b>	<b>100.0</b>

- The youngest age category (Under 15) represented the largest percentage (62.4%) of successful program completers. The oldest age category (Over 15) represented the largest percentage (41.2%) of unsuccessful program completers.

**By Referral Type**

<b>Community</b>	<b>#</b>	<b>%</b>
Successful	8	57.2
Unsuccessful	5	35.7
Other, Rehab	0	0.0
Other, DOC	0	0.0
Other, Treatment Program	0	0.0
Other, Residential Placement	0	0.0
Still in	1	7.1
	<b>14</b>	<b>100.0</b>

<b>Probation Office</b>	<b>#</b>	<b>%</b>
Successful	27	54.0
Unsuccessful	15	30.0
Other, Rehab	4	8.0
Other, DOC	1	2.0
Other, Treatment Program	1	2.0
Other, Residential Placement	1	2.0
Still in	1	2.0
	<b>50</b>	<b>100.0</b>

- (57.2%) of Community Referrals participating in ERC completed the program successfully, similarly (54.0%) of Probation Office participants were successfully.

**Incoming and Outgoing Participant Patterns**

As stated earlier, the Evening Reporting Centers in Franklin and Jefferson counties utilize a “revolving door” system for admitting youth where there is no fixed start and stop date for the program. A youth enters when referred and progresses at his/her own pace toward obtaining the 300 points needed for program completion. The maximum number of points is six per day. If a youth earns all six points per day, then he/she will complete the program in 10 weeks. To facilitate an examination of incoming patterns of youth in to the Evening Reporting Centers, the ERC program’s minimum 10-week completion rate was used as a basis for dividing the two

years and four months represented by our data reporting period (02/01/02 to 06/30/04) into what emerged as 12 distinctive cohorts representing segments of time of program delivery. The Incoming Tables provided below reflect when each youth entered into ERC (for Franklin and Jefferson County respectively) based on this artificially established time reference standard. While the Outgoing Tables reflect the mean, and the range (shortest to longest) period of time that the participants were associated with program (either successfully or unsuccessfully).

<b>Franklin County – Incoming Table</b>				
<b>Reporting Period: 2/18/02 to 6/30/04</b>				
<b>ERC Entry</b>  <b>Based on 10 week Schedule</b>	<b>Community</b>	<b>Probation Office</b>		
		<b>Diversion</b>	<b>Supervision</b>	<b>Probation</b>
<b>Cohort 1</b> <b>Dates: 2/18/02 - 4/26/02</b> <b>N=10</b>				
<b>Count</b> <b>Percentage</b>	1 (10.0%)	3 (30.0%)	2 (20.0%)	4 (40.0%)
<b>Cohort 2</b> <b>Dates: 4/29/02 - 7/05/02</b> <b>N=9</b>				
<b>Count</b> <b>Percentage</b>	0 (0.0%)	5 (55.6%)	4 (44.4%)	0 (0.0%)
<b>Cohort 3</b> <b>Dates: 7/08/02 - 9/13/02</b> <b>N=0</b>				
<b>Count</b> <b>Percentage</b>	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
<b>Cohort 4</b> <b>Dates: 9/16/02 - 11/22/02</b> <b>N=14</b>				
<b>Count</b> <b>Percentage</b>	0 (0.0%)	7 (50.0%)	2 (14.3%)	5 (35.7%)
<b>Cohort 5</b> <b>Dates: 11/25/02 - 1/31/03</b> <b>N=1</b>				
<b>Count</b> <b>Percentage</b>	1 (100.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)

## Franklin County – Incoming Table

Reporting Period: 2/18/02 to 6/30/04

ERC Entry Based on 10 week Schedule	Community	Probation Office		
		Diversion	Supervision	Probation
<b>Cohort 6</b> Dates: 2/03/03 - 4/11/03 N=12				
Count Percentage	2 (16.7%)	2 (16.7%)	1 (8.3%)	7 (58.3%)
<b>Cohort 7</b> Dates: 4/14/03 - 6/20/03 N=11				
Count Percentage	1 (9.1%)	1 (9.1%)	2 (18.2%)	7 (63.6%)
<b>Cohort 8</b> Dates: 6/23/03 - 8/29/03 N=8				
Count Percentage	1 (12.5%)	5 (62.5%)	1 (12.5%)	1 (12.5%)
<b>Cohort 9</b> Dates: 9/01/03 - 11/07/03 N=10				
Count Percentage	2 (20.0%)	6 (60.0%)	0 (0.0%)	2 (20.0%)
<b>Cohort 10</b> Dates: 11/10/03 - 1/16/04 N=6				
Count Percentage	1 (16.7%)	0 (0.0%)	1 (16.7%)	4 (66.6%)
<b>Cohort 11</b> Dates: 1/19/04 - 3/26/04 N=4				
Count Percentage	1 (25.0%)	0 (0.0%)	3 (75.0%)	0 (0.0%)
<b>Cohort 12</b> Dates: 3/29/04 – 6/30/04 N=13				
Count Percentage	7 (53.8%)	1 (7.7%)	1 (7.7%)	4 (30.8%)

Through the development of a standard point of reference some interesting observations can be made regarding program entry into the Franklin County program:

- During Cohort 1 and Cohort 2, ERC was used primarily as a Probation Office tool (its original intent) with (90.0%) and (100.0%) respectively of referrals coming from the probation system.
- Cohort 3 (7/08/02 – 9/13/02) represents perhaps a summer time drop in program referrals which rebounds in Cohort 4.
- Cohort 5 (11/25/02 – 1/31/03) represents another drop in referrals perhaps associated with the Christmas and New Year holidays which rebounds in Cohort 6.
- Cohort 10 represents the end of Program Year 2003 and the start of Program Year 2004. It indicates a period of declining program numbers that last up until evidence of a major increase in enrollment experienced in the final Cohort 12.
- By Cohort 12 the Probation Office use of ERC has dropped from (the 90% to 100%) range experienced in Cohorts 1 to 2 -- to a low of (46.2%). Community referrals have emerged as the most prominent source of entry into the program -- representing (53.8%) of those entering the program.

<b>Franklin County – Outgoing Table</b>	
<b>ERC Exit Successful/Unsuccessful</b>	
<b>Reporting Period: 2/18/02 to 6/30/04</b>	
Mean (Average)	10.59 weeks
Range	1.14 to 31.7 weeks

- An examination of the average amount of time in the program for the Franklin County participants indicated a mean of 10.59 (eleven) weeks. This is approximately one week beyond the 10-week program completion target set by the program. An examination of the range of program involvement indicated that shortest period of time an individual was in the program was 1.14 weeks while the longest period of time was 31.7 weeks.

<b>Jefferson County – Incoming Table</b>		
<b>Reporting Period: 3/04/02 to 6/30/04</b>		
<b>ERC Entry</b>		
<b>Based on 10 week Schedule</b>	<b>Community</b>	<b>Probation Office</b>
<b>Cohort 1</b> Dates: 3/04/02 - 5/10/02 N=8		
<b>Count</b> <b>Percentage</b>	0 (0.0%)	8 (100.0%)
<b>Cohort 2</b> Dates: 5/13/02 - 7/19/02 N=4		
<b>Count</b> <b>Percentage</b>	1 (25.0%)	3 (75.0%)
<b>Cohort 3</b> Dates: 7/22/02 - 9/27/02 N=6		
<b>Count</b> <b>Percentage</b>	0 (0.0%)	6 (100.0%)
<b>Cohort 4</b> Dates: 9/30/02 - 12/06/02 N=5		
<b>Count</b> <b>Percentage</b>	0 (0.0%)	5 (100.0%)
<b>Cohort 5</b> Dates: 12/09/02 - 2/14/03 N=9		
<b>Count</b> <b>Percentage</b>	2 (22.2%)	7 (77.8%)

<b>Jefferson County – Incoming Table</b>		
<b>Reporting Period: 3/04/02 to 6/30/04</b>		
<b>ERC Entry</b>		
<b>Based on 10 week Schedule</b>	<b>Community</b>	<b>Probation Office</b>
<b>Cohort 6</b> Dates: 2/17/03 - 4/25/03 N=6		
<b>Count</b>	0	6
<b>Percentage</b>	(0.0%)	(100.0%)
<b>Cohort 7</b> Dates: 4/28/03 – 7/04/03 N=6		
<b>Count</b>	0	6
<b>Percentage</b>	(0.0%)	(100.0%)
<b>Cohort 8</b> Dates: 07/07/03 – 9/12/03 N=0		
<b>Count</b>	0	0
<b>Percentage</b>	(0.0%)	(0.0%)
<b>Cohort 9</b> Dates: 9/15/03 - 11/21/03 N=5		
<b>Count</b>	0	5
<b>Percentage</b>	(0.0%)	(100.0%)
<b>Cohort 10</b> Dates: 11/24/03 - 1/30/04 N=2		
<b>Count</b>	2	0
<b>Percentage</b>	(100.0%)	(0.0%)
<b>Cohort 11</b> Dates: 2/02/04 – 4/09/04 N=6		
<b>Count</b>	4	2
<b>Percentage</b>	(66.7%)	(33.3%)
<b>Cohort 12</b> Dates: 4/12/04 – 6/30/04 N=7		
<b>Count</b>	5	2
<b>Percentage</b>	(71.4%)	(28.6%)

Through the development of a standard point of reference, as reflected above, some interesting observations can be made regarding program entry into the Jefferson County program:

- During Cohorts 1, 3, 4, 6, 7 and 9, ERC was used as Probation Office tool (its original intent) with (100.0%) of referrals coming from the probation system.
- The first community referral to the program does not appear until Cohort 2 (5/13/02 – 7/19/02).
- Cohort 8 (7/07/03 – 9/12/03) represents perhaps a summer time drop in program referrals which rebounds in Cohort 9.
- Cohort 10 (11/24/03 – 1/30/04) represents another drop in referrals perhaps associated with the Christmas and New Year holidays which rebounds in Cohort 11.
- By cohort 10 (11/24/03 – 1/30/04) community referrals have emerged as most prominent source of entry into the program, a status maintained until the end of the reporting period.
- By Cohort 12 the Probation Office use of ERC has dropped from (100%) experienced in Cohorts 1, 3, 5, 6, 7 and 9 – to a low of (28.6%). Community referrals now represent (71.4%) of those entering the program.

<b>Jefferson County – Outgoing Table</b>	
<b>ERC Exit Successful/Unsuccessful</b>	
<b>Reporting Period: 3/04/02 to 6/30/04</b>	
Mean (Average)	13.10 weeks
Range	1.00 to 33.57 weeks



- An examination of the average amount of time in the program for the Jefferson County participants indicated a mean of 13.10 weeks. This is approximately three weeks beyond the 10-week program completion target set by the program. An examination of the range of program involvement indicated that the shortest period of time an individual was in the program was 1 week while the longest period of time was 33.57 weeks.

### **Franklin and Jefferson Offense Data**

Appendix K of this report provides a list summarizing the various types of offenses in which probation files were opened for Franklin/Jefferson County ERC youth during the reporting period of February 1, 2000 to June 30, 2004. This list, which does not attempt to provide the number of each of these offenses, is provided by County and by Gender. Information regarding the number and types of offenses and probation violations of the Franklin and Jefferson counties program participants will be further explored in the outcome evaluation component of this report.

### **B. Process Evaluation Findings**

Based on our process evaluation component of the Moral Reconciliation Therapy of the Evening Reporting Centers of Franklin and Jefferson counties we have identified a series of strengths that reflect practices that should be continued and built upon. We have also identified some challenges that, if not addressed, could impede program success.

### **ERC/MRT Program Strengths**

The Evening Reporting Centers in Franklin and Jefferson counties provide after-school supervision five nights a week in a semi-structured environment during peak times known for delinquent activity. This represents a valuable resource to those communities served by each respective county. Positive recreational activities are offered to youth, most of who come from disadvantaged backgrounds and who have few positive recreational outlets. Therapy and other social services are blended into the ERC operations. ERC does not interfere with youth's involvement in family counseling or other supportive services in the community. Youth are also provided with evening meals. Because many come from lower income and disorganized families, routine meals may not be commonplace in their lives. At one site, program staff has began instructing youth on planning menus and helping them prepare and serve meals on site.

MRT is the only treatment program operating within ERC that is evident based with strong theoretical underpinnings and clearly defined structure and content. It represents an attempt by the Court Services to provide a structured, theory-based intervention geared at elevating moral reasoning and promote pro-social ways of thinking and behavior among ERC participants. While other types of counseling are offered to ERC participants by community agencies, these are based on individual needs. The approaches in these appear to be eclectic, therapy sessions varying widely in intensity, duration, content and structure.

The most beneficial element though, is likely the exposure to responsible, caring adults, who function as role-models, part-time mentors, and offer support, advice, and encouragement. For the youth served through ERC, many who come from troubled homes and face many problems, this type of influence can be far-reaching in their lives. We observed that at both sites, ERC/MRT program staff's ability to communicate and establish rapport with these youth is

commendable. Staff that operate the ERC program demonstrate strong commitment to helping at-risk youth and represent a consistent positive presence in the lives of participants. Indeed, the informal bonds and supportive relationship established between youth and staff are among ERC's strongest features. They provide positive reinforcement, support and guidance that these youth often do not receive at home. The ERC P.O.s and Program Assistants possess skills and qualities conducive to successful mentoring relationships (although limited to the confines of the program). While they do not function as professional counselors, the five staff members interviewed reported that program participants frequently share problems with them. These problems often concern challenges of dealing with parents who are involved in crime, drugs, irresponsible lifestyles, economic hardship, and negative peer influences. Staff serve as a sounding board, offer compassion, and try to give solid, usable advice. Staff further serve as a responsible role model, and encourage the youth to consider the consequences for their actions and encourage positive choices. They acknowledged, though, that many of these problems are serious and not easily solved. Still, these interactions are potentially beneficial and may lead youth toward improved problem resolution.

The MRT group facilitator also was observed to have an excellent rapport with the youth in her group. They appeared comfortable openly discussing personal issues in the session. While their overall demeanor was relaxed, they were also respectful of the facilitator. She maintained control in a firm, fair and consistent manner, while not alienating youth by being overly authoritarian.

Another strength is that ERC is a resource to the court and other community agencies that work with youth to ensure delinquent and at-risk youth are under the supervision of responsible adults during periods of time when juvenile crime often occurs. They are afforded opportunities

to take part in programs, such as MRT<sup>4</sup>, and receive services that can aid them in addressing problems they are experiencing, and help them learn life skills and make responsible life choices. There are also recreational opportunities that most of these youth, who come from troubled and economically disadvantaged families, would not otherwise have.

Court Services has also leveraged community resources to expand the range of services available at ERC. This is particularly true in Jefferson County, where the ERC facility is shared with other programs. These programs have shared other resources when needed which allowed ERC to find replacement activities for MRT following its termination at that site. Also, both sites have invited other community service providers, such as substance abuse counselors, access to the youth during ERC time for drug education, screening, and treatment.

Jefferson County has benefited tremendously from the leadership of an Administrative Judge committed to proactive approaches in fighting delinquency. He has been instrumental in helping shape a community-wide vision for prevention and intervention among court and youth service professionals, and promoting collaboration. He is committed to breaking the cycle of delinquency and fostering collaboration among area youth service providers, the courts and other juvenile justice professionals.

### **Program Challenges**

The evaluation team identified some challenges in program implementation that are provided below. These challenges, if not addressed, can impact program success.

---

<sup>4</sup> Since its termination in Jefferson County, MRT is only available in Franklin County.

**1. Target Population** - The greatest challenge identified in successful implementation of ERC/MRT is the lack of a clear program purpose and target population. Though originally intended as an alternative sentencing option and intervention for youth who would otherwise be sent to detention, there were never clear written guidelines or criteria for who could attend. As a result, there has been a great deal of variety in the types of youth that have been assigned to the program, in terms of behavioral problems, learning disorders, ages, and criminal sophistication. The program is being used as both an early and later-stage intervention into delinquency, as well as a preventive program for youth who are not court-involved but are referred from the community. This requires staff to be very flexible and to possess a wide range of skills in order to respond properly to youth's needs and to the problems they present. Core program staff do appear proficient in this regard. However, administration and staff have struggled to find the proper balance of activities that can be beneficial and appropriate for all participants with what limited resources they have.

There does not appear to have been a single point at which a decision was made to expand the target population. However, it appears to have been done to ensure steady numbers of participation at the centers. Several agencies and individuals – Judges, Juvenile Probation Officers, and the State's Attorney were invited to make referrals. Interview data suggest that there were varying perspectives among persons in referring positions as to what the objectives of the Center are, and who could benefit. Most these persons have the authority or opportunity to refer people to the program, and all seem to make referrals based on their subjective understanding of program purpose and whom it should serve.

As reflected in the perceptions of program and probation staff and other community stakeholders there is not consensus on who should attend ERC. Many believe ERC should

primarily operate as a diversion program with a focus on preventing delinquency among youth who have minimal involvement in delinquency, or no formal history of delinquency, but display characteristics or live in circumstances that place them at risk. Some of these informants felt very strongly that the program is compromised by the inclusion of more criminally sophisticated youth who have been involved in gangs and other “high-end” delinquency. Their concerns centered on two points, that the “high-end” delinquents were: (a) a negative influence on the other program participants; and (b) were too advanced in their delinquency to benefit from the level of services and supervision ERC was able to offer.

This “net widening” phenomenon frequently impacts attempts to successfully implement delinquency prevention and intervention programs. One common reason is that program administrators lack complete control over program admissions, and must accept mandatory admissions of youth ordered into the program by judges or the district attorney’s office. This was a factor in this study -- ERCs in both counties at times, accepted mandatory admissions. However, net widening is sometimes difficult to avoid in smaller communities, where there are fewer referral options available for judges, probation staff, and community agencies to direct youth. New programs are faced with the dilemma of either accepting youth from a wide age range, with mixed criminal histories and an array of developmental and other disorders, or restricting admissions to a more homogenous population, and then finding they cannot fill to capacity and that many youth in the community wind up with no services.

**Jefferson County** - The circumstances that resulted in terminating MRT operations in Jefferson County suggest these were valid concerns. The lack of a clearly defined target population has had the greatest impact at this site. Interviewed subjects repeatedly raised concerns about the “bad peer milieu”, “culture clashes”, fights and other incidents that have

occurred on site, some of which brought police to the scene. In fact, there was a period of time during which the Juvenile Officer for the Mt. Vernon Police Department included ERC visits on his regular beat in order to deter incidents and quell problems as needed. Key informants also shared anecdotes about ways in which the more criminally advanced youth attempted to entice – sometimes successfully – more inexperienced youth into their delinquent activities and gang business. These issues have plagued the Jefferson County center and at times compromised safety of other youth and staff, while diminishing the program’s likelihood of making a positive difference in these participants’ lives. These problems were also a significant factor in terminating MRT operations at that site.

**Franklin County** - The Franklin County program has not faced the same struggles with the mix of participants. This is somewhat surprising in that it would seem the program has had to absorb more types of youth because of the dearth of programs in that area. One might expect that in Jefferson County, referrals to programs would be more fine-tuned to the original program objectives, as youth not appropriate for ERC could be sent elsewhere. However, the challenges in this regard have been fewer in Franklin County.

Two likely reasons for this are that Franklin County is a racially homogenous population (98%) white and it does not have Jefferson County’s gang problem. In fact, some key informants insisted Franklin County does not have any youth gangs. Perceptions of key informants suggest that Franklin County youth are not as “tough” and criminally inclined as those in Jefferson County. This may have to do with the different environments where they are raised. While children in both programs are primarily from poor and disorganized families, in Jefferson County, these families are more likely to live in semi-urban areas where the children are exposed to gangs, drugs, guns, crime, and other problems found in poor urban neighborhoods.

Impoverished families in Franklin County are apt to live in rural areas, often somewhat isolated from other families. Thus the exposure to the high-risk elements that tend to be present in poor urban communities is considerably lessened. Nor were there racial clashes or challenges related to cultural differences among youth, or between staff and youth.

For this reason, we suggest that even though Franklin County ERC dealt with youth of different ages and with mixed criminal histories, the severity of their problems and the extent to which some represented a “bad peer influence” did not rise to the level it did in Jefferson County. The population was reported as more manageable and not as taxing for staff to deal with. We did not learn of any incident that resulted in a need for police assistance at that site.

Nevertheless, the MRT facilitators are faced with the same problems of the mixed development and reading levels, and learning disorders. Although this was not exacerbated by the other tensions present in Jefferson County, the facilitators did find their experience in getting youth to comprehend and apply the material consistently as frustrating. Both questioned whether it was a useful intervention at that site as well, and one facilitator appeared to believe it was not.

A clearly defined target population is crucial to program success; despite the difficulties that may be associated with establishing one. Program purpose(s) and objective(s) must be clearly tied to the needs of the target population. Resource utilization can be affected if there is a mismatch between program aims and clients, and the inappropriate blending of client types may expose youth to undesirable influences.

**2. Implementation of MRT** - The second area of challenge concerns MRT, the buy-in and support for model use and how it is implemented. One noteworthy finding was the potentially different perspectives that The Authority and the implementing agency, the Second Judicial



Court, had of MRT's relationship to the ERC. In the request for proposal developed by The Authority to solicit evaluators, and in meetings between the evaluation team and The Authority liaison, MRT was promoted as the "crux" or "cornerstone" of ERC, and we were advised to focus evaluation efforts on this program, albeit within the ERC context. The Authority viewed the MRT as the primary agent of change of the ERC. However, it emerged during the course of the evaluation that MRT is not seen by Court Services staff as ERC's core program, but one activity among many that is part of an overall ERC package. The Court Administrator stated that his office has never viewed MRT as the linchpin of ERC. Rather, they sought to incorporate a variety of activities into ERC that keep youth occupied in constructive ways, and ideally, offer them tools to make good choices and lead responsible lives. Thus, MRT was selected as a means to address anti-social and destructive thinking patterns, as well as engage youth's time for one evening per week.

The Court's view that MRT is not the cornerstone program of ERC does not affect the evaluation. Certainly, it merits the attention of evaluators as a unique component of ERC. There are certain features that elevate its significance over other ERC activities. MRT is the only ERC program that is formally linked to the program's 300-point graduation system. Expectations are that a youth cannot graduate ERC until they have successfully completed all the steps of MRT. Nevertheless, some youth have been permitted to complete and exit ERC without having successfully completed all MRT steps. These youth were encouraged to complete the MRT work on their own. Apparently, this was not a common practice, and the program staff did not have a clear plan for monitoring whether the youths did follow through with program exercises after leaving ERC. ERC provides the Probation Office with the leverage to require MRT completion, and without this leverage, a youth's motivation to complete is more likely to be low. Even

though this practice is used infrequently, it is of questionable value. The benefits of group dynamics and consistent feedback from the facilitator are not available. It is recommended that if the Court Services opts to retain MRT – or implement a new cognitive-behavioral based program, they strictly adhere to the requirement that ERC completion hinges, in part, on successful completion of the treatment program.

The Jefferson County site terminated the use of MRT after one year, when the Program Coordinator, who was also facilitating the group, determined that the ERC population at that site was not amenable to MRT as an intervention. At the Franklin County site, MRT has been consistently in operation since the inception of ERC, and has been available to all participants during that time. Youth participate once weekly in a program session, take the program work home with them, and may spend other evenings at ERC receiving assistance from staff in completing their MRT homework. However, the decision to not place greater emphasis on MRT is likely to have impacted the program's potential to have a positive impact on participants. The result of this perspective was that the MRT philosophy, principles, and other concepts have not been systematically integrated into other ERC activities, and are not routinely referenced or reinforced to the youth outside of the weekly treatment session. Staff who supervised ERC youth and community treatment providers who offer them services at ERC and in other venues did not routinely use the cognitive-behavioral framework to understand clients' behavior, nor to engage youth in examining their choices. In fact, MRT appears to operate in isolation from the other formal and informal activities in which ERC youth are involved.

MRT operates in isolation from the larger ERC program, and is not used as a framework for understanding and responding to youth behavior, thus diluting potential benefits. There are opportunities for utilizing the lessons imparted in the group sessions outside of the sessions. For

instance, staff members routinely engage in one-to-one discussion with youth regarding the problems they face in school, with peers and family. Though they recognize they are not actually providing formal counseling services, these discussions can potentially be beneficial and lead youth toward improved problem resolution. ERC presents these ongoing opportunities for one-to-one interactions, and for staff to function as a “sounding board” for distressed youth. Staff serve as responsible role models, and encourage the youth to consider their consequences for their actions and encourage positive choices. Many of the youth’s parents may themselves be involved in substance abuse and illegal behavior, and the ERC staff can provide support and comfort when youth share troubling stories about problems they face in the homes. Program staff interviewed appeared to be compassionate and committed to their jobs. They recognize the importance of the youths’ exposure to responsible, nurturing adults who recognize their potential. However, they do not take advantage of the opportunity to connect real life, day-to-day situations with the concepts that the youth have learned in MRT.

Nor do other program services provided through ERC appear to connect to MRT in a meaningful way. For example, though some youth receive substance abuse services through Franklin-Williamson County Human Services and the TASC in Jefferson County, ERC and MRT program staff interviewed knew little about the nature of these services. Similarly those service providers who were interviewed as community stakeholders knew very little, if anything, about MRT and its goals. They are not apprised of youth’s progress in MRT, or how MRT concepts might be linked to substance abuse intervention. Again, here is an opportunity to examine substance abuse within the framework of moral development and responsible decision-making.

The MRT program has been widely used with offenders of mixed reading levels and various educational deficits. We could find no studies that specifically examined how learning- or behaviorally disordered adults or youth have fared in the program. However, these problems are not uncommon in offender populations, so it is reasonable to assume that many persons with these types of disorders have been exposed to MRT. In both program sites when MRT has been offered, youth of all ages, both sexes, and at varied levels of cognitive development and educational achievement are mixed into a single group. It is difficult to conclude just what effect poor reading skills, age, and learning disabilities has on a youth's ability to complete MRT in the Franklin and Jefferson counties programs. As indicated earlier, the Juvenile Workbook is at the 3<sup>rd</sup> grade reading level. We cannot unequivocally say that poor reading skills alone precludes a youth from completing the program. However, the heavy reliance on written material and expectation that the workbooks be completed outside of the group setting certainly may deter some youth from completing. They point to examples of the program being used successfully with incarcerated adults of all reading levels and even mentally retarded adults. They encourage practitioners to be flexible in allowing participants to complete assignments with various forms of assistance, and make frequent use of picture-drawing exercise in the Juvenile Workbook.

Nevertheless, several persons interviewed for this study mentioned concerns that participants are not able to satisfactorily read and comprehend the program materials. One key informant noted that some youth's embarrassment over poor reading skills contributed to their resistance and therefore weakened the program. Also, certain behavioral and learning disorders can impede progress in the MRT sessions. The general disruptive behavior among the last group offered in Jefferson County was cited as one of the chief reasons for terminating the program there. However, it is not clear how much of this disruptiveness is specifically attributable to

learning disorders that make participation in a structured setting difficult. Given the limited duration of the MRT sessions, the additional time spent on assisting youth with special needs may disrupt the group dynamic, and restrict the amount of time each youth has to address their own problems. One response to this by ERC staff is to provide MRT homework assistance, as they do assistance with homework from the schools. Also, in at least one case, a child who was thought too young to grasp the program was assigned an alternative activity to MRT.

Substitution of an activity for some youth who are not suitable for MRT may be necessary, and preferable to delaying the pace of the larger group. However, when this is done, it is important that Juvenile Probation Officers, judges, and other referral sources are advised of restrictions that may affect a youth's ability to participate. They should be informed that not all youth entering ERC will be exposed to an accountability-based intervention geared directly at changing delinquent behavior. Further, Court Services should consider whether they want to set a minimum age for enrollment in ERC, and whether they can obtain reliable data on reading levels of referred youth to use as an additional admission criterion.

Because of the difficulty in ensuring participants comprehend the material, the facilitators report that their leadership style is primarily didactic and instructive, assisting the youth in working through the steps, providing feedback for improvement and positive reinforcement. Both facilitators found it extremely challenging to engage the group and maintain their interest in the MRT concept due to the reading difficulties, learning disabilities, and other disorders, such as attention deficit disorder that are common in their clients. Both felt *strongly* that the MRT concepts were too abstract and advanced for many of their clients, and that the heavy reading and homework assignments were daunting to youth, many of whom are faced with school homework each evening as well. Further, they indicated that the training they received was not specialized

and geared to the needs of facilitators who work with youth. They received the standard MRT training provided by Correctional Counseling, Inc., and were provided with a copy of the MRT Juvenile Workbook after completing the training.

The field observation of MRT also reinforced some concerns we have about “treatment integrity,” which is the extent to which the program is implemented in accordance with the MRT model and reflects the underlying rationale and objectives. This was especially true concerning the rationale and objectives of “raising the level of moral reasoning”. The emphasis on homework and “passing” a step may cause youth to view the program as a “class” with a series of rote exercises, rather than an opportunity for personal growth. In part, this is due to the limited amount of time that they spend in the group. If all participants are required to present feedback on their progress each week, there is little time for anything more than a cursory discussion and “homework checking.”

Some decisions about advancing through program steps are shaped by peer input. Younger children or those who are less delinquent may be intimidated by older or more criminally sophisticated youth and feel pressured in their decisions. The mix of clients can impact group dynamics. Treatment groups need not be totally homogenous in order to be effective, but if clients’ differences affect one another’s progress, cause conflicts, inhibit participation, or otherwise affect individual members or group dynamics, group make-up should be carefully evaluated. The younger and more timid clients may not be adept at providing useful feedback to fellow group members, or may lack an advanced enough understanding of the concepts to do so. In the group we observed, there was not a strong group dynamic, with members providing minimal feedback to one another, and then, only with prompting from the facilitator to do so. The prompting was very targeted, seeking a specific type of feedback, and

did not allow opportunities for more free-flowing dialogue. Generally, rather than talking directly to one another, they spoke to the facilitator. The facilitator has found, through experience, that it was necessary to keep the members on track, and it also restricted a more genuine interaction among participants in which they confront and challenge one another to advance to higher levels of moral thinking.

Success of accountability-based cognitive-behavioral programs, like MRT, hinges on the extent to which participants can incorporate responsible thinking into their day-to-day thought patterns. They are expected to learn new ways of interpreting and responding to life events and decision-making opportunities. Indoctrinating clients with new ways of thinking and viewing their world is analogous to learning a foreign language, which requires speaking, and even thinking in the new language in order to become fully adept. If cognitive-behavioral treatment clients are not immersed in the new “language” as much as possible, and do not see opportunities to use the concepts on a day-to-day basis, the client never makes the full transition, in which new thought patterns and ways of viewing his or her world are incorporated into daily thinking, and therefore exert a continual positive influence on the behavior. Immersion is best achieved through continual reinforcement of program concepts and application of these to real life. If MRT operates independently from the overall ERC and its other components, “teachable moments” and opportunities for reinforcement are lost.

**3. Community Collaboration and Information-sharing** - The third challenge concerns the nature of the collaborative networks of which Court Services are a part. There are some local forums for collaborative treatment planning and sharing information regarding client progress and concerns between Court Services staff and other community organizations that work with youth.

Community stakeholders who were interviewed described the status of collaboration as strong. Both counties have County Councils in place, which provide an opportunity for community stakeholders to assess their county's juvenile justice needs and plan how to respond to delinquency and related problems. In Jefferson County, the Mission Possible Coalition is comprised of juvenile justices and youth service professionals, youth, parents, and representatives from local faith-based and civic organizations. This Coalition is chaired by Judge Timberlake, and meets monthly. According to various persons interviewed who participated in these meetings, the Coalition addresses broader community-wide concerns in regard to youth. Mission Possible also hosts bi-monthly meetings at which, juvenile justice and social service professionals discuss common issues, share success stories, and discuss case management issues. In Franklin County, the collaborating community is smaller, there are fewer persons and agencies with which to exchange information, and informal communication seems to work fairly successfully.

The limitation in both counties has to do with the nature and depth of information shared, and the extent to which this information is used to create comprehensive plans for intervening with at-risk youth. The process through which Court Services and other agency staff tend to share information about mutual clients appears inconsistent across participating agencies. Comprehensive case management planning is not done consistently and frequently. Some professionals who attended these meetings indicated the meetings are "staffings" – but further probing revealed this was rarely true. Rather, staff may share information that a client has successfully completed a program, or that a new client joined a program.

Yet these meetings appear to offer an excellent opportunity for a true staffing and joint treatment planning session, about a specific group of clients per meeting. This would need to be



done so as to respect boundaries of client confidentiality, but could be viable if clients or their parents sign release forms. In this way, juvenile justice and youth service professionals ensure continuity in the types of interventions to which youth are exposed, and approaches for addressing delinquency in the community. Staff could develop a common framework for understanding delinquency, youth needs, and responding to these needs. They can ensure they are not at cross-purposes with one another, sending clients inconsistent messages about how to achieve positive change, and that services are complementary rather than redundant or contradictory. The various agencies can jointly pursue new programs or resources that would benefit youth in their communities that require multi-agency collaboration.

**4. Data Collection and Management** - The fourth challenge we identified was with the two sites' data management and program monitoring mechanisms, which are closely related. The two sites have independent databases and choose to maintain different types of data on ERC and MRT participants. Though both sites collect important types of client data, and maintain program participation records, neither site had the capacity to collect and analyze data on an ongoing basis to examine trends in program participation and failure rate, or detect early patterns in recidivism. This placed limitations on the types of evaluation we were able to do.

The juvenile courts are required to routinely submit statistics on court and program activity to state agencies. This can be time-consuming, and courts do not always receive results from the analysis of these data, or not always in a timely or meaningful way that allows them to make important programmatic and budgetary decisions. It is suggested that agencies that fund new programs provide funded sites with technical assistance to help them manage the data they collect and make use of it on an ongoing basis. They would then be able to monitor program

trends and outcomes as soon as they are observable, in order to continually modify and strengthen their programs and make strategic decisions.

*Other challenges* - Finally, we should point out that the low levels of parental involvement in the ERC and MRT program is a concern – although we acknowledge that program staff have very little control over this situation. The literature suggests that delinquency intervention programs have a greater chance of success if they are able to involve parents in the program in some way, or at least have parents reinforce the child’s commitment to the program. ERC staff members have sought to include parents in the information-sharing process, though it has been difficult to engage them. For instance, open houses have been hosted and parents invited to observe activities and talk with staff about youth progress. These have been poorly attended. Nevertheless, staff continues to look for opportunities to talk with parents, such as when they return the youth home in the evenings. They pointed out that many of the youth’s problems stem from their dysfunctional families, and some parents provide little support for positive change, or exert a negative influence on the child’s life. Staff suggested that some parents view ERC as little more than a “free babysitting service”, and display little interest in the program beyond that.

## SECTION VI: OUTCOME EVALUATION

Consistent with The Authority's expectations, we conducted both process and outcome evaluations of the Moral Reconciliation Therapy of the Franklin and Jefferson counties Evening Reporting Centers. The preceding section of this report described our methods and findings for the process component; this section describes our methods and findings for the outcome evaluation component, Phase III of our evaluation plan. The methodologies for both sites were the same. The outcome evaluation focused on determining the extent to which the ERC/MRT reduced delinquent behavior among the program participants.

### A. Outcome Evaluation Methodology

The process of determining the best method for measuring the degree of impact of ERC/MRT program delivery involved the evaluation team exploring the feasibility of several options. The first option considered was to utilize the performance indicators related to the goals, and objectives that had been outlined by the Court Services in the grant proposal for the establishment of the evening reporting centers. These goals, objectives, and performance indicators were as follows:

Goal A: To reduce the number of juvenile detentions in Franklin and Jefferson counties

Objective 1: Reduce juvenile detentions by 10% per year

Performance Indicator: Number of juveniles detained in a nine-month period by county.

Objective 2: 50% of Evening Reporting Center (ERC) program participants will successfully complete services and supervision through ERC sites.

Performance Indicator: Number of juveniles admitted to the ERC each month by county; and the number of ERC participants successfully completing program each month by county

Goal B: To reduce gang affiliation of at-risk juveniles in Jefferson County.

Objective 1: Reduce by 20% the number of Jefferson County ERC participants in gangs in a nine-month period.

Performance Indicator: Number of Jefferson County ERC participants involved in gangs each month; and the number of Jefferson County ERC participants not involved in gangs each month.

During the early stages of our evaluations, it became evident that there were difficulties with focusing our outcome evaluation on this option. First, both goals are targeting problems that are influenced by multiple factors that a single program is not likely to have a noticeable effect. Detention rates reflect changes in juvenile crime in the community, police and court responses, and even the general political climate. It would be difficult, if not impossible, to separate the influence of a single alternative sentencing program on this. Gang membership, too is affected by broader community factors. Changes in gang activity may be driven by economic and population changes, for instance.

Furthermore, the program mission and practices do not clearly tie to these goals. Though ERC was originally conceptualized as an alternative to detention, the target population expanded considerably – so that even youth with no court involvement were admitted. There was also not a requirement or expectation that youth referred had been involved in a gang. We were also unable to identify any way in which we could establish a baseline for gang affiliation among youth.

Finally, neither ERC nor MRT were designed to *directly* target gang activity. We might expect that a program that keeps youth off the streets and one that aids them in developing pro-social thinking would discourage gang activity. However, this raises the question of why a more expansive definition of delinquency was not used. Thus, it's not clear why these objectives and

performance indicators were chosen when the grant proposal was developed, and other measures of delinquency were not listed.

Experimental design, which is considered the gold standard in evaluating program outcomes, was not a feasible option for our attempt to determine the impact of ERC/MRT program delivery because it requires random assignment to a “control” (non-treatment) or “experimental” (treatment). Assignment to ERC was not within our control. Many subjects had already been assigned to the program before the evaluation began, and Juvenile Probation Officers, judges, and community service providers continued to make referrals for program assignment throughout the evaluation.

Next we explored the use of a quasi-experimental design to examine the impact of ERC/MRT on delinquent behavior. This would involve comparing post-program delinquent behavior of ERC participants with that of a similar group of youth (in terms of such characteristics as age, gender, race and crime sophistication) who had not been exposed to ERC/MRT (a comparison group). The identification of such a comparison group proved problematic, as we had anticipated that it might be as early as the proposal writing stage of this research project. Based on data generated by the Franklin/Jefferson County probation agencies regarding clients served during a reporting period of February 1, 2002 to June 30, 2004 we were able to establish two clientele types: those who had been recommended for ERC/MRT by the Juvenile Probation Officers and those who had not.

During the interviews with the Juvenile Probation Officers at both sites the feasibility of using their clients who had not received ERC/MRT (non-exposure to the treatment) as a comparison group was eliminated. They explained that a decision not to send a youth to ERC (especially in regard to Franklin County) was generally based on three reasons: (a) the youth

presented a physical danger to other youth or staff or it was felt would have a disruptive presence; (b) the youth came from a stable home with a good family life and good parental supervision; and (c) the youth was on athletic teams at the school that generally hold practice during after-school hours. In sum, this group of youth seemed to be deemed as either too bad or too good for ERC and therefore not a suitable comparison. Due to the labor-intensive, time-consuming process associated with simply receiving data we needed in a useable (comparable) format from our two project sites, a decision to approach another county Probation Office within the circuit regarding drawing a sample of data was not seen as practical. (assuming one could have been identified that had youth with matching characteristics to our two site locations in terms of such factors as age, race, and crime sophistication).

The method finally deemed as most feasible for determining for measuring the degree of impact of ERC/MRT program delivery by the evaluation team was within-group analysis of data of those youth who had received the treatment from each respective site location. In the early stages of the evaluation we were able to identify performance indicators and methods of measuring these that reflected program objectives as described to us by Court Services staff and other stakeholders. The outcomes of interest were: (a) successful completion of ERC; (b) number of probation violations during ERC enrollment; (c) number of new offenses committed while enrolled in ERC; and d) number of probation violations following completion of ERC; (e) number of new offenses following completion of ERC; and (f) severity of new offenses. Perceptual data from the interviews with key informants further shaped our understanding of program impacts. All persons interviewed were asked to assess the effectiveness of the ERC and MRT programs in reducing delinquency among participants. While we recognize that these assessments are based on *perception* of change, these are nevertheless the perspectives of

qualified, individuals who are very knowledgeable regarding delinquency and the problems of youth in their communities. Some subjects declined to comment on effectiveness due to their lack of familiarity with one or both of the concepts. However, those that did were able to offer rationale for their assessments and provide specific examples of ways in which they had seen progress or lack of it. Thus, these qualitative data are used to complement the findings from the quantitative data, and informed the discussion in this section.

One limitation of our analysis is that it omits those youth who were community referrals. Though these youth were perceived as being “at risk”, there were no common standards or criteria used, or operational definition for “at-risk.” Court Services did not formally collect data on the types of problems and risk factors present in these individuals’ lives. Though more than one key informant suggested that community referral participants differed from the court-referred ones only in that they were “not caught”, we could not sufficiently assure they were similar enough to our comparison group along important dimensions. Nor were they on probation, so we could not measure the rate of probation violations and new offenses for this group.

There were two other significant departures from the proposed methodology for this component. First, we planned to administer a survey to parents of youth who attended ERC. We determined that the biggest obstacle to this plan was making contact with the parents and securing their consent to take part. As indicated in the earlier pages of this report, parental involvement in the program has been very minimal. For instance few parents attended open houses hosted by staff at program facilities, and they rarely sought out staff to inquire about their child’s progress or possible behavior problems at ERC. Though disappointing to program staff, this was not unexpected. Probation, program, and community treatment staff (particularly those

in Franklin County) cite poor parental supervision and family dysfunction as the central reasons youth in their communities get involved in delinquency. Many of these parents have major substance abuse problems and criminal justice system involvement. In addition to the probable low rate of participation, we also concluded that these parents were not likely to be reliable sources of information regarding their children's behavior. Thus, we did not attempt to survey parents.

Nor did we conduct a survey of program participants. The intended sample for this was youth who completed the program during the course of the evaluation. In order to comply with Institutional Review Board expectations, we would have been required to secure parental permission. Thus, we anticipated encountering the same problems accessing parents noted above. In short, we did not anticipate that the cost and time that would have gone into tracking youth and their parents, providing participation incentives, conducting the interviews and analyzing the data would yield a large enough sample to draw meaningful conclusions.

## **B. Outcome Evaluation Findings**

The evaluation team utilized a within-group analysis method for assessing the degree of impact of ERC/MRT program delivery. The focal point of the analysis was on the documentation of evidence of delinquent behavior and/or "reoffending" as measured by such points of references as the number of probation violations during and after ERC enrollment, and the new number of new offenses committed during and after enrollment in ERC. Key to this effort was an analysis of the various data sets provided by Franklin and Jefferson counties Probation Offices for the population of youth that had received the treatment for a reporting period of February 1, 2002 to June 30, 2004. We understood that a major problem that would hamper our ability to



make any generalization about this data set (which was already limited in scope) would be the great amount of variance in the length of time between the receipt of the treatment among the various ERC program participants as reflected by the table below:

<b>ERC Program</b>		
<b>Based on a 10 week Program Delivery Schedule</b>		<b>Weeks since the treatment</b>
Cohort 1	End Date: 04/26/02	114
Cohort 2	End Date: 07/05/02	104
Cohort 3	End Date: 09/13/02	94
Cohort 4	End Date: 11/22/02	84
Cohort 5	End Date: 01/31/03	74
Cohort 6	End Date: 04/11/03	64
Cohort 7	End Date: 06/20/03	54
Cohort 8	End Date: 08/29/03	44
Cohort 9	End Date: 11/07/03	34
Cohort 10	End Date: 01/16/04	24
Cohort 11	End Date: 03/26/04	14
Cohort 12	End Date: 06/30/04	-

The group of youth that entered ERC in the program during the program start year (February/March 2002) – Cohort 1 had been out of the program for 114 weeks compared to the last program group in our review period (Cohort 12) which consisted of some participants that had been out of the program for only a few weeks or still might have been in the program. In order to achieve time parity between Cohort 1 and Cohort 12 participants, we would have to wait until mid 2005 to run any data sets and then we would have to control the number of reporting days for the early cohorts in our evaluation.

Despite this noted limitation the following profiles were developed based on data submitted by the Franklin and Jefferson counties Probation Offices:

## Summary Profile Franklin County ERC

**Reporting Period: February 1, 2002 to June 30, 2004**

When reviewing the contents of this profile it is important to point out that only the juveniles from ERC that have records on file with the Franklin County Probation Office are included. This means the original 98 cases of youth participating in ERC from the county as reflected in earlier portion of this document is now reduced by 17 to eliminate community referrals (since they do not have open files with the Probation Office), to a new count of 81. This count of 81 is further reduced to eliminate 7 cases of program repeaters to a count of 74 that served as our new ERC sample size available for analysis.

Franklin County provided the evaluation team with a computer-generated violation report that indicated two major categories on violations: Violation Technical and Violation New Offenses. The following table indicates the number of violations by these two types for ERC participants for a reporting period of 02/01/02 to 06/30/04:

<b>Franklin County ERC</b> <b>Violations: Technical/New Offenses</b> <b>*N=74</b> <b>Reporting Period: 02/02 to 6/04</b>		
<b>Violations By Type:</b>		
	#	%
<b>Technical</b>		
None	52	70.3
1	12	16.2
2	4	5.4
3	4	5.4
4	2	2.7
<b>Total</b>	<b>74</b>	<b>100.0%</b>
<b>New Offense</b>		
	#	%
None	64	86.5
1	5	6.8
2	2	2.7
3	2	2.7
4	1	1.3
<b>Total</b>	<b>74</b>	<b>100.0</b>

- (70.3%) of the 74 probationers did not have a technical violation during the reporting period of our evaluation. Only (16.2%) were indicated as having one technical violation. The highest number of technical violations noted for the period was 4 and this was in regard to two individuals.
- (86.5%) of the 74 probationers did not have a new offense violation during the reporting period of our evaluation. Only (6.8%) were indicated as having one new offense violation. The highest number of new offense violations noted for the period was 4 and this was in regard to one individual.
- In total the number of violations reported for the 74 probationers during the reporting period of our evaluation was 59. Of these 59 violations, 40 were indicated as technical violation while 19 were indicated as new offense. As reflected below:

<b>Franklin County ERC</b> <b>Number of Violations for</b>  <b>Reporting Period: 02/02 to 06/04</b>  <b>(N=59)</b>	<b>By Violation Type:</b>	
	<b>Technical</b>	<b>New Offense</b>
	40	19

- In regard to ERC participation: (See table below)
  - 8 of the 40-noted technical violations occurred within the reporting period but prior to the participants entering ERC, 10 occurred while they were in ERC and 22 occurred after they left the program.
  - 1 of the 19-noted new offense violations occurred within the reporting period but prior to the participants entering ERC, 6 occurred while they were in ERC and 12 occurred after they left the program.

By Violation Type:	In terms of ERC participation		
	Pre	During	Post
Technical	8	10	22
New Offense	1	6	12
<u>Total</u>	<b>9</b>	<b>16</b>	<b>34</b>

- The 22-post ERC technical violations noted above were committed by 15 youth out of the 74 probation cases. Ten (66.7%) of these youth committed one post-program technical violation, three (20.0%) committed two technical violations, and two (13.3%) noted for committing three technical violations as reflected by the table below:

<b>Franklin County Post-program Technical Violations</b>		
	#	%
<b>Reporting Period: 02/02 to 06/04</b>		
Number of Post Technical Violations:		
1.00	10	66.7
2.00	3	20.0
3.00	2	13.3
	<b>15</b>	<b>100.0</b>

- Of the 15 youth noted for having post ERC technical violations, 11 (73.3%) successfully completed ERC, while 4 (26.7%) did not.
  - The mean numbers of weeks between successful completion of ERC and a post-program technical violation (N=15) was 22.8 weeks, with a range of .57 and 42.71 weeks
  - The mean numbers of weeks between unsuccessful completion of ERC and a post-program technical violation (N=4) was 2.85 weeks, with a range of 1.14 to 6.43 weeks.

- The 12-post ERC new offense violations noted above were committed by 7 youth out of the 74 probation cases. Three (42.9%) of these youth committed one post-program new offense violation, three (42.9%) committed two new offense violations, and one individual (14.3%) committed three post-program new offense violations as reflected by the table below:

<b>Franklin County Post-program New Offense Violations</b>	<b>#</b>	<b>%</b>
<b>Reporting Period: 02/02 to 06/04</b>		
Number of Post New Offense Violations:		
1.00	3	42.9
2.00	3	42.9
3.00	1	14.3
	<b>7</b>	<b>100.0</b>

- Of the 7 youth noted for having post ERC new offense violations, 3 (42.9%) successfully completed ERC, while 4 (57.1%) did not.
  - The mean numbers of weeks between successful completion of ERC and a post-program new offense violation (N=3) was 32.2 weeks, with a range of 9.43 and 44.71 weeks
  - The mean numbers of weeks between unsuccessful completion of ERC and a post-program new offense violation (N=4) was 11.46 weeks, with a range of 1.14 to 40.86 weeks.

Other notable findings in regarded to Franklin County Probation Office sample of 74:

1 case unsuccessfully completed ERC and went to IJDOC

1 case successfully completed ERC was noted for committing suicide

## Summary Profile Jefferson County ERC

Reporting Period: February 1, 2002 to June 30, 2004

When reviewing the contents of this profile it is important to point out that only the juveniles from ERC that have records on file with the Jefferson County Probation Office are included. This means the original 64 cases of youth participating in ERC from the county as reflected in an earlier portion of this document is now reduced by 14 to eliminate community referrals (since they do not have open files with the Probation Office), to a new count of 50. This count of 50 is further reduced to eliminate 5 cases of program repeaters to a count of 45 that served as our new ERC sample size available for analysis.

Jefferson County provided the evaluation team with face sheet reports that indicated client offenses and probation violations. The following table indicates these counts for Jefferson County ERC participants for a reporting period of February 1, 2002 to June 30, 2004:

<b>Jefferson County ERC</b>		
<b>Number of Offenses</b>		
<b>Number of Violations</b>		
<b>N=45</b>		
<b>Reporting Period: 02/02 to 6/04</b>		
<b>Number of Offenses</b>	<b>#</b>	<b>%</b>
<b>None</b>	0	0.0
<b>1</b>	9	20.0
<b>2</b>	9	20.0
<b>3</b>	8	17.8
<b>4</b>	3	6.7
<b>5</b>	3	6.7
<b>6</b>	2	4.4
<b>7</b>	3	6.7
<b>8</b>	2	4.4
<b>9</b>	3	6.7
<b>11</b>	1	2.2
<b>12</b>	1	2.2
<b>43</b>	1	2.2
<b>Total</b>	<b>45</b>	<b>100.0%</b>

<b>Jefferson County ERC</b> <b>Number of Offenses</b> <b>Number of Violations</b> <b>N=45</b> <b>Reporting Period: 02/02 to 6/04</b>		
Number of Violations		
	#	%
None	4	8.9
1	5	11.2
2	2	4.4
3	2	4.4
4	1	2.2
5	4	9.0
6	8	17.8
7	1	2.2
8	3	6.7
9	3	6.7
10	1	2.2
12	2	4.4
13	3	6.7
14	1	2.2
15	1	2.2
16	1	2.2
20	1	2.2
28	1	2.2
32	1	2.2
<b>Total</b>	<b>45</b>	<b>100.0%</b>

- All of the 45-probationers had at least one offense during the reporting period of our evaluation. One and two were the most frequently noted number of offenses committed during this period, closely followed by three. The range of offenses was from 1 to 9 -- skipped 10 -- then 11, 12 and one case of 43 offenses was reported in regard to one individual.
- Only four of the 45 probationers (8.9%) did not have probation violations during the reporting period of our evaluation. The most frequently noted number of probation violations committed during this period was 6. The highest number of probation offenses reported was 32 in regard to one individual.
- The number of offenses reported for the 45 probationers during the reporting period of our evaluation was 220, while the number of probation violations was 343 as reflected below:

<b>Jefferson County ERC</b>	
<b>Reporting Period: 02/02 to 06/04</b>	<b>Count:</b>
Number of Offenses	<b>220</b>
Number of Probation Violations	<b>343</b>

- In regard to ERC participation: (See table below)
  - 64 of the 220-noted offenses occurred within the reporting period but prior to the participants entering ERC, 26 occurred while they were in ERC and 130 occurred after they left the program.
  - 87 of the 343-noted probation violations occurred within the reporting period but prior to the participants entering ERC, 94 occurred while they were in ERC and 162 occurred after they left the program.

<b>Jefferson County</b>				
	<b>Pre</b>	<b>During</b>	<b>Post</b>	
				<b>Total</b>
<b>Offenses</b>	64	26	130	<b>220</b>
				<b>Total</b>
<b>Violations</b>	87	94	162	<b>343</b>

- The 130-post ERC offenses noted above were committed by 27 youth out of the 45 probationers. Eight (29.6%) of these youth committed one post-program offense, five (18.5%) committed two offenses, four (14.8%) committed three offenses -- all the way of up to one individual (3.7%) committed forty offenses as reflected by the table below:



<b>Jefferson County Post-program Offenses</b>		
<b>Reporting Period: 02/02 to 06/04</b>	<b>#</b>	<b>%</b>
Number of Post Offenses:		
1.00	8	29.6
2.00	5	18.5
3.00	4	14.8
4.00	2	7.4
6.00	2	7.4
7.00	2	7.4
8.00	2	7.4
10.00	1	3.7
40.00	1	3.7
	<b>27</b>	<b>100.0</b>

- Of the 27 youth noted for having post ERC offenses, 12 (44.5%) successfully completed ERC, 10 (37.0%) unsuccessfully completed ERC, 3 (11.1%) were classified as Other-Rehab, 1 (3.7%) was classified as Other-DOC, and 1 (3.7%) as Other-Residential Placement.
  - The mean numbers of weeks between successful completion of ERC and a post-program offense (N=12) was 22 weeks, with a range of 2.00 to 81.00 weeks
  - The mean numbers of weeks between unsuccessful completion of ERC and a post-program offense (N=10) was 21 weeks, with a range of 1.57 to 82.57 weeks.
- The 162-post ERC probation violation noted above were committed by 35 youth out of the 45 probationers. Six (17.1%) of these youth committed one post-program offense, eight (22.9%) committed two offenses, three (8.6%) committed three offenses -- all the way of up to one individual (2.9%) noted for committing 17 probation violations as reflected by the table below:

<b>Jefferson County Post-program Offenses</b>		
<b>Reporting Period: 02/02 to 06/04</b>	<b>#</b>	<b>%</b>
Number of Post Offenses:		
1.00	6	17.1
2.00	8	22.9
3.00	3	8.6
4.00	6	17.1
5.00	2	5.7
6.00	1	2.9
7.00	1	2.9
8.00	4	11.4
9.00	1	2.9
13.00	2	5.7
17.00	1	2.9
	<b>35</b>	<b>100.0</b>

- Of the 35 youth noted for having post ERC probation violations, 18 (51.4%) successfully completed ERC, 10 (28.5%) unsuccessfully completed ERC, 4 (11.4%) were classified as Other-Rehab, 1 (2.9%) was classified as Other-DOC, 1 (2.9%) as Other-MST and 1(2.9%) as Other-Residential Placement.
  - The mean numbers of weeks between successful completion of ERC and a post probation violation (N=18) was 3.5 weeks, with a range of 1.00 to 13.00 weeks
  - The mean numbers of weeks between unsuccessful completion of ERC and a post probation violation (N=10) was 5.6 weeks, with a range of 1.00 to 17.00 weeks.

Other notable findings in regard to the 45 Jefferson County probationers:

- 14 cases made reference to the youth in regard to detention
- 6 cases made reference to the youth in regard to both detention and DOC
- 6 cases made reference to the youth in regard to DOC

## **B. Outcome Evaluation Findings**

How effective is ERC/MRT as a means of reducing delinquent behavior among participating youth? Despite several data limitations such as inconsistency in reporting styles and availability, inequity in the amount of time out of the program among participants and very small sample sizes, data trends did emerge which we believe should be further monitored and assessed over an extended period of time. One such data trend was observed in Franklin County, where (86.5%) of the ERC participating youth did not have a new offense violation during the reporting period of our evaluation. This finding lends support to juvenile justice research, which “consistently found that nearly 70% of youth who are arrested once are never arrested again” (Wolfgang, Figilo, and Sellin, 1972; Snyder, 1998). The point of interest is at what level this initial percentage of (86.5%) will adjust to by mid-year 2005 when the last groups of program participants can be measured at the same program out interval as the early program participants.

Initial Franklin County data findings also seem to be in line with juvenile justice research that suggest that “only 6% to 8% of all youth both in a given year are arrested three or more times. This phenomenon has been termed the 8% problem” (Schumacher and Kurz, 2000). Our preliminary data indicates that only 7 out of the 74 probationers committed the 12-post ERC new offense violations reported during the period covered by our evaluation. Three (42.9%) of these youth committed one post-program new offense violation, three (42.9%) committed new offense violations, and one individual (14.3%) was noted for committing three post-program new offense violations. This offending pattern by count should be another area of interest that is continually monitored and documented until mid 2005 when program out periods have been extended and can be controlled by participant.

A data trend of major interest in Jefferson County that should be further monitored concerns the 220 offenses. Sixty-four of these occurred within the reporting period but prior to the participants entering ERC -- 26 occurred while they were in ERC and -- 130 occurred after they left the program. This preliminary finding indicates a 41% decline in the percentage of offenses committed (from 64 to 26) by the probationers while they were enrolled in ERC. If this finding stands the test of time (a mid-2005 reassessment) it provides a solid foundation for concluding that ERC is indeed an effective means for reducing delinquent behavior among participating youth, however with one major caveat -- while they are enrolled in the program. Findings indicate that once the participants were out of the program they tended to return to delinquent activity (from 26 during offenses to 130 post-program offenses).

Because the suppression effect that ERC has on delinquency appears to be temporary, there remains a need for another, more enduring agent of change. Jefferson County should consider reinstating MRT or another cognitive-behavioral program as part of the ERC package, in accordance with the recommendations offered in this report. Franklin County should implement the recommendations offered for MRT as well. Or, these sites may opt to implement a similar cognitive-behavioral program that teaches the same fundamental values of honesty, trust, caring and helps participants make better decisions and accept responsibility for their problem behavior.

## **SECTION VII: SUMMARY OF FINDINGS & RECOMMENDATIONS**

In this report, we have examined the process of implementation of the ERC/MRT programs in Franklin and Jefferson counties, identified those contextual features affecting program implementation, described program strengths and those areas we see as weaknesses or challenges to successful implementation. We further examined patterns in service delivery and numbers and types of youth served, and participation and completion rates. We attempted to assess whether participation in ERC, or ERC with MRT leads to less involvement in delinquency.

A great deal of qualitative and other types of valid process data were available to help us understand the implementation process, providing a solid foundation for determining those aspects of the program where implementation has been successful, and the areas for improvement. However, the data for assessing outcomes were considerably poorer in quality and less available. This hampered our ability to assess how effective the program has been over time, and our conclusions in this regard are more tentative.

Court Services has provided a safe and structured environment where delinquent and at-risk youth are provided with adult supervision, exposure to positive, caring role models, and other services designed to reduce their involvement in delinquent behavior and help these youth lead productive and responsible lives. Staff members demonstrate commitment and enthusiasm about their jobs, and were observed communicating effectively with the youth, while maintaining authority and control as needed. Court Services has also been resourceful in teaming with other programs and agencies that serve the same population to bring more services to the ERCs. Through these relationships, they have also ensured participants are not kept from receiving treatment they would have in the community during the time they are required to be at ERC.

There are some aspects regarding program implementation, that if not addressed, can weaken chances for program success or result in less than optimal use of Court Services and community resources. The first of these aspects is that both ERC and MRT have experienced a shift in the target population served, gradually expanding to accommodate different types of youth than originally intended. There has not been a concurrent re-assessment of program objectives, or efforts to modify activities to fit the varied needs of participants. The programs have come to function as prevention programs (for at-risk community referred youth), early intervention (for minor offenders), and high-end intervention and sanction for more serious offenders. All youth receive essentially the same sanction (to the extent mandatory attendance five nights a week is viewed as punitive) dosage of treatment, and type of services. The result is that intervention is not fine-tuned enough for all youth needs. Many needs may go unmet, and the most high need youth have been at times, poorly controlled and disruptive, which has hindered others' chances of reaping program benefits. While this effect was more pronounced at the Jefferson County site, Franklin County, too, serves a wide range of youth with very different needs and abilities, and this has appeared to compromise MRT efforts.

The literature indicates that intensive programs, sanctions, and other interventions be reserved for the most high-risk youth. When these are applied to lower risk children, research has found there to be no significant difference in subsequent delinquency rates than if they received no intervention. In short, without careful targeting, resources can be wasted on low-risk offenders and not available for those who are in greatest need. Court Services should pay close attention to the issue of which youth represents the highest risk group in determining suitability for ERC. However, this should not preclude them from screening out candidates who may represent a threat or for whom this type of intervention or sanction is seen as too weak. "High

risk” does not mean the most serious or problem-ridden offenders. Rather, it is those youth who display certain characteristics and behaviors, or live in home or neighborhood environments where factors are present that are linked to chronic delinquency. The Youth Assessment Screening Inventory used by Court Services may prove useful in screening decisions.

A second implementation aspect that needs to be addressed is the level and type of communication among Court Services staff and other service providers regarding the exact treatment methods used, and the relationship between treatment and other issues in the youth’s life. This is primarily of concern in regard to MRT, and it is noted that program concepts were not always well-reinforced outside of the treatment setting, and consequently may not have been well-internalized by the participants. Also, we found that ERC and P.O.s were not always aware of the exact nature of substance abuse services delivered on site, and objectives and methods used by these practitioners. There is not a fully collaborative and comprehensive approach to working with these youth.

In preparing this report, we strived to distinguish between issues and findings that are pertinent only to ERC or only to MRT. As anticipated, though, it was not possible to identify effects of MRT independent of the overall ERC program. Therefore, we cannot conclusively attribute our outcome results to any one of the interventions only. Most subjects in the study who attended ERC were also exposed to MRT. There is an exception for those youth who were enrolled in ERC after mid-2003 in Jefferson County, because MRT was terminated there at that time and has not been offered since. With the exception of the outcome data for these youth, we must assume the results of the outcome data analysis presented reflect the influence of both programs. The outcome data did not offer clear support concerning which intervention is a more

effective means of reducing delinquent behavior among participating youth, though there are a number of limitations of these data and the types of analysis we were able to conduct.

## **Recommendations**

Based on the findings of our 18-month evaluation of the Moral Reconciliation Therapy of the Franklin/Jefferson County Evening Reporting Center program, we offer the following recommendations:

- j) Court Services should carefully evaluate the mission of the ERCs and for whom this resource should be intended. More specifically there is a need to revisit purpose and objectives of the ERC at each site and develop a set of target population guidelines accordingly. Consider using Youth Assessment Screening Inventory results or a similar tool to ensure youth present comparable levels of risk.
- k) Ensure these guidelines/criteria are communicated to probation staff, judges, and other community agencies from which ERC will accept referrals;
- l) Ensure consistent structure and delivery of services in ERC programs and activities from week-to-week. Develop a core set of activities that are suitable for youth with multiple needs and at varying ages and developmental levels that are tied to the overall purpose and objectives of ERC. Provide core activities consistently to all eligible participants. Train ERC staff to function as back-up staff to deliver these activities if primary service staff are not available.
- m) Based on the observation that most Jefferson County participants were young black males, care should also be taken in terms of program delivery to offer some activities that relate to black culture for example in terms of the arts, entertainment, and sports. The noted efforts by the Jefferson County ERC to bring in guest speakers from the neighborhood that have overcome adversity to succeed and now serve as role models and mentors should be continued.
- n) Court Services should strengthen collaborations with other youth service providers (including Franklin Williamson Human Services, special programs in schools, and private counselors) in Franklin County to develop a forum in Franklin County for routinely sharing information about the youth who attend ERC, including information on youth's progress, areas of concern and treatment planning across service providers who work with ERC and MRT participants.



- o) Court Services should strengthen existing collaboration in Jefferson County with other youth service organizations in order to ensure organizations are fully apprised of the missions, target populations, service delivery methods, and theories, tenets and principles underlying therapeutic approaches used by one another. Develop memoranda of understanding between agencies, appropriate consent/release of information forms to allow for information-sharing about common clients in a manner that can lead to joint treatment planning.
- p) In regard to these collaborative endeavors, both communities should work to establish a common framework between juvenile justice personnel and area service providers for understanding and responding to delinquency and at-risk youth. Ensure treatment methods and services offered are complementary, and that services are not at cross-purposes with one another or redundant. Work to establish a continuum of comprehensive services that share a common purpose yet address different areas of need in youth's lives.
- q) Maintain consistent records and data on all ERC and MRT participants tracking the reason for admission, program progress, and services received in order to enhance program monitoring and evaluation capabilities. Seek technical assistance from state or national agencies to maximize uses of data currently collected, and to modify and streamline data collection and information management systems so that data can be used to inform decisions to develop, sustain or terminate programs or strategies. We recognize that juvenile justice agencies in smaller jurisdictions do not have specialized staff that manage data and conduct research and evaluation. They could benefit tremendously from technical assistance from state agencies to build their capacity to self-evaluate with those resources they do have.
- r) Consider providing a less intensive cognitive-behavioral intervention that is accountability-based and fine-tuned to needs and development levels of juvenile offenders in lieu of MRT, or for those deemed not amenable to MRT.

The core objectives, tenets, and principles of MRT are not systematically conveyed to Probation Officers and service providers who work with youth, and are not reinforced outside of the treatment setting. The one evening a week that MRT is offered is not sufficient for youth to become “immersed” into the treatment concepts and fully integrate these into their lives. If MRT remains the program of choice for ERC participants in Franklin County or is reinstated in Jefferson County we further recommend the following:

- f) Set specific guidelines for which types of youth may not be appropriate for MRT and provide appropriate alternative activities for these youth during MRT sessions. Screen youth for MRT to ensure they are able to read and comprehend program materials, and full grasp and apply concepts to real-world problems. Youth with severe behavioral disorders, extensive delinquency histories, or indicators of mental illness should not be included in MRT groups. Youth should be assigned to groups with others who at a similar reading and development level, and within no more than a two-year age difference.
- g) MRT facilitators should participate in refresher training to enhance and maintain their skills and seek support/assistance from MRT developers in ensuring program goals and appropriate use of MRT techniques. While resources may limit them from attending the full training program again, Franklin County program administration should explore how to access the assistance of Correctional Counseling, Inc. that are available at no charge to trained facilitators, or other forms of refresher training they offer.
- h) Program administration should make a concerted effort to ensure that MRT facilitators are providing the program consistent with the objectives of an accountability cognitive-behavioral based treatment approach. The sessions should not be merely didactic, but interactive and a forum for youth to share problems, and have these analyzed within the MRT framework. This will likely necessitate restricting MRT eligibility to those youth deemed capable of understanding program materials, participating actively in-group treatment, and benefiting from the program. The Program Coordinator should screen referrals on a case-by-case basis and assess suitability for admission.
- i) Based on the observation that most Jefferson County ERC participants were young black males, we recommend that Jefferson County identify a minority facilitator that can relate one-to-one with the experiences of a these young men. This might hold the key to the successful delivery of any cognitive behavior approach.
- j) Train all Court Service and collaborative agency staff in general principles of the cognitive-behavioral interventions provided, and use program principles and concepts as an overarching framework for supervision, including setting expectations, responding to problems with youth, and assessing youth progress. Facilitators should work closely with Juvenile Probation Officers who work with the youth they are treating and use the MRT sessions as an opportunity to address supervision issues and hold them accountable for non-compliance. We further suggest sharing information regarding the general program principles and themes with other youth service professionals who work with MRT participants. This will permit Juvenile Probation Officers and other treatment professionals to integrate MRT concepts into supervision and treatment of youth.

One final thought, in the past few years there has been progress made through rigorous program evaluation in identifying (common core) characteristics of the programs that work. Specifically, as suggested by the literature the most successful programs for youth include the following elements that were referenced earlier:

- Address the highest priority problem areas and identify strengths (risk factors and protective factors) to which children in a particular community are exposed
- Focus most strongly on populations exposed to a number of risk factors
- Address multiple risk factors in multiple settings, such as family, schools, and peer groups
- Offer comprehensive interventions across many systems, including health and education, and deal simultaneously with many aspects of juveniles' lives
- Provide intensive contact with at-risk juveniles, often involving multiple contacts per week or even on a daily basis
- Build on juveniles' strengths rather than focus on deficiencies
- Deal with juveniles in the context of their relationship to and with others, rather than focus on the individual
- Encourage cooperation among the various community members
- Staff is knowledgeable regarding the nature and availability of community intervention programs
- Are based on empirically demonstrated effective treatments
- Maintain high program quality in terms of staff recruitment and training, supervision, accountability for outcomes, and ongoing program monitoring and evaluation

We provide these characteristics along with our ERC and MRT related recommendations in hopes that they can strengthen existing program operations and thereby improve the likelihood that ERC/MRT will reduce delinquency and have other positive impact on the lives of youth who participate, and also to assist Court Services in resource allocation decisions.

## BIBLIOGRAPHY

- Andrews, D., I. Zinger, R. Hoge, J. Bonta, P. Gendrew, and F. Cullen. (1990). "Does Correctional Treatment Work? A Clinically Relevant and Psychologically Informed Meta-Analysis." Criminology. 28: 369-404.
- Armstrong, T. (2003). "The Effect of Moral Reconciliation Therapy on the Recidivism of Youthful Offenders." Criminal Justice and Behavior. 30 (6).
- Cook, T., and D. Campbell. (1979). Quasi-experimentation: Design and Analysis Issues for Field Settings. Boston: Houghton Mifflin Company.
- Gaseau, M. (1999, March 15). "Moral reconciliation therapy: How is it different? Why does it work?" Retrieved October 7, 2003, from <http://database.corrections.com/news/results2.asp?ID=180>.
- Gendreau, P, and D.A. Andrews. (1990). "What the meta-analyses of the offender treatment literature tells us about -- what works." Canadian Journal of Criminology. 32: 173-184.
- Greenwood, P.W., and F.E. Zimring. (1985). One more chance - the pursuit of promising intervention strategies for chronic juvenile offenders. Santa Monica, CA: The Rand Corporation.
- Hawkins, D., R. Catalano, and J. Miller. (1992). "Risk and Protective Factors for Alcohol and Other Drug Problems in Adolescence and Early Adulthood: Implications for Substance Abuse Prevention." American Psychological Association Psychological Bulletin. 112: 64-105.
- Hollin, C.R. (1990). Cognitive-behavioral interventions with young offenders. Elmsford, NY: Pergamon Press.
- Howell, J., Editor. (1995). Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. Office of Juvenile Justice Delinquency and Prevention: Washington, D.C.
- Henggeler, S. W. and C.M. Borduin. (1990). Family Therapy and Beyond: A Multisystemic Approach to Treating the Behavior Problems of Children and Adolescents. Pacific Grove, CA: Brooks/Cole Publishing Company.
- Jamison, R. (2002). "Widening the net in juvenile justice and the dangers of prevention and early intervention." Retrieved July 31, 2003, from <http://www.cjcg.org/pubs/net/netwid.html>.
- Koch Crime Institute. (1999) "Principles of effective delinquency prevention and early intervention: Koch Crime Institute." Retrieved October 22, 2003 from <http://www.kci.org/publication/sji/principles.htm>.

- Lipsey, M. (1991). "Juvenile Delinquency Treatment: A Meta-Analytic Inquiry into the Variability of Effects." In Meta-Analysis for Explanation: A Casebook. Beverly Hills: Sage.
- Little, G. L. (2000). "Cognitive-Behavioral Treatment of Offenders: A Comprehensive Review of MRT Outcome Research." Addictive Behaviors Treatment Review. 2 (1): 12-21.
- Little, G.L., and K.D. Robinson. (1988). "Moral reconnection therapy: A systematic step-by-step treatment system for treatment resistant clients." Psychological Reports. 62: 135-151.
- Loeber, R., T. Dishion and G. Patterson. (1984). "Multiple-Gating: A Multi-stage Assessment Procedure for Identifying Youths at Risk for Delinquency." Journal of Research for Crime and Delinquency. 21 (1): 7-21.
- Palmer, T. (1991). "The effectiveness of interventions: Recent trends and current issues." Crime and Delinquency. 37: 330-346.
- Petry, J. R., H.L. Bowman, C. Douzenis, G.E. Kenney, and R.A. Bolding. (1992). "Project About Face Evaluation Report." Memphis State University: Bureau of Education Research.
- Petry, J. R. and G.E. Kenney. (1995). "Juvenile Offenders in Boot Camp: Project About Face Evaluation." Cognitive Behavioral Treatment Review. 4 (1): 6-7.
- Redding, R. (2000). "Characteristics of effective treatments and interventions for juvenile offenders." Retrieved October 28, 2003, from [http://www.ilppp.virginia.edu/Juvenile\\_Forensic\\_Fact\\_Sheets/CharEffTreat.html](http://www.ilppp.virginia.edu/Juvenile_Forensic_Fact_Sheets/CharEffTreat.html).
- Samenow, S. (1998). Straight Talk About Criminals: Understanding and Treating Antisocial Individuals. Northvale, NJ: Jason Aronson Publishers.
- Schumacher, M. and G. Kurz. (2000). The 8% Problem: Preventing Serious, Repeat Juvenile Crime. Thousand Oaks, CA: Sage Publications.
- Snyder, H. (1988). Court Careers of Juvenile Offenders. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.
- Tolen, P. and N. Guerra. (1994). "What Works in Reducing Adolescent Violence: An Empirical Review of the Field." Report submitted to the Center for the Study and Prevention of Violence. Chicago, IL: University of Chicago.
- Tracy, P., M. Wolfgang, and R. Figlio. (1990). Delinquency in Two Birth Cohorts. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.
- Wilson J. and J. Howell. (1993). A Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders: Program Summary. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

Wolfgang, M., R. Figlio, and J. Sellin. (1972). Delinquency in a Birth Cohort. Chicago IL: University of Chicago Press.

## **DIRECTORY OF APPENDICES**

**APPENDIX A: Logic Model**

**APPENDIX B: (MRT®) FREEDOM LADDER**

APPENDIX C: (MRT®) STEP CHECKLIST

APPENDIX D: Demographic Profile

APPENDIX E: Copy of ERC Contract/Rules, MRT Referral Form/Rules

APPENDIX F: Key Informant Interview Protocol

APPENDIX G: Community Stakeholder Interview Protocol

APPENDIX H: SIUE Consent Form

APPENDIX I: List of Interview Sources

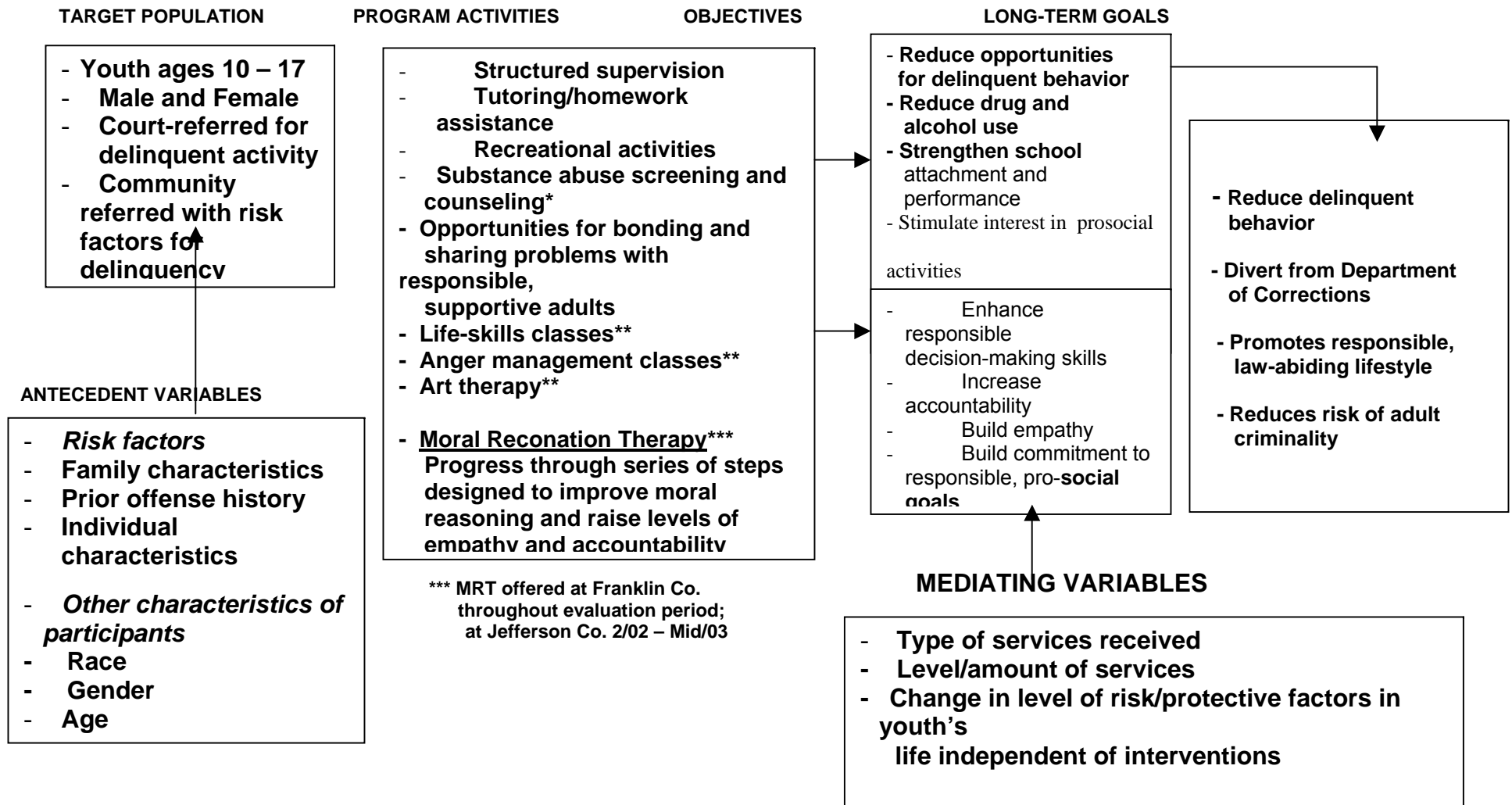
APPENDIX J: MRT Group Observation Checklist

APPENDIX K: Offense List

**APPENDIX A:**

**LOGIC MODEL**

**EVENING REPORTING CENTER/MORAL RECONATION THERAPY PROGRAMS**





## Appendix B: (MRT®) FREEDOM LADDER

<p><b>Steps 13-16</b> – Evaluate relationship between inner self and personality</p>	<p><b>GRACE</b> Few persons reach this state where they see others as an extension of themselves. Reaching grace means one must give oneself to a major cause. In this stage, a person’s identity fuses with others as well as a social cause. Doing the right things, in the right ways, for the right reasons, are primary concerns. Values are placed on human life, justice, dignity, and freedom. Gandhi, King, and Mother Theresa are a few examples.</p>
<p><b>Step 12</b> – Choosing moral goals</p>	<p><b><u>NORMAL</u></b> People who experience this state have incorporated their identity into how they live their lives. Thus, they have their needs fulfilled without a great deal of effort. To those on this stage, work isn’t work. However, their identity nearly always involves the welfare of others, whether it is the welfare of their employees or family. They often become involved in social causes and have genuine concerns for others. They give great consideration to their own conduct and are not quick to judge others. They attempt to keep their relationships on honest, trustworthy levels where they are accountable. It is clear that people in this stage have chosen the right identify (set of goals). Moral judgments are based about half-and-half on societal and ethical principles.</p>
<p><b>Step 11</b> – Keeping moral commitments</p>	<p><b>EMERGENCY</b> A sense of urgency in completing goals dominates this stage because individuals are totally committed to fulfilling personal goals. The goals of people in this stage are broader and include the welfare of others rather than goals being narrow and self-serving. They feel in control of their lives, but often feel that they have committed and are in risk of failure if they slow down. Most of their decisions are based on what is best for society and their organizations, but they show higher, idealized, ethical principles as well. In addition, they sometimes “slip” to lower levels of reasoning but attempt to rectify this as soon as they realize it.</p>
<p><b>Step 10</b> – Maintain Positive Change  <b>Step 9</b> – Commitment to change</p>	<p><b><u>DANGER</u></b> The major distinction between danger and nonexistence is that those in danger have committed to long terms goals. They feel the risk of danger and have communicated their desires to others. They feel a definite direction in their life and see relationships as necessary, important, and satisfying. They usually gain their identity from their long-term goals and recognize the requirements of situations quickly. Most of these people make their moral judgments from the societal contract level and “law and order.” Many of them “slip” to lower stages of reasoning but feel a sense of personal let down when this occurs.</p>
<p><b>Step 8</b> – Short term goals and consistency  <b>Step 7</b> – Long term goals and identity</p>	<p><b><u>NON-EXISTENCE</u></b> Those in nonexistence do not have a firm sense of identity and do not feel connected to the world. They often feel little purpose in their life, but do not feel responsible for what happens to them. While they feel somewhat alienated, they can have satisfying relationships. Oral judgments can be made from “law and order,” pleasing others, reciprocity, or pleasure/pain.</p>
<p><b>Step 6</b> – Helping others  <b>Step 5</b> – Healing damaged relationships</p>	<p><b><u>INJURY</u></b> People in this stage know when they have hurt others or themselves and feel responsible for it. Low self esteem, guilt, and feelings of inadequacy often predominate. While they seem to “let down” others and themselves frequently, they recognize that they are the source of their problems. This is the first stage that positive relationships can occur. People in injury have trouble following through on their goals and personal commitments. Oral judgments are based on pleasing others, pleasure/pain and reciprocity.</p>
<p><b>Step 4</b> – Awareness</p>	<p><b><u>UNCERTAINTY</u></b> People in this stage may lie, cheat and steal, but they are uncertain if they should. They typically have no long term goals usually don’t know if there is a direction that is right for them. They show rapidly changing beliefs and a basic uncertainty about other people. They say, “I</p>

	<p>don't know," a lot sometimes are uncertain whether they should or can change. This stage typically doesn't last long. Their moral judgments are based on pleasing others as well as pleasure/pain and reciprocity.</p>
<p><b>Step 3 – Acceptance</b></p>	<p style="text-align: center;"><u><b>OPPOSITION</b></u></p> <p>People in opposition are quite similar to those in disloyalty. However, those in opposition are somewhat more honest, about it; they pretend less. Those in opposition tend to blame society, the rules, or the unfairness of others for their problems and state in life. They are in open opposition to established order. They tend to be rigid and unadaptable and are more confrontational, hostile, and openly manipulative. Constant conflict is often seen. Moral judgments come from pleasure/pain and reciprocity.</p>
<p><b>Step 2 – Trust</b></p> <p><b>Step 1 – Honesty</b></p>	<p style="text-align: center;"><u><b>DISLOYALTY</b></u></p> <p>The stage of disloyalty is the lowest moral and behavioral stage in which people can function. Lying, cheating, stealing, betraying, blaming others, victimizing, and pretense (pretending) are the behaviors characterizing it. Negative emotions, including anger, jealousy, resentment, hatred and depression dominate. Relationships are exploitative. People in disloyalty view the world as a place that cannot be trusted and believe that everyone else lies, cheats, and feels negative emotions. Moral judgments are made on the basis of their pleasure/pain and reciprocity.</p>

Appendix C:

**MORAL RECONATION THERAPY (MRT®)  
STEP CHECKLIST**

CLIENT NAME: \_\_\_\_\_

	Date Completed	Counselor's Initials
Step 1: <i>Pyramid of Life</i> Exercise [in group]	_____	_____
Testimony [3 tries; those ≥ step 2 vote]	_____	_____
<hr/>		
Step 2: <i>Shield &amp; Life Mask</i> Exercise [in group]	_____	_____
<i>Life Wheel</i> Exercise [in group]	_____	_____
Testimony [3 tries; those ≥ step 3 vote]	_____	_____
<hr/>		
Step 3: <i>Worries, Wants &amp; Needs</i> Exercise [in group]	_____	_____
Program Rules Acceptance [those ≥ step 4 vote]	_____	_____
<hr/>		
Step 4: <i>Things in My Life</i> Exercise [in group]	_____	_____
<i>Major Life Categories</i> [counselor only]	_____	_____
<hr/>		
Step 5: <i>Circle of Relationships</i> Exercise [in group]	_____	_____
<i>Best Times/Worst of Times</i> Exercise [in group]	_____	_____
<i>Important Relationships</i> [counselor]	_____	_____
<hr/>		
Step 6: 10 Hours of Helping Others [counselor]	_____	_____
Five One-on-One Discussions [counselor]	_____	_____
<i>Trading Places</i> Exercise [group]	_____	_____
<hr/>		
Step 7: <i>One Year to Live</i> Exercise [counselor]	_____	_____

*Five Years to Live Exercise* [counselor] \_\_\_\_\_

*Master Goal Plan* [counselor] \_\_\_\_\_

---

Step 8: *One-Year Action Plan* [counselor] \_\_\_\_\_

---

Step 9: 10 New Hours of Helping Others [counselor] \_\_\_\_\_

Five New One-on-One Discussions [counselor] \_\_\_\_\_

*Action Plan review* [counselor] \_\_\_\_\_

---

Step 10: *Moral Assessment* [counselor] \_\_\_\_\_

*Moral Questions* – page 88 [counselor] \_\_\_\_\_

My 5 Biggest Problem Areas [counselor] \_\_\_\_\_

*Trading Places Exercise* [group] \_\_\_\_\_

---

Step 11: *Circle of Relationship Exercise* – repeat [group] \_\_\_\_\_

*Best Times/Worst Times Exercise* – repeat [group] \_\_\_\_\_

*Important Relationships In My Life* [counselor] \_\_\_\_\_

*Relationship Questions* [counselor] \_\_\_\_\_

Testimony [group, all members vote, majority rules] \_\_\_\_\_

---

Step 12: *New Master Plan* [counselor] \_\_\_\_\_

Appendix D:

## DEMOGRAPHIC PROFILE

Franklin County (Benton Site) & Jefferson County (Mount Vernon Site)

### General Population

		1960	1970	1980	1990	2000	Estimate Jul-03
<b>Franklin County</b>		39,281	38,329	43,201	40,319	39,018	39,117
	<b>Benton</b>	<b>7,023</b>	<b>6,833</b>	<b>7,778</b>	<b>7,216</b>	<b>6,880</b>	<b>6,817</b>
<b>Jefferson County</b>		32,315	31,446	36,552	37,020	40,045	40,334
	<b>Mount Vernon</b>	<b>15,566</b>	<b>15,980</b>	<b>17,193</b>	<b>16,988</b>	<b>16,269</b>	<b>16,486</b>

### Population Under 18 (Number)

		1960	1970	1980	1990	2000
<b>Franklin County</b>		11,575	10,582	11,441	9,683	8,958
	<b>Benton</b>	<b>2,015*</b>	<b>1,715</b>	<b>1,874*</b>	<b>1,628</b>	<b>1,511</b>
<b>Jefferson County</b>		10,760	10,052	10,196	9,947	9,696
	<b>Mount Vernon</b>	<b>5,032</b>	<b>4,962</b>	<b>4,365</b>	<b>4,438</b>	<b>4,026</b>

### Population Under 18 (Percentage)

		1960	1970	1980	1990	2000
<b>Franklin County</b>		29.5	27.6	26.5	24.0	23.0
	<b>Benton</b>	<b>28.7</b>	<b>25.1</b>	<b>24.1</b>	<b>22.6</b>	<b>22.0</b>
<b>Jefferson County</b>		33.3	32.0	27.9	26.9	24.2
	<b>Mount Vernon</b>	<b>32.3</b>	<b>31.1</b>	<b>25.4</b>	<b>26.1</b>	<b>24.7</b>

\*estimate

		Population 10 to 17 (Number)				
		1960	1970	1980	1990	2000
<b>Franklin County</b>		5,429	5,082	5,453	4,601	4,281
	<b>Benton</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>738</b>	<b>690</b>
<b>Jefferson County</b>		4,652	4,772	4,679	4,392	4,634
	<b>Mount Vernon</b>	<b>2,120</b>	<b>2,339</b>	<b>1,963</b>	<b>1,856</b>	<b>1,787</b>

		Population 10 to 17 (Percentage)				
		1960	1970	1980	1990	2000
<b>Franklin County</b>		13.8	13.3	12.6	11.4	11.0
	<b>Benton</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>10.2</b>	<b>10.0</b>
<b>Jefferson County</b>		14.4	15.2	12.8	11.9	11.6
	<b>Mount Vernon</b>	<b>13.6</b>	<b>14.6</b>	<b>11.4</b>	<b>10.9</b>	<b>11.0</b>

		Population By Race (#) (Counties)				
		1960	1970	1980	1990	2000
<b>Franklin County</b>						
	<b>Total</b>	<b>39,281</b>	<b>38,329</b>	<b>43,201</b>	<b>40,319</b>	<b>39,018</b>
	<b>White</b>	39,237	38,265	43,030	40,068	38,485
	<b>Black</b>	34	27	33	36	59
	<b>Other</b>	10	37	138	215	474
<b>Jefferson County</b>						
	<b>Total</b>	<b>32,315</b>	<b>31,446</b>	<b>36,552</b>	<b>37,020</b>	<b>40,045</b>
	<b>White</b>	31,410	30,172	34,798	34,856	35,990
	<b>Black</b>	900	1,231	1,603	1,924	3,134
	<b>Other</b>	5	43	151	240	921

**Population By Race (#) (Site Cities)**

		<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
<b>Benton (Franklin County)</b>						
	<b>Total</b>	<b>7,023</b>	<b>6,833</b>	<b>7,778</b>	<b>7,216</b>	<b>6,880</b>
	<b>White</b>	7,017	6,826	7,749	7171	6,792
	<b>Black</b>	4	2	0	2	20
	<b>Other</b>	2	5	29	43	68
<b>Mount Vernon (Jefferson County)</b>						
	<b>Total</b>	<b>15,566</b>	<b>15,980</b>	<b>17,193</b>	<b>16,988</b>	<b>16,269</b>
	<b>White</b>	14,681	14,731	15,532	14,970	13,706
	<b>Black</b>	881	1,217	1,559	1854	2,011
	<b>Other</b>	4	32	102	164	552

**Population By Race (%) (Counties)**

		<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
<b>Franklin County</b>						
	<b>White</b>	99.89	99.83	99.60	99.4	98.6
	<b>Black</b>	0.09	0.07	0.08	0.1	0.2
	<b>Other</b>	0.02	0.10	0.32	0.5	1.2
<b>Jefferson County</b>						
	<b>White</b>	97.20	96.0	95.2	94.2	89.9
	<b>Black</b>	2.78	3.9	4.4	5.2	7.8
	<b>Other</b>	0.02	0.1	0.4	0.6	2.3

Population By Race (%) (Site Cities)

	1960	1970	1980	1990	2000
<b>Benton (Franklin County)</b>					
White	99.91	99.90	99.6	99.37	98.7
Black	0.06	0.03	0.0	0.03	0.3
Other	0.03	0.07	0.4	0.60	1.0
<b>Mount Vernon (Jefferson County)</b>					
White	94.31	92.2	90.3	88.1	84.2
Black	5.66	7.6	9.1	10.9	12.4
Other	0.03	0.2	0.6	1.0	3.4

Households W/ Children Under 18 (#) Counties

	1980	1990	2000
<b>Franklin County</b>			
<b>Total Households w/ children under 18</b>	<b>5,874</b>	<b>5,311</b>	<b>4,635</b>
Married Couple	5,041	4,257	3,332
Female Householders	693	827	950
Male Householders	140	227	353
<b>Jefferson County</b>			
<b>Total Households w/ children under 18</b>	<b>5,196</b>	<b>5,157</b>	<b>4,786</b>
Married Couple	4,408	4,160	3,488
Female Householders	670	813	955
Male Householders	118	184	343

Households W/ Children Under 18 (#) Cities

1980	1990	2000
------	------	------



**Benton (Franklin County)**

<b>Total Households w/ children under 18</b>	<b>985</b>	<b>922</b>	<b>782</b>
<b>Married Couple</b>	809	680	521
<b>Female Householders</b>	159	197	204
<b>Male Householders</b>	17	45	57

**Mount Vernon (Jefferson County)**

<b>Total Households w/ children under 18</b>	<b>2,171</b>	<b>2,212</b>	<b>1,915</b>
<b>Married Couple</b>	1,638	1509	1,130
<b>Female Householders</b>	465	620	631
<b>Male Householders</b>	68	83	154

**Households W/ Children Under 18 (%) Counties**

**Franklin County**

	<b>1980</b>	<b>1990</b>	<b>2000</b>
<b>Total Households w/ children under 18:</b>			
<b>Married Couple</b>	85.8	80.1	71.9
<b>Female Householders</b>	11.8	15.6	20.5
<b>Male Householders</b>	2.4	4.3	7.6

**Jefferson County**

<b>Total Households w/ children under 18:</b>			
<b>Married Couple</b>	84.8	80.7	72.9
<b>Female Householders</b>	12.9	15.7	19.9
<b>Male Householders</b>	2.3	3.6	7.2

**Households W/ Children Under 18 (%) Cities**

**Benton (Franklin County)**

	<b>1980</b>	<b>1990</b>	<b>2000</b>
<b>Total Households w/ children under 18:</b>			
<b>Married Couple</b>	82.1	73.7	66.6
<b>Female Householders</b>	16.2	21.4	26.1

Male Householders	1.7	4.9	7.3
-------------------	-----	-----	-----

**Mount Vernon (Jefferson County)**

**Total Households w/ children under 18:**

Married Couple	75.5	68.2	59.0
Female Householders	21.4	28.0	33.0
Male Householders	3.1	3.8	8.0

**Median Household Income**

	1980	1990	2000
<b>State of Illinois</b>	\$19,321	\$32,252	\$46,590
<b>Franklin County</b>	\$12,627	\$18,698	\$28,411
<b>Benton</b>	<b>\$12,371</b>	<b>\$17,895</b>	<b>\$27,177</b>
<b>Jefferson County</b>	\$14,759	\$22,397	\$33,555
<b>Mount Vernon</b>	<b>\$13,171</b>	<b>\$18,784</b>	<b>\$28,145</b>

**Median Family Income**

	1980	1990	2000
<b>State of Illinois</b>	\$22,746	\$38,664	\$55,545
<b>Franklin County</b>	\$16,621	\$24,545	\$36,294
<b>Benton</b>	<b>\$17,216</b>	<b>\$24,827</b>	<b>\$35,339</b>
<b>Jefferson County</b>	\$17,759	\$28,750	\$41,141
<b>Mount Vernon</b>	<b>\$17,272</b>	<b>\$25,432</b>	<b>\$36,660</b>

**Per Capital Income**

	1980	1990	2000
--	------	------	------

<b>State of Illinois</b>		\$11,313	\$15,201	\$23,104
<b>Franklin County</b>		\$6,384	\$10,204	\$15,407
	<b>Benton</b>	<b>\$6,862</b>	<b>\$10,608</b>	<b>\$15,787</b>
<b>Jefferson County</b>		\$6,942	\$11,279	\$16,644
	<b>Mount Vernon</b>	<b>\$7,128</b>	<b>\$10,776</b>	<b>\$16,268</b>

Poverty Status in 1999 (Below Poverty Level) -- U.S Census 2000

	# of Families	% of Families	Below Poverty Level		
			% of Families w/ child under 18	% of Female Hholders	% of Female HH w/ under 18
<b>State of Illinois</b>	244,303	7.8	11.6	24.1	32.1

Poverty Status in 1999 (Below Poverty Level) -- (Continued)

	# of Families	% of Families	Below Poverty Level		
			% of Families w/ child under 18	% of Female Hholders	% of Female HH w/ under 18
<b>Franklin County</b>	1,382	12.6	19.9	33.5	47.7
<b>Jefferson County</b>	967	9.1	12.6	28.3	36.6
<b>Benton (Franklin County)</b>	287	15.6	22.1	43.6	63.5
<b>Mount Vernon (Jefferson County)</b>	543	13.0	18.5	31.0	39.5

Employment by Occupation -- U.S. Census 2000

<b>Franklin County</b>	<b>COUNT</b>	<b>PERCENTAGE</b>
<b>Employed civilian population 16 years and over</b>	<b>16,017</b>	<b>100.0</b>
Management, professional, & related occupations	3,934	24.6
Service occupations	2,922	18.2
Sales and office occupations	4,048	25.3
Farming, fishing, & forestry occupations	65	0.4
Construction, extraction, & maintenance occupations	1,841	11.5
Production, transportation, & material moving occupations	3,207	20.0

<b>Jefferson County</b>	<b>COUNT</b>	<b>PERCENTAGE</b>
<b>Employed civilian population 16 years and over</b>	<b>17,592</b>	<b>100.0</b>
Management, professional, & related occupations	4,617	26.2
Service occupations	2,863	16.3
Sales and office occupations	4,730	26.9
Farming, fishing, & forestry occupations	99	0.6
Construction, extraction, & maintenance occupations	1,767	10.0
Production, transportation, & material moving occupations	3,516	20.0

Employment by Industry -- U.S. Census 2000

<b>Franklin County</b>	<b>COUNT</b>	<b>PERCENTAGE</b>
<b>Employed civilian population 16 years and over</b>	<b>16,017</b>	<b>100.0</b>

Agriculture, forestry, fishing & hunting, & mining	733	4.6
Construction	931	5.8
Manufacturing	2,463	15.4
Wholesale trade	372	2.3
Retail trade	2,245	14.0
Transportation & warehousing, & utilities	967	6.0
Information	276	1.7
Finance, insurance, real estate, & rental & leasing	837	5.2
Professional, scientific, mgt, admin, & waste mgt services	782	4.9
Educational, health & social services	3,428	21.4
Arts, entertainment, recreation, accommod & food services	1,218	7.6
Other services (except public administration)	897	5.6
Public administration	868	5.4

## Jefferson County

	<b>COUNT</b>	<b>PERCENTAGE</b>
<b>Employed civilian population 16 years and over</b>	<b>17,592</b>	<b>100.0</b>
Agriculture, forestry, fishing & hunting, & mining	529	3.0
Construction	1,062	6.0
Manufacturing	2,728	15.5
Wholesale trade	591	3.4
Retail trade	2,987	17.0
Transportation & warehousing, & utilities	975	5.5
Information	372	2.1
Finance, insurance, real estate, & rental & leasing	698	4.0
Professional, scientific, mgt, admin, & waste mgt services	1,145	6.5
Educational, health & social services	3,737	21.2
Arts, entertainment, recreation, accommod & food services	1,151	6.5
Other services (except public administration)	856	4.9
Public administration	761	4.3

Labor Force (Person Aged 16 Years & Older)

	1970	1980	1990	2000
<b>State of Illinois</b>				
% Male in Labor Force	62.2	57.6	54.6	53.2
% Female in Labor Force	37.8	42.4	45.4	46.8
<b>Franklin County</b>				
% Male in Labor Force	65.7	63.1	58.1	53.5
% Female in Labor Force	34.3	36.9	41.9	46.5
<b>Jefferson County</b>				
% Male in Labor Force	63.2	59.9	57.5	53.4
% Female in Labor Force	36.8	40.1	42.4	46.6
<b>Benton (Franklin County)</b>				
% Male in Labor Force	62.4	60.8	57.8	54.2
% Female in Labor Force	37.6	39.2	42.2	45.8
<b>Mount Vernon (Jefferson County)</b>				
% Male in Labor Force	59.3	57.1	55.3	50.9
% Female in Labor Force	40.7	42.9	44.7	49.1

Source: U.S. Census Bureau (State of Illinois) 1960-2000

Unemployment Rates

	1998	1999	2000	2001	2002	2003	*July - 2004
--	------	------	------	------	------	------	-----------------

<b>State of Illinois</b>	4.5	4.3	4.3	5.4	6.5	6.7	6.2
<b>Franklin County</b>	10.0	7.8	7.4	8.8	8.3	8.2	9.5**
<b>Jefferson County</b>	6.5	5.9	6.0	6.7	6.3	6.1	7.0***

**\*July - 2004 Rank:**

(102 Counties Ranked Highest to Lowest)

\*\*7th Highest Unemployment Rate in State of IL

\*\*\*30th Highest Unemployment Rate in State of IL

Source: State of Illinois Employment and Security Office

**Crime Statistics**

<b>Franklin County</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>Total Crime Index Offenses/Crime Rate</b> <b>(Rate per 100,000)</b>	3,017.5	2,944.8	2,554.5	2,783.9	2,803.2
Murder	0.0	0.0	0.0	0.0	0.0
Criminal Sexual Assault	37.2	28.2	35.9	41.2	30.7
Robbery	19.8	20.5	5.1	18.0	23.0
Agrvt. Assault/Battery	577.2	487.0	476.6	398.8	431.8
Burglary	792.8	763.8	566.2	753.9	705.3
Theft	1,481.5	1,563.4	1,352.8	1,417.7	1,423.3
Motor Vehicle Theft	99.1	82.0	102.5	138.9	181.4
Arson	9.9	0.0	15.4	15.4	7.7

<b>Franklin County</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>Total Crime Index Arrest</b> <b>(Rate per 100,000)</b>	911.7	861.1	1,042.8	849.0	794.7
Murder	2.5	0.0	0.0	2.6	0.0

Criminal Sexual Assault	27.3	20.5	15.4	30.9	12.8
Robbery	7.4	12.8	0.0	7.7	23.0
Agrvt. Assault/Battery	515.3	415.2	479.1	378.2	378.2
Burglary	84.2	128.1	117.9	79.8	115.0
Theft	247.7	248.6	366.4	270.2	255.5
Motor Vehicle Theft	22.3	35.9	61.5	74.6	10.2
Arson	5.0	0.0	2.6	5.1	0.0
Drug Arrest Rate	220.5	310.1	568.8	440.0	682.3

**Supplemental Data**

**Total Offenses Reported**

Crimes Against School Personnel	0	0	0	0	0
Crimes Against Children	5	8	11	7	6
Domestic Crimes	136	118	105	97	115
Hate Crimes	0	0	0	0	1

**Crime Statistics**

<b>Jefferson County</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>Total Crime Index Offenses/Crime Rate</b>					
<b>(Rate per 100,000)</b>	4,664.7	4,869.5	4,887.0	4,905.0	4,996.8
Murder	7.7	5.0	0.0	5.0	5.0
Criminal Sexual Assault	53.6	99.9	79.9	87.2	134.0
Robbery	84.2	59.9	74.9	102.2	86.9
Agrvt. Assault/Battery	535.9	571.9	496.9	608.1	677.7
Burglary	951.8	961.4	829.1	927.2	1,151.8
Theft	2,829.9	2,974.2	3,139.0	3,005.8	2,792.5
Motor Vehicle Theft	196.5	187.3	242.2	157.0	109.2



Arson	5.1	10.0	25.0	12.5	39.7
<b>Jefferson County</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
<b>Total Crime Index Arrest</b> <b>(Rate per 100,000)</b>	819.1	789.1	1,023.8	974.5	1,161.7
Murder	5.1	2.5	0.0	7.5	9.9
Criminal Sexual Assault	23.0	37.5	20.0	29.9	44.7
Robbery	17.9	25.0	15.0	42.4	29.8
Agrvt. Assault/Battery	303.7	214.8	207.3	321.5	419.5
Burglary	107.2	117.4	144.8	112.2	119.1
Theft	339.4	372.1	581.8	443.6	508.9
Motor Vehicle Theft	23.0	20.0	54.9	15.0	19.9
Arson	0.0	0.0	0.0	2.5	9.9
Drug Arrest Rate	1,028.4	991.4	1,073.8	1,173.9	1,516.7
<b>Supplemental Data</b>					
<b>Total Offenses Reported</b>					
Crimes Against School Personnel	0	1	1	9	0
Crimes Against Children	257	33	14	6	12
Domestic Crimes	601	107	82	61	57
Hate Crimes	2	0	0	0	0

## Crime Statistics

UCR Reporting Agencies' Crime Index Offenses:

<b>Benton (Franklin County)</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Population	6,880	6,880	6,826	6,847
Rate per 100,000	4,491.3	3,909.9	3,252.3	3,563.6
<b>Total Crime Index</b>	<b>309</b>	<b>269</b>	<b>222</b>	<b>244</b>
Murder	0	0	0	0
Criminal Sexual Assault	2	4	3	3
Robbery	1	2	6	4
Agrvt. Assault/Battery	38	26	20	16
Burglary	94	72	68	73
Theft	171	154	102	119
Motor Vehicle Theft	3	11	22	27
Arson	0	0	1	2

<b>Mount Vernon (Jefferson County)</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Population	16,269	16,269	16,409	16,492
Rate per 100,000	9,201.5	9,287.6	9,811.7	10,435.4
<b>Total Crime Index</b>	<b>1,497</b>	<b>1,511</b>	<b>1,610</b>	<b>1,721</b>
Murder	1	0	1	1
Criminal Sexual Assault	32	23	29	50
Robbery	24	30	38	33
Agrvt. Assault/Battery	194	179	203	230
Burglary	233	229	293	388
Theft	957	981	1,004	995
Motor Vehicle Theft	54	63	39	14
Arson	2	6	3	10

Source: State of Illinois Uniform Crime Report 2000-2003

## APPENDIX E:

### EVENING REPORTING PROGRAM CONTRACT

#### Program Participant Expectations

I, \_\_\_\_\_, understand that there are a number of rules and expectations which I must respect as a participant in the Evening Reporting Center Program. I understand that by signing this contract. I indicate my knowledge of these rules, and my willingness to work cooperatively with the group facilitators and other participants to make this a useful learning experience for myself and others.

1. I agree to attend all scheduled sessions and be there on time. If I have a prior commitment that would cause me to miss a scheduled session, I will notify the probation office at 439-4111 **PRIOR to NOON** of the day of the missed session.  
If I miss a scheduled session, I am aware that my Probation Officer will be informed and there will be appropriate consequences.
2. I agree to bring all school homework to the reporting center and complete all all homework and other written assignments as requested by staff. I understand there will be staff to assist me with assignments. Contact can be made to my school to verify assignments.
3. I agree to actively participate during group discussions and activities.
4. I agree to treat all group members and staff with respect and courtesy.
5. I understand that the information discussed during group sessions is to remain confidential and not to be discussed outside the group.
6. I understand that the communication between staff and my supervising Probation Officer will occur daily. Specific group content will not discussed unless there is a legal or ethic need. However, general information about behavior during groups, attendance, progress, etc. will be shared).
7. I understand that a final report will be entered into my probation file, and made available to the States Attorney's Office and the Juvenile Court detailing my attendance, progress, my participation, and any other pertinent information.

8. I understand that I am expected to obey all rules and expectations in order to successfully complete the Evening Reporting Program.
9. I understand that violence and threats of violence will not be tolerated and may lead to removal from the program, and the possibility of new charges being filed.
10. I shall not have in my body the presence of any alcohol or illicit drug prohibited by the Cannabis Control Act (720 ILCS 550/1) or the Illinois Controlled Substance Act (720 ILCS 570/100) unless prescribed by licensed physician and shall submit to any random alcohol or drug testing ordered by the Probation Officer and pay cost thereof.
11. I understand that I will receive a certification upon successful completion of the program.
12. I understand that other rules are posted and the consequence of breaking those rules are also posted and that new rules can be added as necessary by the staff.

Program Participant Signature \_\_\_\_\_ Date \_\_\_\_\_

Parent or Guardian Signature \_\_\_\_\_ Date \_\_\_\_\_

Evening Reporting Probation Officer Signature \_\_\_\_\_ Date \_\_\_\_\_

## **EVENING REPORTING RULES AND REGULATIONS**

1. Upon arrival, you are required to sign in with Evening Reporting Staff.
2. Once you are in the building, you are here until dismissed by Evening Reporting Staff. You will begin clean-up @ 7:30 p.m. You will not be dismissed until the classroom and the bathroom are clean.
3. Evening Report hours are 4 p.m. to 8 p.m. If the youth is going to be absent, this must be reported to the Probation Office at 439-4111 by **NOON** the day of the absence.
4. Meals will be provided between 5:00 p.m. and 5:30 p.m.
5. Evening Reporting youths will be released only to previously designated parent or other adult. Youths will be driven home the Evening Reporting Staff if the parents can not provide transportation.
6. Do not use any phones in the building, unless you have permission from Evening Reporting Staff.
7. You must ask to use the rest rooms.
8. Smoking, alcoholic beverages, or use of illegal drugs will **NOT BE TOLERATED**. Once you are on the property, even if it is before 4:00 p.m., you can no longer smoke.
9. Doo Rags, Radios, Walkmans, CD's, Cassette Players or any other home toys will be taken and returned to you at the end of class.
10. Pagers, Cell phones will not be allowed while Eve. Rep. is in session. They will be taken and held until the end of class.
11. Cursing and use of profanity will not be tolerated.
12. The refreshment machines located at the entrance of the Police Dept. is not to be used. Drinks are provided by Evening Reporting.
13. Fighting will not be tolerated.
14. Respect for yourself and for the rights of others and their feelings will be practiced by all participants, at all times.
15. Vandalism to Government property will result in immediate termination from the program and charges being filed.
16. Clothing is to be worn in its appropriate position. Shirts worn must cover your stomach and shorts must be worn at an appropriate length.

Violation of the above rules can result in any of the following penalties being assessed.

1. Detention
2. Home Confinement
3. Electronic Monitoring – to be paid by the youth
4. Public Service Work
5. Physical exercise
6. Report writing

Program Participant Signature \_\_\_\_\_ Date \_\_\_\_\_

Evening Reporting Officer Signature \_\_\_\_\_ Date \_\_\_\_\_

**MRT (Moral Reconation Therapy) Referral Form**

**MRT Information**

Youth's First Name \_\_\_\_\_ Last Name \_\_\_\_\_

\_\_\_\_\_ M.I. \_\_\_\_\_

Address \_\_\_\_\_ City \_\_\_\_\_

\_\_\_\_\_ Zip \_\_\_\_\_

Date of Birth \_\_\_\_/\_\_\_\_/\_\_\_\_ Youth's Age \_\_\_\_\_

Sex \_\_\_\_\_

Parent/Guardian Name \_\_\_\_\_ Home

# \_\_\_\_\_

Parent Work # \_\_\_\_\_ If no number, message #

\_\_\_\_\_

Race/Ethnicity \_\_\_\_\_ White \_\_\_\_ Black \_\_\_\_ American/Indian \_\_\_\_

Hispanic \_\_\_\_ Other \_\_\_\_

Referring Officer \_\_\_\_\_ Agency \_\_\_\_\_

\_\_\_\_\_

Agency Number \_\_\_\_\_ Date of Offense \_\_\_\_\_

\_\_\_\_\_

Referring Offense \_\_\_\_\_

As part of my agreement with the \_\_\_\_\_, I am referred

referring agency

to Moral Reconciliation Therapy (MRT). The group meets every Thursday night at 4.00p.m. at the West City Community Building. I expected to attend beginning Thursday. I understand there is a \$25.00 fee for the workbook that is used during the classes. I agree to pay either the full amount on the first night of class or I can make payments of \$3.00 per week. I

understand this a 12-step program that must be complete successfully or I can face possible prosecution for my offense in the court system. I also understand that the Franklin County

Probation Department oversees the MRT program and is required to report non-compliance to the referring officer.

Date \_\_\_\_/\_\_\_\_/\_\_\_\_ Minor's Signature

\_\_\_\_\_

I agree that my child \_\_\_\_\_ will attend and participate in MRT. I understand that for any reason my child does not successfully complete the program, that he/she will face possible prosecution for the referring offense. I agree to pay the required fee and provide transportation.

Date \_\_\_\_/\_\_\_\_/\_\_\_\_ Parent/Guardian

Signature \_\_\_\_\_

Date \_\_\_\_/\_\_\_\_/\_\_\_\_ Referring Officer Signature

\_\_\_\_\_

## Moral Reconciliation Therapy

### Group Rules

**Lateness:** defined as arriving after the designated starting time of 3:45 p.m.

- Facilitators have the official clock
- Violators revisit Step #1, chronic occurrences will constitute write-up and/or removal from group.

**Absences:** defined as arriving after 4:00 p.m. or not present at all.

- Must have doctor's slip or communication from parent when sick
- Violators revisit Step #1, chronic occurrences will constitute write-up and/or removal from group.
- **Failure to bring book is considered an absence.**

**Paying Attention in Group:** defined as sitting upright and looking at the person speaking.

- Violators revisit step #1, possible write-up, and/or removal from group.

**Acting Out:** defined as inappropriate behavior that is disruptive to group process.

- Violators will be dealt with on an "as needed" basis by facilitators.
- Violators can receive write-up and/or can be removed from the group.

**Confidentiality:** defined as keeping what is said in group time sacred to only those within the group.

- Violators revisit step#1, write-up, and/or removal from group.

***Each participant is expected to bring payment on book account at each meeting until balance is paid in full. Payment amount of \$3.00 installments will complete balance by the end of group curriculum (successful completion of MRT group).***



APPENDIX F:

**KEY INFORMANT INTERVIEW PROTOCOL**

**PURPOSE:** This interview protocol is for use with key informants who are in varied roles in relationship to the Evening Reporting Center/Moral Reconciliation Therapy Program of the Second Judicial Circuit.

Subject information

1. What is your role/position with ERC & (what was it) in regard to the MRT program?
2. How long have you been in this position?

**Program rationale, goals, and description**

3. Can you give us an overview for each ERC and MRT, as you understand of these programs?  
What are the objectives and overarching goals of each?
4. Are these goals realistic/achievable? Why or why not? (Discuss ERC/MRT separately)

**Program clientele**

5. What type(s) of juveniles do you believe ERC is most suited for?
6. Do you consider certain criteria in recommending youth to the program? Should some youth be restricted from participating, or are there certain types of youth/offenders that you will not refer?

**Implementation & outcomes**

7. Can you describe your experiences with ERC, in terms of [depending on subject's role working within the program/working with youth served at ERC]?
8. Do you see ERC as a suitable intervention with juveniles? Why or why not?
9. How is success in ERC measured? What is considered a "successful/unsuccessful" outcome?

What do you, as a [role of subject], look for in a youth to determine if he/she has benefited from the program?

**10. How is program information and information on clients' status shared with Probation**

Officers? With MRT facilitators? With other service providers?

For Jefferson County:

11. Can you describe the reasons MRT is no longer in operation? Did its termination have any impact on youth in your caseload? If so, how? What were other impacts of its termination?
12. What do you see as the strengths of MRT, during the time it was in operation in Jefferson County? (i.e. what, if any, were the most successful features/aspects of the program?)
13. What do you see as the weaknesses of MRT, in regard to how it operated in Jefferson County?

For Franklin County:

14. Tell us about your experiences in providing MRT/working with MRT participants. Is this a useful intervention with these youth? Why or why not?
15. What kind of youth is MRT most suited for? Are there youth for whom it's not a suitable intervention, and if so, why?
16. How is success in MRT measured? What is considered a "successful/unsuccessful" outcome? What do you, as a [role of subject], look for in a youth to determine if he/she has benefited from the program?
17. What do you see as the strengths of MRT, or the most successful features/aspects of the program?)
18. What do you see as the weaknesses of MRT, both in the program model, and the way it is implemented?

19. How is program information and information on clients' status shared with Probation Officers? With ERC staff? With other service providers?

### **Community and collaboration**

20. Does ERC have the necessary support from each (a) Court Administration, (b) parents of referred youth, (c) the judiciary, (d) probation officers who supervise youth, (e) the community. (Probe for what is viewed as support, and if support is not in evidence, for reasons why this might be and perceived impact).
21. Can you tell us about other formal or informal collaborations that exist to further the work of the juvenile court in your county, and describe your participation in these?
22. Are there gaps in programs/services in your county? What do you think is needed to strengthen the court's response to and service delivery to delinquent youth in Jefferson/Franklin County?
23. What do you see as important issues for us, as evaluators, to examine in regard to implementation and outcomes of ERC and MRT?
24. Is there anything else you think is important for us to know as evaluators?

## APPENDIX G:

### COMMUNITY STAKEHOLDER INTERVIEW PROTOCOL

1. Please state your agency affiliation and current position/title.
2. What is your [agency's] relationship with:
  - (a) Jefferson [or] Franklin County Court Services?
  - (b) Evening Reporting Center?
  - (c) Moral Reconciliation Treatment Program? (Currently not applicable in Jefferson County)
3. Can you briefly describe the purpose and objectives of:
  - (a) The Evening Reporting Center?
  - (b) Moral Reconciliation Treatment?
4. What type(s) of youth do you think can best benefit from these programs?  
What types of youth may not be suitable or capable of benefiting, and why?
5. **What is the nature and extent of interaction you have with youth in these programs?**
6. **What is the nature and extent of interaction you have with staff from these programs?**
7. On a scale of 1-5 how strong would you rate collaboration among juvenile justice professionals and other youth-service agencies in your community?  
  
1= Very strong 2=Moderately strong 3=Moderately weak 4=Very weak 5= Can not say
8. **On a scale of 1=5, how important do you consider the ERC program in reducing juvenile delinquency in your community?**  
  
1= Very important 2=Moderately important 3=Not important 4=Has adverse effect 5= Can not say
9. **On a scale of 1=5, how important do you consider the MRT program in reducing juvenile delinquency in your community?**  
  
1= Very important 2=Moderately important 3=Not important 4=Has adverse effect 5= Can not say

**10. What do you think is the most important thing that the juvenile courts in your community can do to reduce juvenile delinquency in your community?**

**11. Is there anything else that you would like to tell us that you think is important to this evaluation?**

APPENDIX H:

EVALUATION OF THE EVENING REPORTING CENTER PROGRAM/

MORAL RECONATION THERAPY

IN FRANKLIN AND JEFFERSON COUNTIES

**INTERVIEW SUBJECT CONSENT FORM**

**I do hereby consent to participate in an interview conducted by members of the Southern Illinois University Edwardsville Evaluation Team that is conducting the evaluation of the Evening Reporting Center Program and its Moral Reconation Therapy. The purpose of this evaluation is to examine the implementation and impact of the program.**

**I understand that participation is entirely voluntary and I may terminate my involvement at any time. All comments made during this interview will remain confidential and will be reported in aggregate form, with some quotes used anonymously. Specific comments may be attributed to me only with my explicit verbal permission.**

\_\_\_\_\_  
**Interview Subject Printed Name**

\_\_\_\_\_  
**Job/Position Title (Program Related)**

\_\_\_\_\_  
**Interview Subject Signature**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Evaluation Team Member Signature**

\_\_\_\_\_  
**Date**

APPENDIX I:

## ***LIST OF INTERVIEW SOURCES***

### **Key Informant Interview Subjects**

Honorable Judge George Timberlake, Chief Judge of the 2<sup>nd</sup> Judicial Circuit,  
Jake Seymour, Director of Court Services, 2<sup>nd</sup> Judicial Court [multiple interviews]  
Tara Montgomery, Juvenile Programs Coordinator/ MRT Facilitator [multiple  
interviews]

Lee Mandrell, Evening Reporting Center Probation Officer (Franklin County)  
Sarah Popham, Evening Reporting Center, Program Assistant (Franklin County)  
Chris Owens, Evening Reporting Center Program Assistant (Franklin County)  
Troy Miller, Evening Reporting Center Probation Officer (Jefferson County)  
Tineka Doggan, Evening Reporting Center, Program Assistant (Jefferson County)  
Steve Buntin, Chief Probation Officer, Franklin County (Franklin County)  
Sherry Mix, Juvenile Probation Officer/MRT Facilitator (Franklin County) [two  
interviews]

Monica Urban, Juvenile Probation Officer (Franklin County)  
Michelle Bean, Juvenile Probation Officer (Jefferson County)  
Robert Blades, Juvenile Probation Officer (Jefferson County)

### **Community Stakeholder Interview Subjects**

Robin Dodd, Juvenile Prevention Coordinator, Mission Possible Coalition (Jefferson  
County)  
Dorothy Roesch, Assistant Principal of the Alternative Learning Center, Regional Office  
of Education (Jefferson County)

Kim Tate, Case Manager, United Methodist Children's Home, Former Substance Abuse Case Manager, Treatment Alternatives & Safe Communities (Jefferson & Franklin Counties)

Detective Ray Gilbert, Juvenile Detective, Mt. Vernon Police Department (Jefferson County)

Lorie Noe, Caseworker, Huddleston Baptist Family Services (Jefferson County)

Clete Winkleman, President/CEO, United Methodist Children's Home (Jefferson County)

Heather Wilken, Youth Substance Abuse Counselor, Franklin-Williamson Human Services (Franklin County)

Kelly Taylor, Juvenile Probation Officer (Jefferson County), Formerly with Mission Possible (Jefferson County)



**APPENDIX J:**

**MORAL RECONATION TREATMENTGROUP  
EVALUATORS' OBSERVATION CHECKLIST**

**Date:**

**Observer/Evaluator:**

**MRT Facilitator:**

1. Was the purpose of the group session clear?  
 Yes       No
  
2. Did the facilitator maintain structure and control of the group?  
 Yes       No
  
3. Was there a clear agenda?  
 Yes       No
  
4. Did all members have an opportunity to provide input?  
 Yes       No
  
5. Was each youth's individual progress discussed?  
 Yes       No
  
6. Were MRT principles, steps and/or themes explicitly referenced during the session?  
 Yes       No

Examples:

7. Were treatment issues related to youth's behavior in community/current events in his/her life?  
 Yes       No

8. How was non-compliance/lack of progress in treatment addressed by the facilitator?

Yes     No     NA

9. Did members provide input into one another's progress with MRT steps and behavior in-group? (In other words, did the facilitator make use of the group dynamic?)

Yes     No

10. Were any group members disruptive to group process?

Yes     No

Is so, briefly describe:

11. If so, did the facilitator address this disruption and resolve it?

Yes     No     NA

12. Did any group members seem unsuitable for the group situation, or unable to participate in some way?

Yes     No     NA

If so, explain:

13. Did reading difficulties impede the group process in any way?

Yes     No

If so, how was this addressed/resolved?

14. Other observations/comments:

APPENDIX K:

## Franklin and Jefferson Counties Noted Offense Categories

### Franklin County

### Jefferson County

Male	Female	Male	Female
<b>Aggravated Battery</b>	<b>Aggravated Battery</b>	<b>Aggravated Battery</b>	<b>Aggravated Battery</b>
Aggravated Battery Aggravated Battery/Great Bodily Harm Aggravated Battery Public Place	Aggravated Battery/Domestic Violence Aggravated Battery Public Place	Aggravated Battery Aggravated Battery/Firearm Aggravated Battery/Great Bodily Harm Aggravated Battery/Peace Off/Fireman Aggravated Battery Public Place Aggravated Battery School Employee Aggravated Battery Senior Citizen Aggravated Battery/Weapon/No Fireman	Aggravated Battery Public Place
<b>Assault</b>		<b>Assault</b>	
Assault		Aggravated Assault/Deadly Weapon Aggravated Assault/Public Place Aggravated Criminal Sexual Assault	
<b>Battery</b>	<b>Battery</b>	<b>Battery</b>	
Battery/Cause Bodily Harm Domestic Battery/Other Prior	Battery/Cause Bodily Harm Domestic Battery Domestic Battery/Bodily Harm	Battery/Cause Bodily Harm Battery/Makes Physical Contact Domestic Battery/Bodily Harm	
<b>Burglary</b>	<b>Burglary</b>	<b>Burglary</b>	<b>Burglary</b>
Burglary Residential Burglary	Burglary Residential Burglary	Burglary Residential Burglary	Burglary
		<b>Criminal Contempt</b>	<b>Criminal Contempt</b>
		Indirect Criminal Contempt	Indirect Criminal Contempt
<b>Criminal Trespass</b>		<b>Criminal Trespass</b>	<b>Criminal Trespass</b>
Criminal Trespass to Building Criminal Trespass to Vehicle		Criminal Trespass to Land Criminal Trespass to Residence Criminal Trespass to Vehicle	Criminal Trespass to Vehicle
<b>Curfew</b>	<b>Curfew</b>	<b>Curfew</b>	<b>Curfew</b>

Curfew

Curfew

Curfew

Curfew

<b>Damage to Property</b>	<b>Damage to Property</b>	<b>Damage to Property</b>	<b>Damage to Property</b>
Criminal Damage to Property	Criminal Damage to Property	Damage to Motor Vehicle	Broke Equipment
Crim Damage/Govt. Prop/Know, \$5	Knowingly Damage Prop < \$300	Damage to RR property < 500	
Knowingly Damage Prop < \$300		Knowingly Damage Prop < \$300	
Knowingly Damage Prop > \$300 - 10K		Knowingly Damage Prop > \$300 - 10K	
		Knowingly Damage Prop/School < \$300	
<b>Franklin County</b>		<b>Jefferson County</b>	

<b>Male</b>	<b>Female</b>	<b>Male</b>	<b>Female</b>
		<b>Disorderly Conduct</b>	
		Disorderly Conduct	
		<b>Domestic Violence</b>	
		Interfer w/ Domestic Violence Report	
		<b>Fire Arm Offense</b>	
		Aggravated discharge/Occ Veh	
		Unlawful Possesion of Handgun	
			<b>Forgery</b>
			Forgery/Make/Alter Document
			<b>Home Invasion</b>
			Home Invasion/Cause Injury
		<b>Illegal Transport of Alcohol</b>	
		Transp/Carry Alc/Liq/Driver	
		Transp/Carry Alc/Liq/Passenger	
	<b>Intimidation</b>	<b>Intimidation</b>	
	Intimidation/Physical Harm	Intimidation/Physical Harm	
		Intimidation/Criminal Offense	
<b>Obstruction of Justice</b>		<b>Obstruction of Justice</b>	
Obstruction of Justice/Destroy Evidence		Obstruction of Justice/Destroy Evidence	
<b>Possession/Consumption</b>	<b>Possession/Consumption</b>	<b>Possession/Consumption</b>	
<b>Alcohol</b>	<b>Alcohol</b>	<b>Alcohol</b>	

Poss/Illegal Consumption Alcohol  
 Poss/Consume Liquor  
 Illegal Consumption of Alcohol  
**Alcohol/Drugs**  
 Poss of Alcohol & Marijuana  
**Drugs**  
 Poss of Cannabis/Marijuana  
 Poss Drug Paraphernalia

Poss/Illegal Consumption Alcohol

Poss/Consume Liquor  
**Drugs**  
 Amt Narc Sched I/II/SCH/HS/PK  
 Control Substance to a Penal Institution  
 Mfg/Del 01-15 gr Cocaine/Anlg  
 Mfg/Del Cocaine/SCH/PUB HS/PK  
 Possess Cannabis 2.5-10 grams  
 Possess Cannabis < 2.5 grams  
 Other Amt Meth/Analog  
 Non Narc SCHED I/II/SC/HS/PK  
 Poss Amt Control Sub Except (A)/(D)

		<b>Resisting Law Enforcement</b>	<b>Resisting Law Enforcement</b>
		Resist/Obstruct Officer	Resist/Obstruct Officer
		Resist/Peace Officer/Correction Employee	Felon Probationer Escape Officer
		Felon Probationer Escape Officer	
		Misd. Escape/Peace Officer	

		<b>Robbery</b>	
		Robbery	

**Franklin County**

**Jefferson County**

Male		Female		Male		Female	
<b>Stolen Vehicle</b>				<b>Stolen Vehicle</b>			
Stolen Vehicle Aid/Abet/Poss/Sell				Poss Stolen Vehicle > \$25,000			
Stolen Vehicle Receive/Poss/Sell				Receive/Poss/Sell Stolen Vehicle			
<b>Theft</b>		<b>Theft</b>		<b>Theft</b>		<b>Theft</b>	
Retail Theft		Retail Theft		Retail Theft/Disp Merch/< \$150		Retail Theft/Disp Merch/< \$150	
Theft		Theft		Theft Control Intent Person < \$300		Theft Control Intent < \$300	
Theft Control Intent < \$300				Theft Control Intent \$300<10K		Theft/Unaut Control >\$300<10K	
Theft Control Intent \$300<10K				Theft Law Prob Dprv Pers < \$300			
				Theft Stolen Intent			
				Theft/By Deception <\$300			
				Theft/Unauthorized Control >\$300<10K			
		<b>Traffic Related Offenses</b>		<b>Traffic Related Offenses</b>		<b>Traffic Related Offenses</b>	

Obstructing drivers on public road

Display plate attachment

Drivers license expired < 6 mths

Disregard stop sign

Drivers license expired < 6 mths

Drivers license expired more than a year

Carry/display license/permit

Improper left turn/on-coming traffic

Improper turn at intersection

Improper use registration/title

Operate vehicle registration suspended

Operate vehicle with loud system > 75

Operate uninsured motor vehicle

Seat belt required/driver

Seat belt required/passenger

Mufflers

Obstruct driver's view

Reckless driving

Unlicensed

Walking on roadway/highway

No lamp at nighttime bicycle

	<b>Truancy</b>	<b>Truancy</b>	<b>Truancy</b>
Truancy		Truancy	Truancy
		<b>Other</b>	

Gave false bomb/gas alarm

Misd. fail/return from furlough

Mob action/Force/2+ persons