

The City of Hermiston Community Accountability Board, 2009-2012: A Program
Evaluation Utilizing a Mixed Method Approach to Reduce Juvenile Recidivism

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ABSTRACT

In a time of declining budgets and increased public transparency, criminal justice agencies are increasingly relying on evidence-based programs (EBP) to handle recurring issues. This dissertation examines the success of the Hermiston Police (OR) Community Accountability Board (CAB) and its effects on juvenile recidivism (2009-2012).

Utilizing a mixed-method approach, this study incorporates a traditional program hierarchical design. Throughout this study, research questions measure the program's effectiveness. The study focuses on the Needs Assessment followed by assessments of the Program Design and Theory, Program Process and Implementation, Program Outcome/Output, and Program Cost and Efficiency.

Utilizing elements of Control Theory and Restorative Theory the study compares recidivism rates between the city of Hermiston, the County of Umatilla, and the State of Oregon. A quasi-scientific test is used to compare the experimental group that attended the CAB (N = 220) during 2009-2012 and all the other juvenile arrests throughout the City of Hermiston. Through collaboration with the Hermiston School District and the UCCJ-YSD (juvenile department), this study uses bi-variate and multi-variate tests to determine relationships between completion rates, success rates, and arrest rates of juveniles to the effects of race, parental support, and timeliness of program implementation.

Participants were identified as Caucasian and Non-Caucasian to avoid unintentional identification of participants due to small numbers of minority races. In addition, the study excluded those above 18 years of age or below 10 years of age to focus on the core group that the CAB was designed to effect only. In addition, the

efficiency of the program was revealed through a ratio analysis between the cost of juvenile crime, in the Hermiston area, and the costs of the program.

The study revealed that though there were implementation problems and a lack of a firm program theory, the program was effective at reducing juvenile recidivism and was efficient in doing so. Although it appears that efficiency is dropping due to fewer participants in the CAB, this study revealed an excellent opportunity for collaborative programs and an adjustment in the implementation of the CAB that has the potential to continue reducing juvenile offenses below the state average.

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To my children two of which are in college themselves now. I can only hope that they will be able to recognize me without a laptop computer blocking the bottom half of my face and that I've motivated them to reach for their own goals.

Finally, I would like to express my appreciation to Sage publications, authorizing me to use their copyrighted material in Appendix F to help with the structure of my literature review chapter.

DEDICATION

I dedicate this work to my wife, Danette. She has helped me reach so many milestones and is also the reason that I strive to better myself so that, to show her how much I appreciate her in my life.

Chapter I

INTRODUCTION

Starting in the later part of the 20th century there has been a growing concern that juvenile offenders are not held accountable for their behavior (Greenwood, 2008; Slobogin, 2009). It is further believed that this lack of accountability has caused juveniles to increase their level of criminal activity to include violent felonies against persons when early intervention, had it been applied, could have turned the child around (Mann & Reynolds, 2006). There is also evidence to support the theory that adult criminals will use juveniles to commit offenses; assuming the child will not be held to the same level of accountability, and be free to offend again, even if apprehended (Lee & Hoover, 2011). Though such activity is to the detriment of the child, these types of activities may provide feedback systems that actually reinforce criminal behavior and encourage recidivism, contrary to the juvenile justice systems desire to forgive and rehabilitate. Previous research provides contradictory conclusions. In some situations, there is troubling concern that the current system is not able to influence recidivism. Other sources provide promise that there are workable programs and provide tools for public administrators to improve the juvenile justice system, quality of life, and the future prospects of the affected juveniles.

In 2008, the Hermiston, OR Police Department, in cooperation with the Hermiston School District, with the support of the Umatilla County Community Justice-

Youth Services Division (UCCJ-YSD), implemented the Community Accountability Board, (CAB) which has been reported to result in a significant reduction in juvenile crime (Mills, 2010). Internal reviews indicate that the program is running effectively and recidivism rates are decreasing. A review of data on the state level, however, does not seem to bear this out. Preliminary research indicates that there are some significant communication and process issues that could be responsible for the discrepancies, as well as concerns regarding the collection and treatment of data obtained from participants. There are also concerns that as the Non-Caucasian population is growing in both numbers and percentage of the entire population, that the program may not be fair to Non-Caucasian's as was brought up to Kim Weissenfluh, Administrator of the Youth Services Division, specifically that the CAB may be unfairly biased against Hispanics, as was mentioned during an informational meeting with the Hermiston Hispanic Advisory Council in 2013 (2014).

The intent of this research is to conduct a mixed method, summative program evaluation, considering not only the reported success of the Hermiston CAB, but to determine if this success is part of a national decline in juvenile crime rates or if there was something intrinsic to the program that resulted in declines that exceeded state and national trends. This research will determine if the results of the CAB results are contextually and statistically significant. A needs assessment will be conducted to determine if the underlying assumptions for creating the CAB were valid and to determine if there was a working program theory prior to implementation. Evaluation questions will be produced to determine program performance by establishing criteria of merit and producing performance standards to measure the outcomes against specific

program goals and objectives with the target population, and finally measure the efficiency of the program against methods used prior to the implementation of the program.

As Hirschi discusses in several of his meta-analytical studies, there are significant data on juvenile recidivism on aspects of the juvenile and the home life. Specifically gender, race, and poverty level come to mind (1969, 1984, and 1994). It is this influence that brought this researcher to the point of considering; what is it about the child that could be considered outside of variables beyond his or her control; is the program directly influencing the child offender, or is there something beyond the child's direct control. Throughout this research, historical trends were considered as well as current trends; local, state, and national level as available. The sources of data for this research began with a review of statistics produced by the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, U.S. Census Bureau, Oregon Youth Authority, the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD), City of Hermiston Police, Hermiston School District, and additional resources. The context of the research questions consider the current trends in juvenile justice, constraints created within financially distressed localities during the current recession, and what effect, if any demographics may have contributed. Research questions were developed and evolved from positing that the program was successful and then attempting to determine if there was a pedagogical aspect that was contributing to the success of the program. If the success of this program could be quantified, then could the results be extrapolated to other areas of public administration such as an improvement to quality of life?

Historical Trends

Throughout history juvenile justice has been a subject for much debate and concern (Ahalt, 1999). Though this subject is developed to a greater degree in the proceeding chapter (literature review), it bears mention on the problem itself. Beginning in the latter half of the 20th century, juvenile justice seemed to swing away from a due process model (Hirschi, 1969), which had been supported by the Supreme Court. In 1967 the Court ruled on case *re Gault*, juveniles were to be afforded due process as well as adults (387 U.S. 1, S.Ct. 1428 [1967]). What created some room for the pendulum to swings towards retribution/deterrence was their observation that juvenile justice could be a combination of reform and a crime control model, with the effect of ensuring that juveniles were not let go merely because of their status. This provided states with the opportunity to ensure that juveniles would also be held accountable, or punished for their behavior (Klenowski, Bell, & Dodson, 2010). It seemed that in many of the studies reviewed, punishment and retribution took on the significance in juvenile treatment rather than longer range planning on concepts such as ensuring that the juvenile would not continue criminal behavior into adulthood (Thomas & Bishop, 1994; Upperton & Thomas, 2007; Petrosino, Turpin-Petrosino, & Buehler, 2005).

In the state of Oregon, (in which Hermiston is part of Umatilla County), the juvenile justice process is incorporated through the state to the individual counties, utilizing both state and federal oversight. Currently, through statute, the authority of the juvenile justice system is limited in that status offenses are not detainable. Status offenses are created through regulation based on the child's status as a juvenile; for instance, a minor in possession of alcohol, curfew violation, and "runaway" juveniles are

considered status offenses, non-criminal, and juveniles cannot be arrested for these offenses. It is often these types of juvenile referrals (when the police forward a case for review to the juvenile department) that was creating a backlog of cases. Some juveniles would wait months before even receiving notice that the juvenile department was considering action (Mills, 2010) and this in turn would lead to a large case load for a juvenile department that has also been hit by budget cuts and staff reductions. Status offenses are not eligible for detainment or punishment through the juvenile justice system. Police officers generally have multiple status type offenses with a juvenile prior to that juvenile moving onto more serious criminal offenses, and many officers consider this repeated negative contact without accountability to be a significant cause for juveniles to continue committing more serious infractions, including criminal behavior (USDOJ, 2003).

Oregon Revised Statutes (criminal code) only authorize detainment of juveniles for serious person to person misdemeanors or felonies, unless the juvenile has previously been determined through judicial action to be a ward of the state and on a formal probation program. In 2009, due to budget constraints, the Umatilla County, Oregon juvenile detention facility was shut down and all confinement activities were contracted out to organizations in the The Dalles, OR and Walla Walla, WA. Though occurring in 2009, this has been announced in 2008, and was a significant influencing factor to lead then Chief of Police Dan Coulombe to authorize the support of the police department for this program. According to an interview with Umatilla County Youth Services administrator Kim Weissenfluh in 2013, Oregon has had several attempts at programs such as the CAB over the 10-20 years, all with varying levels of success, though

Hermiston's would be unique in how it was applied by the Hermiston Police Department, in cooperation with the Hermiston School District. This time, it was the Hermiston School District that was initiating the program with the Police Department in an attempt to overcome the perceived constraints being experienced by the Umatilla County Community Justice, Youth Services Division (interview with Dan Coulombe, 2008).

The impact of apparent reduced local control over confinement of juveniles led to a perception that there is increased resistance from the juvenile department to lodge juvenile offenders. In addition, the reduction in staff has affected counselors, intake, probation officers, and court appointed advocates, dramatically increasing the backlog of cases, and the amount of time between when a juvenile commits a crime, and when that juvenile is brought before a judge (interview with Dan Coulombe, Chief of Hermiston Police, September 2008).

This system has perpetuated a process in which Dr. Maiocco and Chief Coulombe posited, by the time a juvenile begins to experience any type of accountability for an event; he/she has generally committed additional and possibly more serious crimes based on a feeling of "invulnerability" (2014). Studies have shown that to be effective, discipline needs to be meted out in close proximity to the crime (Khromina, 2007; Fitzgerald, 2011; Ball, 1955). Without this nexus, offenders feel they "got away with it" and may increase the desire to continue the same activity without repercussions, or to increase inappropriate behavior in furtherance of a sense of excitement or fairness (deterrence theory).

A popular program from the mid-eighties was the "scared straight" program. Numerous studies have showed that such programs were not effective (Greenwood, 2008;

Forster & Rehner, 2003; Hirschi & Gottfredson, 1994), and in fact have demonstrated that they can actually have a negative impact (Klenowski, et al., 2010; Petrosino, et al., 2005). Studies demonstrate that this can have the effect of institutionalizing the child and making incarceration not only a viable option, but a desired one (Longshore, Chang, & Messina, 2005). Renewed interest in this program is demonstrated by the resurrection of the program on A&E's Reel life series "Beyond Scared Straight" which chronicles the program throughout the United States, in multiple states. The Office of Juvenile Justice Delinquency Prevention specifically does not support such programs and refers to studies by Petrosino, et al., that indicate that in nine states studies, youth actually seemed to be harmed, i.e., engaged in behavior that was more criminally serious than before, in fact, such programs not only risk losing federal funding, but may be in violation of the Juvenile Justice and Delinquency Prevention Act of 1974 (OJJDP, 2011). The use of such programs which research and governmental systems seem to discourage, begs the question, if a program has been demonstrated not to work, what is the reason for continuing its implementation? Similar programs were suggested in Umatilla County, but administrators reviewed available research material and decided to use elements of evidence based programs. As Oregon is still within the grasp of the 2007 national recession, the same question applies as communities find ways to reduce costs. If the program isn't working, why continue to pay for it?

Statement of the Problem

Since the beginning of the juvenile justice system in 1899, there have been few fields as widely studied, for such a variety of reasons, as juvenile justice and recidivism (Boveland, 2002). Within these studies we have seen a shift from social work, towards

incarceration and punishment. There now appears to be a partial shift back towards treatment and mentoring, as we become more aware of the causes of juvenile crime and how issues affect juveniles, especially juvenile offenders. One perception that seems to form the apex of this pendulum shift within administrations is whether the method used to treat adult criminals are effective with juveniles and the reasons why. As can be inferred from the research involving the “scared straight” type of programs, confrontation doesn’t work. Based on the level of violent crime with juveniles and incidents such as active shooters and similar incidents, the expected result of incarceration for violent crime is not working. Boveland does an excellent job at defining the issues of recidivism within a systems approach, but this researcher believes that as thorough as her definition of the various variables is, there is a significant flaw with one of her presumptions; specifically, reducing recidivism is the equal of increased public safety (2009, 5). Though definitely a laudable goal, there are too many variables that can affect a finding regarding recidivism that if it is simplified to less is best, then errors in judgment can be introduced that will allow programs such as “Scared Straight” to continue to be a viable option in areas that are prone to use those types of programs. The best way to state the problem then is: What is it about the Umatilla County aka Hermiston Police Department CAB that is reducing recidivism and juvenile referrals during a time of economic recession, reduced criminal justice staffing, increasing population, and demographic changes? Put another way, is the program effective regarding a lower rate of recidivism as an outcome, is it efficient in the use of available, albeit shrinking resources, and is it capable of being utilized in other areas? As each of these variables had been charged at various times with causing increases in crime, it is peculiar that all are present when

statistically the program appears to be working, regardless of potentially negative influences.

One of the primary shortcomings identified in previous research appears to be process. Study after study refers to juvenile offenders and their likelihood to reoffend, yet most literature seems postulated around the assumption that once a juvenile offender has been referred to the system, it is a given that only one of several possible outcomes will take effect, each of which having a greater severity in terms of punishment and negative sanctions than the previous. Figure 1 demonstrates that once an offender is referred, there is the “process,” taken from the Office of Juvenile Justice and Delinquency Prevention website.

What this research shows is that there may be a flaw in this type of diagram, it relies on the ‘punish or release’ paradigm (Moore & Morris, 2011). This perpetuates that there are either two choices, accountability or forgiveness, which may work in a traditional rational model theory but when dealing with juveniles, whose personalities are not fully developed (Shukla, 2012) there appears room for additional approaches to break this cycle and stop problems from developing into criminal sanctions.

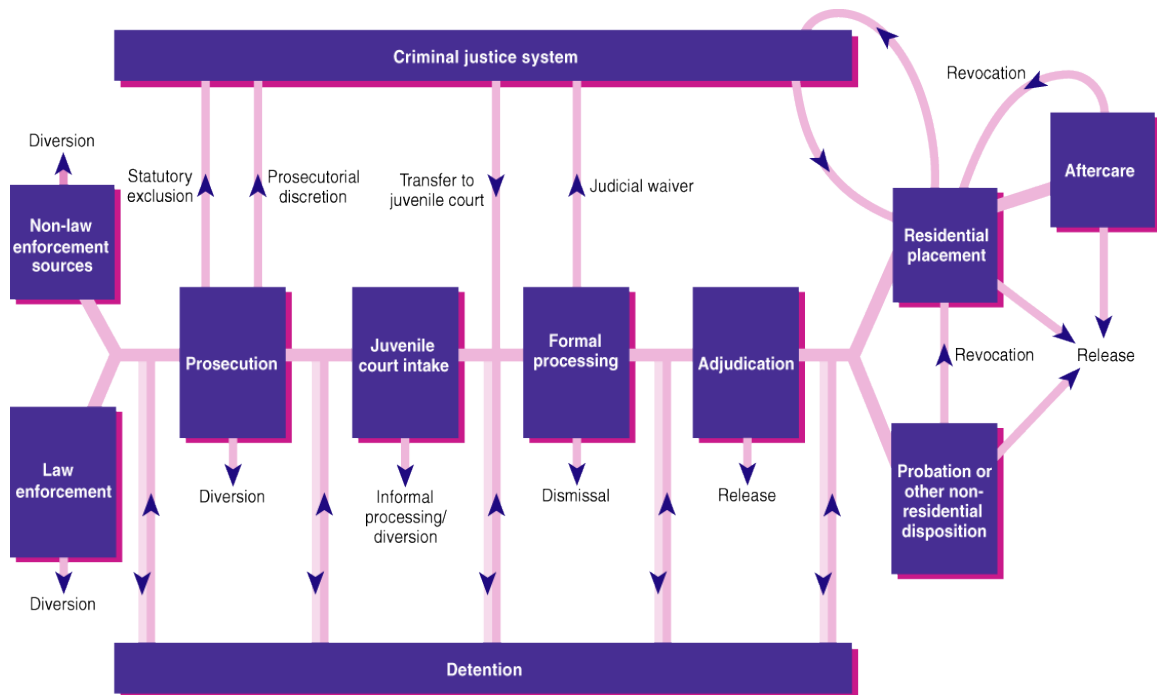


Figure 1 http://www.ojjdp.gov/ojstatbb/structure_process/case.html

Figure 2 describes what this researcher considers the interruption of the adjudication process, utilizing the “case model” approach of the Hermiston CAB (Maiocco, 2014). As this research will demonstrate there are many factors that will influence a potential juvenile offender and his or her decision making process when considering committing a referral level offense.

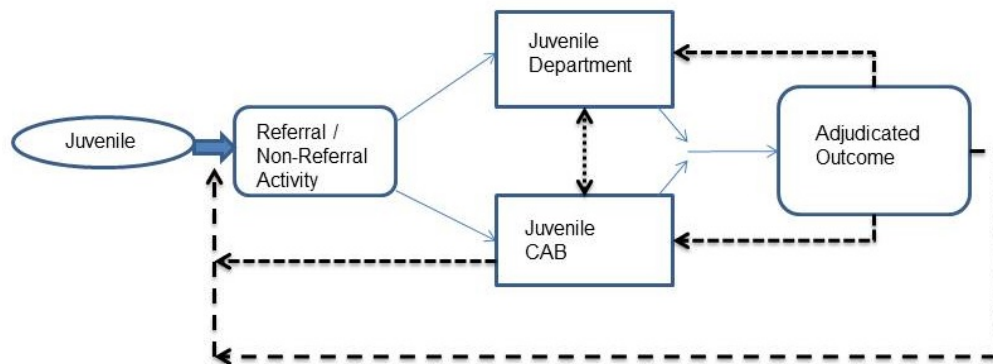


Figure 2. CAB Interruption of Adjudication Process

By allowing the Hermiston CAB to function, a negative feedback process can be created, with the intention of quickly affecting the juvenile's decision making process and preventing the juvenile from deciding on committing additional referral level activities. Rather than targeting on a particular variable or two, this negative feedback loop can be directed in various directions based on available resources and individual situations. This researcher's intent is to investigate the relationship between this negative feedback and subsequent recidivism among juveniles. It is expected that this feedback will reduce recidivism by providing a timely response to lesser or status offenses, thereby influencing decision making to prevent juveniles from moving towards more significant criminal activity. A sympathetic influence is the reduction of case load requirements on juvenile justice professionals, allowing greater dedication to existing cases as well, allowing more meaningful approaches to be applied regardless of budget cuts.

Community Accountability Board Organizational Design

In 2008, the Hermiston Police Department created a juvenile community accountability board designed to provide swift action on lesser-level offenses in an effort to reduce overall juvenile crime and to increase the perception of accountability for inappropriate behavior. In an interview in September of 2008, Chief of Police (retired) Daniel J. Coulombe described the CAB:

The Board's job is to interview the offender, review the case, and determine reasonable requirements which the community can expect of the offender as consequences for irresponsible behavior. These requirements may include community service hours, restitutions, and counseling, among other sanctions. One of the goals of the Board is to *impress on the offender the*

connection between the offender's behavior and its effects upon the community and the offender (emphasis added). The Board serves as a role model for responsibility. The Board members become active participants in holding offenders accountable for delinquent activities in their community. This process makes the offender aware of the direct relationship between crime and the victims of that crime [the community].

Oregon Revised Statute (ORS)(criminal code) 419C.225 Authorized Diversion Programs allow a county juvenile department within the state to refer a youth to an authorized diversion program if the youth is eligible to enter into a formal accountability agreement under ORS 419C.230. Further, ORS 419C.230 Formal Accountability Agreement(s) states: a formal accountability agreement may be entered into when a youth has been referred to a county juvenile department, and a juvenile department counselor has probable cause to believe that the youth may be found to be within the jurisdiction of the juvenile court for one or more acts specified in ORS 419C.005 (Jurisdiction); defined as, the juvenile court has exclusive original jurisdiction in any case involving a person who is under 18 years of age and who has committed an act that is a violation, or that if done by an adult would constitute a violation, of a law or ordinance of the United States, or a state, county, or city. In lay terms, except in cases of serious criminal activity or mandatory treatment as an adult, the juvenile system has a wide breadth of options, especially with the goal to reduce recidivism, as long as there are consequences and reformation considered in the alternative.

The board takes on a parenting and educating role, providing socialization training for the juvenile. Since the program's creation, juvenile crime reduction in

Umatilla County has continued to drop, in both new referrals and recidivism. What is remarkable is not the downward trend, which has been seen nationwide as well, but the size of the decrease. Throughout Oregon, juvenile criminal violations have decreased by approximately 36%; Umatilla County in particular has seen a 56% reduction, earning notice as one of the largest drops in the state and is significant nationwide. During this period there has been a large increase in population as well as a changing demographic, which according to many of the studies researched would be a contra-indicator for lower recidivism, yet something seems to be working, all in a time of budget and corresponding staff reductions.

The Hermiston CAB is made up of five (5) volunteer members; two (2) volunteer representatives of the Hermiston City Council, two (2) two representatives of the Hermiston School Board, and one (1) citizen at large. Each volunteer is required to undergo training on the CAB process and submit to a thorough criminal background check and be sworn in as a member through the Umatilla County Circuit Court, which has jurisdiction over the juvenile court system.

The Board is directed by a Hermiston Police Officer, Youth Service Officer (YSO) that is funded 50%/50% between Hermiston School District and the Hermiston Police Department. That officer is responsible for overseeing the board activities, monitoring accountability plan performance, and either expunging the juveniles arrest record after successful completion, or forwarding recommendations for further adjudication through the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD).

Prospective board members attend training put on by the YSO and sign volunteer statements through the Hermiston Police Department and upon successful completion of their background checks, are appointed by memorandum from the presiding Umatilla County Circuit Court judge and are sworn in through a Notary Public prior to attending any board meetings. Board members are required to maintain confidentiality, be positive role models, and dedicate a minimum of three (3) hours or one evening per month or more if the case load requires it. This organization is demonstrated by Figure 3.

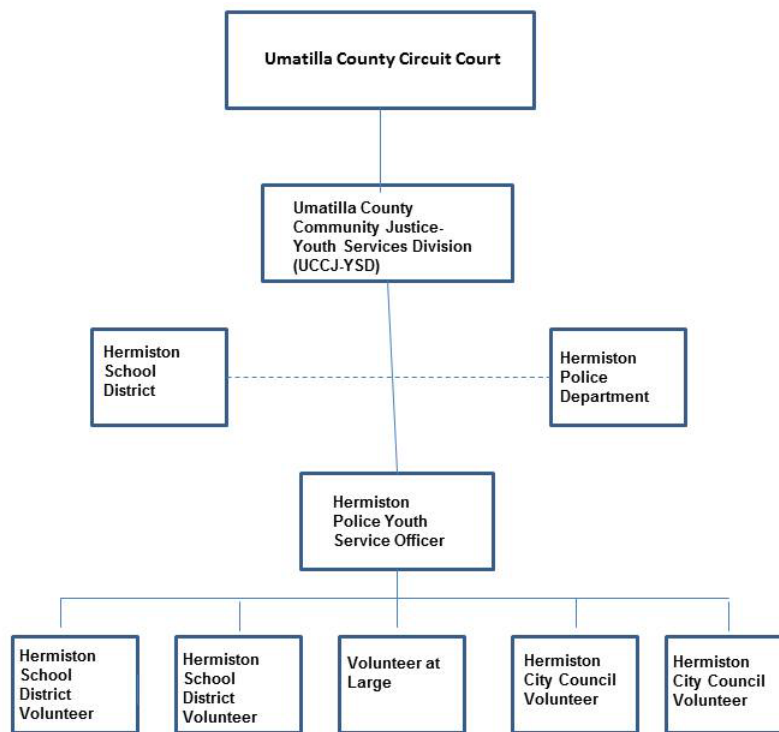


Figure 3. Community Accountability Organization Chart

Community Accountability Board Process

When a juvenile is referred for a statutory or criminal offense, within the jurisdiction of the Hermiston Police Department, that referral is sent to the Youth Services Officer (YSO). The YSO makes an initial determination as to if the offender is

eligible for the program. If so, the juvenile and his/her family are invited to appear before the CAB. If not, the charging document is forwarded directly to the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD) for adjudication through the juvenile court system.

Prior to meeting with the family, the CAB meets with the YSO to determine a path forward and then meets with the juvenile and the parents together. The family is informed of their Constitutional Rights, what is required of them under the formal accountability agreement, and an informal dialogue is started to determine if the root of the problem can be identified. Once this meeting is over the CAB excuses the family for a short time and makes a determination. As Figure 4 shows, the CAB will either offer a formal accountability agreement or will refuse. If refused, the detailed reasons why will be forwarded to the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD) along with the juveniles charging documents. At this point the youth and parents/guardians are given the option of accepting the agreement or not. If so the family and youth must sign the agreement which is retained by the YSO to oversee the conditions of the agreement. If it is refused, the juvenile and their family will have another opportunity. After speaking with an attorney, to include public defenders, the youth and their family will have the option of re-contacting the YSO and requesting review.

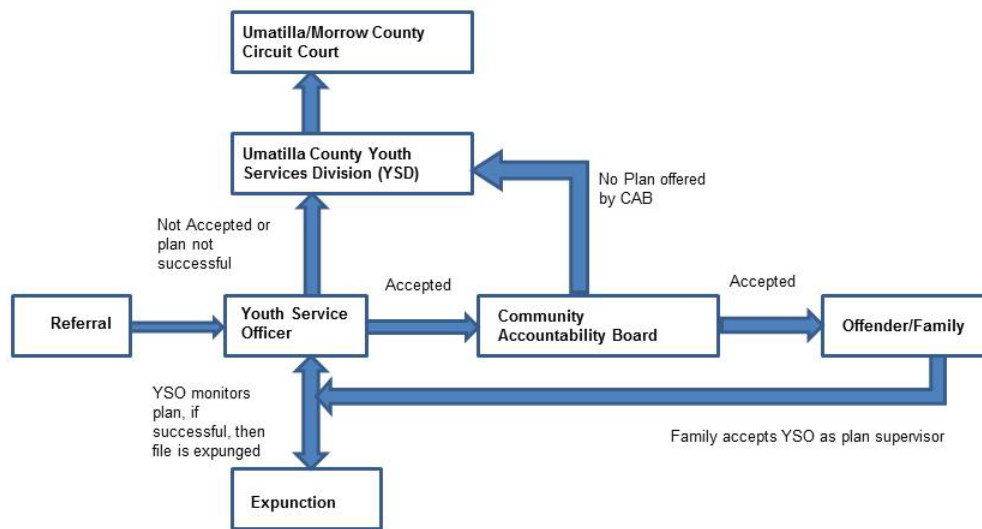


Figure 4. Community Accountability Board Process

Purpose of the Study

As alluded the purpose of this study is to determine if the CAB is effective at reducing recidivism among the target population, if it is efficient in performing this function as compared to the previous methods, and if there is any validity to complaints that the CAB unfairly targets non-Caucasians in the community. Due to the vagueness of this complaint, several avenues will be investigated; are non-Caucasians referred to the CAB in significantly greater numbers than Caucasians, if non-Caucasians fail to complete the CAB in significantly greater numbers than Caucasians, and if non-Caucasians fail to complete the CAB in significantly larger numbers than Caucasians.

Umatilla County is still experiencing reduced revenues though has seen an increase in population. It is this researcher's belief that this study will allow comparative values to demonstrate which parts of the program are most effective and if any improvements can be made. The goal of this research is to determine if the CAB is

effective in meeting its objective of reducing recidivism among first time offenders, and what impact this has on the overall recidivism rate among juvenile offenders in Umatilla County. A secondary goal, which could lead to additional analysis in the future, would be to determine common traits or environmental factors that would allow data to be used to support expanding the program. Such expansions could cover areas that due to their nature are currently excluded from being part of the program, such as status assaults and property crimes.

Significance of the Study

Though covered in more detail in Chapter 2, the reality is that while the population of Oregon and eastern Oregon continues to grow, Oregon was also hit rather hard with the current recession. State workers already take 2 weeks of unpaid leave a year to reduce costs (Cole, 2012), programs have been cut, prisoners have been let out of prison, and police and correction staffing has been reduced (Zaitz, 2012). It is likely that as anti-tax initiatives continue to enjoy popular support the current budget woes of the state will continue. We see a culmination of events that results in a mandatory ‘doing more with less’ approach.

In August, 2012, Oregon was experiencing 8.9% unemployment rates, compared to the National average of 7.9%, making it the 9th highest rate in the country (Bureau of Labor Statistics, 2012). Umatilla County in particular has been hit hard during the last several budget cycles, with the latest budget decreasing by approximately 7% from the previous year, resulting in the reduction of 12 Full-Time Employees (FTE). While budgets have had to be reduced to accommodate decreased revenues, the population has actually increased approximately 1.1% since the previous year. One of the largest issues

facing Umatilla County is that most growth that supports tax revenue is being restricted to the incorporated city limits of Hermiston and Pendleton. In 2010, Hermiston became the largest city in Umatilla County and the largest and fastest growing in eastern Oregon, while experiencing a 27.3% growth increase. This rate appears to have been slowed down, but not quashed by the recession. Hermiston has seen its demography shift as well, with the Hispanic population growing from comprising 10% of the total population to reaching, 34.9%. The Hispanic juvenile population grew to 44%. This percentage is expected to increase as Hispanic is the fastest growing demographic within Umatilla County (Wozniack, 2008).

With the changes being faced by the state, county, and in related ways by the local cities, there is no longer the luxury of being able to repeatedly try failed approaches influenced by popular trends. As referred to in the U.S. Department of Justice, Juvenile Accountability Incentive Block Grants Program (JAIBG) bulletin, allowing juveniles to escape accountability through diversion programs has proven to be unsatisfactory, only through teaching offenders to view their victims as people and to view themselves as being more in control of their choices (2003, 2) will we have continued and significant impacts on juvenile justice programs.

There does not appear to be an early return to more affluent times, and even if revenues were to increase, it is likely that the current anti-tax and government efficiency and accountability trends will continue into the foreseeable future, research based alternatives are the answer to dwindling resources. By developing programs such as the CAB, the juvenile department, in cooperation with the local police departments, is

attempting to keep referral rates at historic lows, while experiencing significant population growth.

Organization of the Study

Following this introduction, there will be an extensive literature review. The point behind this review is to ensure that historically relevant and current studies are considered in developing any researchable questions. The importance of this study is not to simply paraphrase what has been said by others but to provide that bridge between theory and practice that will allow practitioners to focus on projects that have the greatest likelihood of success. By basing this upon a system that for all appearances seems to be experiencing tremendous success, this research should identify factors that are contributing to this success and allow other organizations to implement similar programs modified to meet their specific needs. The literature review will conclude with a supported discussion of the model and theory used by the Hermiston Accountability Board to set the stage for a thorough needs assessment and allowing a methodical assessment of the program based on outcomes and efficiencies.

Following the literature review will be the third chapter encompassing the methodology necessary for testing the research questions; due to the type of evaluation, fully developed hypotheses are outside the scope of this research. Chapter 3 will consist of a needs assessment to validate the reported findings from Dr. Maiocco and Chief Dan Coulombe in 2008 that led to the development of the Hermiston CAB. The research questions will then be identified and just as importantly the standards for each will be identified, which will allow for further testing throughout the study; determining the need for such a program, developing the research questions through measurable and

quantifiable standards and criteria which will allow this researcher to analyze the program theory, measure and monitor the programs outputs and effects on the target population. Finally, this researcher will measure the efficiency of the program as compared to alternative programs and methods in reducing juvenile recidivism, particular in regards to shrinking budgets available to the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD).

Most data will be obtained from previously published material, but data directly pertaining to the Hermiston CAB will be obtained through the use of police records systems maintained by the Hermiston Police Department, through a cooperative agreement with the Hermiston School District and the Hermiston Police Department. These records will be divided into two sections, those that were admitted into the Accountability Board and those that were not. Ethically, this researcher will be restricted to using a quasi-scientific method rather than employing a true control/test group experiment, however, due to the size of the jurisdiction it will be possible to include an entire population of juveniles that were arrested, cited, or referred to the juvenile court system, regardless of admittance into the CAB. In addition to this data, previously published studies will be incorporated to use both a qualitative and quantitative data as available. Due to the small size of CAB cohorts, utilizing both a pre- and post-test, though more effective, would result in this project lasting several years to develop enough data that Cronbach's alpha would apply and develop significant results. By utilizing previously validated surveys, observed traits such as self-control will be identified and quantified by administering pre and post surveys. Both the UCCJ-YSD and have been supportive of this type of research, but scheduling and coordination has

proven to be beyond the scope of this study. A waiver was issued by the Institutional Review Board (IRB) as no direct contact with juveniles will be conducted, and data will come from pre-existing records and studies, see (Appendix E). In the event that additional data as to the reported outcomes or effects on the individual individuals, a modification of the IRB determination will be sought to allow direct interviews of juveniles and their family members.

Chapter 4: Data Analysis presents findings obtained via methodology in a clear and logical manner, through the use of charts and graphs developed with the use of explanatory statements as necessary. It is expected that several available independent variables will have varying levels of effect on the dependent variable of recidivism; therefore, linear regression methods will be utilized through SPSS version 21 to determine the size of these effects. This chapter is most important for statistically demonstrating any relationships and proving or disproving the hypotheses, statistical analysis will be made of publically available documents in regards to cases, recidivism, use of the accountability board and any changes observed from a group that was not given the option, or chose not to participate in the accountability board procedures.

Chapter 5 will discuss the findings demonstrated in Chapter 4 and list recommendations for continuation or discontinuation of the CAB as well as the rationale behind those recommendations. The data analysis of the previous chapter will be discussed along with its significance for other organizations considering such an approach, and perhaps just as importantly, it will discuss the limitations and delimitations of this study and make recommendations for future areas of research.

Chapter II

LITERATURE REVIEW

Society has had difficulty in defining and dealing with juvenile crime and accountability and has long sought ways to deal with the problems of recidivism and control. The purpose of this literature review is to provide an overview of the historical development of juvenile justice from early times through recent Supreme Court decisions, and develop the initial program theory utilized by the Hermiston Community Accountability Board (CAB) program. In this way, it will provide a contextual format utilizing modern theories of juvenile crime and recidivism with an understanding of how they developed and why a more integrated approach is necessary in future work regarding juvenile recidivism.

This literature review will include background information regarding the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD) program and its purported success using the CAB. It will review the history of juvenile justice theory development and how the idea of mediated accountability fits into this historical context. It is this researcher's intent to provide the basis for further analysis of this project using commonly accepted theories in an effort to extrapolate its purported successes so it may be applied to other regions or that its weaknesses can be avoided in future uses of such a project. In order to develop this understanding, several other key programs will be reviewed with summarization as to their individual successes and failures. These will be reviewed in the framework of the CAB for a better understanding of how to reduce

juvenile recidivism. This is becoming more and more important as the use of social media and computer/internet technology allows data to be transferred at faster rates, spikes in crime rates which may in the long term be non-consequential do have the opportunity to create political whiplash. Often legislation is initiated based on these reports, and a lack of understanding of the development of contemporary theory may result in re-trying programs and systems that have proven to be counterproductive. This demonstrates the necessity of a needs assessment and a subsequent program theory to successfully meet target population, goals, and objectives.

Early Historical Development of Juvenile Justice

The methods of treating young people and deviant behavior have swung like a pendulum throughout time, moving between harsh, sometimes ultimate punishments, to forgiveness and various levels between. The Code of Hammurabi (circa 1772 BC) of ancient Babylon mentions extreme corporal punishment as treatment of runaways, disobedient children, and sons who cursed their fathers (Burfeind & Bartusch, 2011; Lawrence & Hemmens, 2008). In most Western society, the pendulum has swung away from mayhem as a form of punishment. The Code of Hammurabi specified the severing of hands of a child that struck his parents, or the removal of the tongue of an adopted son that spoke against his adopted father (Regoli, Hewitt, & Delisi, 2010). It is believed that this code is primarily responsible for the treatment of children throughout the next millennium in which children were primarily considered as belongings of the parents (Jenkins-Cruz, 2011).

Greece is well known as the birthplace of modern western political thought, and as such also public administration. In this context, Greece considered juvenile crime, or

more precisely crime committed by children to be a serious problem, to the extent that parents were held responsible for their conduct (Jenkins-Cruz, 2011; Burfeind & Bartusch, 2011; Lawrence & Hemmens, 2008). Similar parental responsibility laws are in effect in many states today, the first dating back to the Stubborn Child Law in Massachusetts (Jenkins-Cruz, 2011). As part of this law and the generalized religious foundation of early colonial law, corporal punishment of children was an affirmative defense against allegations of child abuse (Morag, 2011). Since the parent was responsible, the parent was recognized as having the authority to discipline, including corporal punishment to maintain that control (Straus, 2010).

An interesting note of the relationship between children and adults throughout Greece was that the religious lore and common myths commonly told often involved violence between parents and children. Children would often be victimized by their families or would turn against and maim or murder their parents (Regoli, Hewitt, & Delisi, 2010). When considering this level of violence, similar questions could be asked today as those of ancient Greece; did the myths mirror the society, or was society changed by the information being provided in the myths? Most likely, the truth can be found somewhere in between. This research will review feedback loops between juvenile crime and juvenile recidivism later in this chapter under complexity, systems, and crime control theories.

Western consideration of juveniles was developed through a history of needing to control children and vacillating between holding the parents responsible and ensuring the child was held responsible. This can be seen in early canonic times through scriptures, a parent of a rebellious child was directed to take that child to the village elders who would

ensure that he/she was stoned to death at the gates of the city so that all could see it, and “all of Israel would be afraid” (Deuteronomy 21:18-21 English, standard edition). Three religions of Christianity, Islam, and Judaism all consider children different from adults once they reached an age of understanding. Non-religious based law was setting this stage as well. Under 5th century Roman law, children under seven (7) were considered infants and as such not subject to criminal review (Lawrence & Hemmens, 2008). Early attempts at defining an age of culpability were limited to physical characteristics such as the onset of puberty (Gordon, 2012), or particular ages of consent. An age of reasoning, rather than physiological traits forms the basis of current western theory regarding juvenile delinquency and decision making processes.

Anglo-Saxon law, which was directly influenced by Roman law, is the basis of modern western law and procedure in regards to juvenile justice. This “age of responsibility” has been considered in each shift of juvenile justice and forms the base framework of the juvenile system within the United States, though there have been periods in which how it is applied has come into debate.

Throughout the dark ages and through the 17th century, children were still treated as property and expected to be taken care of by a parent. In many cases, however, the law did not provide for dependency and often as long as the child was not breaking the law, the adage, out of sight out of mind was most appropriate (Regoli, Hewitt, & Delisi, 2010). Though harsh, this was an improvement in treatment from when King Aethelstand proclaimed that any child over the age of 12 could be executed for small amounts of monetary theft (Regoli, Hewitt, & Delisi, 2010). These laws continued to evolve and form the roots of English Common Law. It was during this time in the 18th

century that the pendulum began to swing towards a more liberal treatment of juvenile offenders; away from purely punitive measures towards managing young offenders (Jensen & Howard, 1998).

Burfeind and Bartusch refer to the evolutionary development of the concept of juvenile delinquency as undergoing three phases:

1. The “discovery” of childhood and adolescence
2. English common law doctrine of *parens patriae*, and
3. The rise of positivist criminology (2011, 12).

The 17th and 18th centuries were a time of change for juveniles. As mentioned, the discovery of the child as an individual came about primarily through the Renaissance (Aries, 1962). The realization that the family was a unique was a natural precursor towards the developing an understanding that children were not property, rather individuals that were developing. As such, they were not fully responsible, yet their behavior was an issue to be dealt with prior to their developing into adult criminals. Another important shift during the Renaissance was the move away from canonic law and towards secular law. It was this move away from religious dogma that allowed positivism to take route in determining what was causing children to commit crimes and theories on how to prevent these crimes, yet full embrace would not happen for several centuries. *Parens patriae* was realized during this period, meaning that the state had an inherent responsibility to act in the best interest of its children, filling the role of parent when necessary, or *in loco parentis* (Lawrence & Hemmens, 2008). The King of England created Chancery court or courts under the auspice of the King’s chancellor to hear petitions of those needing assistance, such as women and children. These needs

could be created by divorce, death, or poverty (Jenkins-Cruz, 2011). Though similar to liberal ideals today, these courts did have a darker side that of social control as discussed in critical theory. Both faces would be reflected in the new and immature governments formed throughout the states in the United States.

Poor laws were created primarily as a response to a growing urban population caused by migration of immigrants from other nations and impoverished people moving from farms to the growing cities (Cox et al., 2010). These laws utilized the policy of *Parens patriae* and when the court deemed necessary, allowed the state to take over the parental role, and in effect, possession of children from families that were found to be too impoverished to provide a healthy environment for the child. These findings could be twisted and used or implied as means of control, often as a means to discourage these families from moving into urban areas regardless of goals (Krisberg, 2004). Though these laws were established to reduce the desire to emigrate and to form a sort of social control over the impoverished (Moore & Morris, 2011), many of these laws would later find their way into the United States.

Positivism took root in Europe and the United States in the later part of the 19th century and is currently one of the leading models in juvenile justice theory today. Burfeind and Bartusch define positivism as the scientific method to study crime and delinquency and this involves systematic observation, measurement, description, and analysis so that scientists can look for, uncover, and draw conclusions (2011). The true benefit to positivism in regards to juvenile crime and justice is the view that it can be observed. If it can be observed, it can also be managed. Rather than treating juveniles as if they are merely victims of their circumstances and that being the end of it, it provides a

mechanism to break down the child's environment and experiences and allows us to focus on particular areas in attempts to modify behavior, through efforts taken to affect the individual and where possible the environment.

History of Juvenile Justice within the United States

United States law in its current form evolved from and remains remarkably similar to English common law. As the United States originated as a series of colonies, predominantly English, it is little surprise that these similarities exist, keeping a shared history morally, if not politically. Many of these laws were based in Judeo-Christian teachings, a prime example being the "Stubborn Child Law." Enacted by the Massachusetts Bay Colony in 1646, this law was almost verbatim the scripture found in Deuteronomy 21:18-21 as discussed earlier (Burfeind & Bartusch, 2011) and remained in effect until 1973. Another note of interest is that most of the recognition of adolescence was not merely done for the benefit of the child, but often as a means to control the child, or to influence the estate of children that had inheritances, and did not evolve to concern over the welfare of the child until much later. In fact, as Moore and Morris point out, much of this treatment later became the core ideas behind critical theory, or a means for the dominant group to exert control over a minority group (2011).

In the early 18th and 19th century juveniles were treated much the same as adults were. In fact, there was very little difference in applying the criminal code towards them. The problems that beset Europe were occurring in the United States as well. Urban areas began to attract the poor and destitute both through immigration from Europe and from rural areas. This, coupled with an increased birthrate began to change the population, causing the average age to decrease by increasing the number of young people. With this

increase came a corresponding increase in poverty and associated criminal activity. The government sought ways to handle the issues, while maintaining the quality of life for the established citizenry.

There were three primary social institutions in the United States that carried over from colonial times; church, family, and community (Burfeind & Bartusch, 2011). Rather than ignore the poor, these generally created poor laws in which communities recognized the responsibility to take care of the poor, yet there was little consistency on what “poor” really meant or how they should be cared for. In this atmosphere, the idea that poverty led to crime was well recognized, and many of the subsequent laws and policies on dealing with poverty and impoverished children were enacted with the intent to reduce juvenile crime, though as is shown, many of these attempts caused more harm than they helped. Many children were exploited or harmed rather than helped and there is little evidence that any preventative results were ever realized.

As industrialization increased in the United States, there were often labor shortages. This provided an opportunity for European nations wanting to reduce their own poverty, in that many juveniles would in fact become indentured servants under contract, to work in the colonies and later the United States. It is suspected that many of the children that “desired” to work in the United States may actually have been coerced into the contract (Krisberg, 2004) and in fact, this became an integral part of the penal process in the early part of the 18th century to transport prisoners to the American colonies. Regardless of the manner in which children came to the “New World,” they would remain an integral part of the family economic unit. Fathers would have almost unilateral authority to determine what occupations their sons would seek out through the

artisan-apprentice system (Lawrence & Hemmens, 2010). This taught a skill but was often only available for the more affluent or influential as the apprenticeship program required cooperation from artisans and laborers. Children of poor families would often be bound out as indentured servants for a period of years, in which the child was to respect their “master” with the same obedience due their natural parents (Krisberg, 2004).

This system became an important tool for dealing with the “dangerous class” that was forming in urban areas. Once again the question of how to deal with a growing impoverished population came to a head resulting in numerous governmental programs to handle poor children in an effort to maintain social control. This line of thought led to the widely held belief that poverty, if left unchecked, will produce children with a “future of crime and degradation” a process known throughout much of the 19th century as pauperism (Burfeind & Bartusch, 2011). In an effort to reduce pauperism, several programs were instituted with the specific stated goals of reducing crime by providing opportunities for juveniles: Houses of Refuge, Placing out-Orphan Trains, Reform Schools, all leading into the Child Saving Movement.

Houses of Refuge were created under the assumption that if the child did not have parents, or if the child’s parents had demonstrated a lack of ability to discipline or raise their child either through effort or financial condition, the state could step in and take over that responsibility. In 1825, the New York House of Refuge was established to take in dependent, neglected, and delinquent youth (Lawrence & Hemmens, 2010). Other cities and states would follow suit. Houses of Refuge would take in children that had been committed crimes or that were considered vagrants. Though not specified as a method for dealing with poverty, almost all children that were determined to be vagrants

came from pauper families (Fox, 1970). These houses were not for everybody, and were tailored for those that were “savable” and relied on a strict regiment to “save” the child from the effects of urban poverty and crime: a daily regimen, strict discipline, education, and work (Burfeind & Bartusch, 2011). These Houses of Refuge promoted hard and laborious work for its juveniles in an effort to create a strong work ethic and to ensure that once released, these children would be able to take on jobs as laborers and not revert to a life of crime. As MaGuire mentions, if considered economically, it becomes cheaper in the long run to train children to be laborers and to give them skills, then it is to merely incarcerate them and allow them to return to a life of crime (1982). As more and more states began to create these Houses of Refuge, the doctrine of *parens patriae* was used to take the children against their will, or away from their families (Pickett, 1969).

Interestingly, the doctrine of *parens patriae* didn’t come to a legal test until 1838 in Pennsylvania. The Pennsylvania Supreme Court ruled in the case of *ex parte Crouse* that the Bill of Rights did not apply to children. The court also found that when parents were found to be “incompetent” that the state had the right and the responsibility to intervene and provide their child with a better life, in the best interest of the child and the community, with the assumption that the state (government) would be able to provide the proper education and training for the child. The Pennsylvania Supreme Court held that parental custody and control was a natural but not an absolute right, and if parents couldn’t, or wouldn’t do what was necessary to educate and supervise their children, then the state could exert its rights and take over guardianship of the children (Krisberg & Austin, 1993). It would not be for more than 30 years that this issue would be revisited and though the doctrine was not struck down en total, parents’ rights were considered. In

1870, the Illinois Supreme Court started turning the tide away from state supremacy by stating that the state should intervene only after violations of criminal law and only after following due process guidelines, “we should not forget the rights which inhere both in parents and children” (People v. Turner, 55Ill. 280[1870]).

Unfortunately, Houses of Refuge also became known for discriminatory treatment against African Americans, American Indians, and poor whites (Pisciotta, 1985; Span, 2002). “The aims of the institution, however, did not match the practices; investigations indicated that young boys were exploited and abused, and even encouraged to commit crime” (Pisciotta, 1985, 131). Many times, these Houses of Refuge were not fully funded by the government relying on financial contributions from business or individuals. One way that was discovered to offset costs was to contract out the labor of the children, such as in manufacturing nails, or other repetitive, labor intensive tasks, resulting in eventual exploitation for financial means in some (Keeley, 2004).

In the 1850s the Children’s Aid Society began placing children of impoverished families in urban areas with families in rural areas, often referred to as “placing out” and earning the name “orphan trains” as these children would often be transported by train to the rural areas (Hasci, 1995; Jalongo, 2002). The Children’s Aid Society was formed by Charles Loring Brace, who held that urban poverty bred a “dangerous class” and sought to drain the city of poor and delinquent children through placing out (Burfeind & Bartusch, 2011). There were many critics to the plan that felt it was exploitive and would not work as these children were from cities and would not adjust to rural areas, yet many families welcomed these children, either as a form of cheap labor or from a sense of civic responsibility (Hasci, 1995). A compromise between the critics and supporters created a

more formal placing out program by requiring that children go through the institutionalization process first as afforded by the Houses of Refuge (Cook, 1995; Lawrence & Hemmens, 2008). Although some considered exploitative, this was considered an improvement over juvenile asylums and prisons that the Houses of Refuge had become, and demonstrated a growing feeling that families were better for the upbringing of children than state institutions, and formed the basis of our current foster care system (Cook, 1995).

Reform schools emerged from the Houses of Refuge and were institutions that would break children down into groups or cottages (approximately 40) (Burfeind & Bartusch, 2011) in an effort to mimic the family structure and change the structure away from a full day's work mixed with education, to a full educational day, centered on learning and allowing children the opportunity to learn while in custody (Keeley, 2004). As many of these youth had been expelled from school already, the reform schools became a way to continue their education while sparing the public school system from having to take disruptive students back into their enrollment (Keeley, 2004). This did have a negative effect of rather than being a "last chance" type of effort, schools began seeing reform schools as a way of handling discipline and truancy issues. In addition, juveniles that were found to be in violation of status offenses (offenses that are illegal merely because of the status of the juvenile, i.e., truancy, curfew, runaway) were being used as a basis for the state taking over custody and housing juveniles in reform schools. The courts and legislatures were starting to swing towards parent's and children's rights. The Illinois Supreme Court set the stage when in 1870 it accepted that the state did have power under *parens patriae*, but that this power was secondary to the parent's right to

raise their own children, “Can the State as *parens patriae*, exceed the power of the natural parent, except in punishing crime” (People v. Turner, 55Ill. 280[1870])?

As the pendulum swung away from strictly retribution and isolation, a movement known as the “Child-Saving Movement” took root in order to “rebuild” the moral fabric of the children (Burfeind & Bartusch, 2011). This movement was comprised mainly of philanthropic house wives who saw their mission as focusing on some of the smaller issues that had earlier been overlooked, and as such had been a large factor in the increased perception of juvenile crime (Platt, 1969). It was believed that by focusing on these previously less important issues that youth could be saved through close supervision and a learned reluctance to engage in prohibited behavior (Jenkins-Cruz, 2011). It was believed that by focusing on these at risk factors (truancy, drinking, vagrancy) that children that were at risk for becoming delinquent could be saved from becoming involved in criminal activity (Lawrence & Hemmens, 2008) These reformers stressed supervision and education would be sufficient to keep these children under control and contribute to making society better. As many of these reformists had as their focus societies improvement and were often from better off families (Platt, 1969; Sutton, 1985), the critics view that this was merely another means for the upper class to keep the emerging poorer class under control seems to have some merit. In many cities, particularly in cases where the child-saving movement focused on moral vices and dependency/neglect, the intent may have been stated to be for the child’s best interest, but in practice became the way in which the ruling class could exert control over the family lives of newly arrived immigrants and the less economically affluent (Shelden & Osborne, 1989).

In 1899, the “child-savers” were organized as the Chicago Women’s Club and is largely responsible for the creation of the first juvenile court in Chicago, IL (Lawrence & Hemmens, 2008; Burfeind & Bartusch, 2011). This group was aware that to effect change in the program they required legislative and political support, and by petitioning and passing the Act to Regulate the Treatment and Control of Dependent, Neglected, and Delinquent Children was able to consolidate existing practices under the *parens patriae* doctrine (Mack, 1909; Burfeind & Bartusch, 2011). The thought process behind the court was that since the state did have a responsibility to take over parental roles when necessary shouldn’t it then also be required to act in a parental manner as well:

Why is it not just and proper to treat these juvenile offenders, as we deal with the neglected children, as a wise and merciful father handles his own child whose errors are not discovered by the authorities? Why is it not the duty of the state, instead of asking merely whether a boy or girl has committed a specific offense, to find out what he is, physically, mentally, morally, and then if it learns that he is treating the path that leads to criminality, to take him in charge, not so much to punish as to reform... (Mack, 1909, 107)

The courts were formed to act as a bridge between adolescence and adulthood, taking into account that a child was not fully developed and as such was not completely culpable for his or her actions. The new courts sought to assume the parental role and rehabilitate rather than punish youths (Soulier & Scott, 2010). The new courts were noteworthy for their structure and jurisdiction, legal authority under the expansion of *parens patriae*, and legal philosophy and process (Burfeind & Bartusch, 2011)

The new structure was to have a court system separate but similar to the courts that adults were using, with a few key differences. The new court kept different records and was made up primarily of police officers and truancy officers, so the court had its own policing network built into it (Kupchik, 2006).

The legal authority of the court expanded the role of *parens patraie* and used it as the basis for the court system, expanding the previous interpretation and in effect moving around the decision in *People vs. Turner*, by relying on their intent of doing what is best for the child in matters of criminality, dependency, and neglect (Buss, 2010). Though not within the American version, similar ideals can be seen in Australia as described by Weatherburn, McGrath, and Bartels as they list the three dogmas of the Australian system, consisting of the state knowing what is best for the child (2012; Robinson & O'Donnell, 1936). This expansion upheld in the 1905 Pennsylvania Supreme Court Case of *Commonwealth vs. Fisher*, in which the court recognized the state (legislature's) inherent responsibility to "save a child from becoming a criminal, or from continuing a career in crime..." (*Commonwealth vs. Fisher*, 213 Pennsylvania 48 [1905]). This decision allowed the state to bring matters of dependency or neglect, or criminal activity to the attention of the court and to adjudication such matters *without due process (emphasis added)*, in the name of what is best for the child, often without regard for the ability or desire of the parents (Burfeind & Bartusch, 2011). This decision was not without its critics and in effect set the stage for later judicial reformation of the entire juvenile justice program.

The third noteworthy aspect of the new juvenile court system was the legal philosophy and process. As discussed above throughout the reform movement, the best

interest of the child was the focus of the system with a target of rehabilitation, taking the process into another three dimensions; diminished capacity, child welfare, and informal and family like approach. The diminished capacity dimension made official notice that a juvenile had less mental culpability of criminal activity than a mature adult would. This is an area that has caused contradictory results in criminological positivism, and creates a slide-able scale as to how aware the juvenile was in the “wrongness” of the actions he or she may have taken (Robinson & O’Donnell, 1936; Harris, 2010; Henning, 2012). This concept also has detractors. One of the unique aspects of juvenile justice and studies about recidivism is the number of academic disciplines that it touches. There is a criminology aspect, political science (and public administrative), sociological, psychological, etc. Opponents to the current carte blanche application of diminished capacity argument are Christopher Slobogin and Mark Fondacaro. They argue that applying adult penalties and court procedures may be wrong, however so is a blanket resolution to treat all juveniles as diminished capacity children, there are too many myths and social norms that interfere with properly identifying which juveniles may be culpable vice those that are not (2009).

The juvenile court system differs from the adult criminal court system and prior civil court systems in that it considers the welfare of the child, or what is “in the best interests of the child.” In this manner, the *parens patriae* concept is expanded, allowing the court to hear cases that may not be criminal, but also status offenses, neglect, and dependency issues (Peters, 2011). As a result the primary goal was to protect, nurture, reform, and regulate the dependent, neglected, and delinquent child (Burfeind & Bartusch, 2011, 20). Treatment programs were based on the needs of the child and the

focus shifted from punishment towards ensuring assessments were conducted to meet the needs of the child, though fairly often these treatment programs were not suited to each juvenile but programs that were put together and then similar juveniles were batched together into the programs (Levick & Tierney, 2012).

Juvenile courts were designed to have an informal and family-like procedure. This was meant to stimulate the best environment for rehabilitating the child but may have led to one the earliest discoveries involving judicial review of the juvenile court; lack of due process. Judges would try to learn as much about the child and his or her environment as possible, and several studies demonstrated that punishment or rehabilitation for similar acts was often different, relying solely on how the judge perceived the family of the child may behave after sentencing, often without considering the rights or consequences that may have been felt by the victim (Henning, 2009; Butler, 2011). Despite the critics and apparent flaws in the system, juvenile courts were warmly and quickly adopted. Less than 30 years later, all but two states (Maine and Wyoming) had juvenile courts (Lawrence & Hemmens, 2008).

Court Challenges to Juvenile Courts

One of the aspects that may have led to such a successful debut of juvenile courts may have been the process itself. Records were sealed and not available for public viewing, so often the only information that would leave a courtroom was information that the court wanted to release, there was nothing contrary. Delinquency itself was viewed as a social problem, and the fault of bad parenting rather than the child or environment, so it made sense that parents' rights were not given a high priority. This started to change during the Due Process revolution the courts were about to undergo, often referred to as

the second revolution of the juvenile justice system (Fox, 1970; Span 2002; Lawrence & Hemmens, 2008; Burfeind & Bartusch, 2011; Jenkins-Cruz, 2011).

In 1946 Paul Tappan wrote a well-known article, “Treatment without Trial,” in which he identifies the use of juvenile courts differing from standing due process traditions, and that as a result, the court itself was not affording juveniles the basic rights afforded under the U.S. Constitution (Tappan, 1946). Though similar arguments had been heard at the state level (*Commonwealth vs. Fisher*, 213 Pennsylvania 48 [1905]), the U.S. Supreme Court was taking notice, as there were several issues that put juveniles at a procedural disadvantage. As juvenile court proceedings were informal, there was generally no counsel available to the defendant, and not likely that the juvenile would know that he would normally be afforded one; in addition, distraught parents were not likely to push for the juvenile’s rights at the risk of losing complete influence over the outcome (Tappan, 1946).

Through a series of decisions (Table 1), the U.S. Supreme Court extended due process to juveniles and formalized the procedures of the many varied courts. It is likely that the Supreme Court was aware of apparently dispersant treatment of poor and racial minorities in the juvenile court system, and that the Warren court actually used a desire to address these issues as the motivation behind what can be viewed as a reformist agenda (Ross, 2012).

Table 1: *Summary of Defining Supreme Court Cases*

<i>Kent v. United States (1966)</i>	Applied due process rights to the "transfer to adult court" processes. Set the stage for juveniles receiving rights as individuals under the Constitution
<i>In re. Gault (1967)</i>	Applied due process to hearings in juvenile court that could result in confinement or commitment.
<i>In re. Winship (1970)</i>	Applied the Constitutional "beyond a reasonable doubt" level of evidence as required in criminal court for adults.
<i>McKeiver v. Pennsylvania (1971)</i>	The Supreme Court did not extend the right to jury trials, indicating that juries would not guarantee better treatment and would negatively affect the informal atmosphere of juvenile court proceedings. This in effect, maintained the special consideration of juvenile courts.
<i>Breed v. Jones (1975)</i>	Waiver into adult court after adjudication in juvenile court constituted "Double Jeopardy", a qualification that is met as soon as evidence is presented. Prosecutors cannot hear part of the case in one court and also a part in another.
<i>Roper v. Simmons (2005)</i>	Imposition of the death penalty on persons under the age of 18 at the time of the commission of their crime was cruel and unusual. This decision steadied a wavering court's decisions on whether juveniles should be executed or not, overturning <i>Thompson v. Oklahoma</i> (1988) and <i>Stanford v. Kentucky</i> (1989)
<i>Graham v. Florida (2010)</i>	It was cruel and unusual to sentence juveniles to life without parole for anything other than the most serious offenses (i.e. homicide)
<i>Miller v. Alabama (2012)</i>	Due to the severity of the sentence, life without the possibility of parole (LWOP), mandatory sentencing at this level was unconstitutional. Courts could still use that sentence, but had to ensure that every case was reviewed to ensure it met the courts expectations for such a severe sentence.

Kent v. United States

Morris Kent was a 16-year-old who was already on probation for previous offenses when he was arrested and charged with rape, burglary, and robbery for entering a woman's apartment, raping her, and stealing her wallet. After being detained, Kent admitted to these offenses. His attorney requested a hearing to determine the jurisdiction of the court he would be tried in. The judge refused the hearing, stating instead that he had conducted a full investigation and waived Kent's case into adult court. Kent's attorney filed an appeal after he was found guilty and sentenced to 30 to 90 years in prison. His attorney appealed based on the lack of review on the waiver process and filed a writ of habeas corpus and requested that the state justify confinement of his client. The state and federal appellate courts upheld the trial courts verdict, but the U.S. Supreme Court overruled and stated that Kent should have been granted a formal hearing and that his attorney should have been present and been provided with all information during the decision process, and there needed to be a written record to document the hearing and state why the juvenile had been waived to adult court (*Kent v. United States*, 383 U.S. 541, 86 S. Ct. 1428[1966]).

In re Gault

Gerald Gault was 15 years old and also on probation. He was accused of making obscene telephone calls to a neighborhood woman. He was picked up by police and held until his parents were notified the next day. He was later adjudicated delinquent and committed to a training (reform) school for the remainder of his minority (Stansby, 1967). What made this case significant is that the same offense committed by an adult would have been a violation, punishable by a \$50 fine or two (2) months in jail. The

question as to the original charge, if he had made or participated in the calls was never determined prior to his being declared delinquent and confined. This case was decided during the Warren's court series of judicial findings ensuring that Due Process was afforded to all criminal suspects (Dorsen, 2007). A writ of habeas corpus was filed for the state to justify the confinement, which was denied. The U.S. Supreme Court ruled that Gault in fact had been denied his constitutional rights and denied the state's claim of *parens patriae*, stating the state was punishing Gault, not helping him and in doing so, the state was required to follow due process, which included; a right to hear the charges against him, the right to counsel, the right to question witnesses, and the right to protection from self-incrimination (In re Gault, 387 U.S. 358, 90 S. Ct. 1428[1967]). The Court's decision limited judicial discretion by requiring that juvenile courts adopt more formal procedures to ensure due process was afforded to everyone (Wolcott, 2012).

In re Winship

Samuel Winship, 12 years old, was accused of stealing money from a purse in a store. An employee stated that Winship had been seen running from the store, but did not see him actually steal the money. The judge agreed with Winship's attorney that there was some "reasonable doubt" to Winship's guilt, but New York juvenile courts still operated under the civil court standard of preponderance of the evidence rather than the adult criminal standard of beyond a reasonable doubt and he was found guilty. The court case of *in re Winship* was appealed on the standard of evidence, in an effort to standardize it to the constitutionally required beyond a reasonable doubt found in traditional courts. Once again the U.S. Supreme Court overturned the trial and appellate court and rejected the argument that juvenile courts could use the lower standard as they

were trying to “save” the child. The Court held that the imposition of stigma and the deprivation of liberty was the standard and since Winship was in fact charged with a criminal violation, due process applied (Ball, 2011). The Supreme Court ruled that the evidentiary standard of beyond a reasonable doubt was the cornerstone of due process and was required in all juvenile adjudications involving criminal charges (387 U.S. 358, 90 S. Ct. 1068[1970]). State courts also followed the U.S. Supreme Court and started ruling in a manner to ensure that juveniles were afforded due process rights, though not all rights would be transferred to the juvenile court, showing that the Supreme Court did recognize the special place in the justice system the juvenile courts held.

McKeiver v. Pennsylvania

Joseph McKeiver, 16 years old, was charged with robbery and larceny when he and a large group of juveniles took 35 cents from three other youths. At the hearing, the judge denied his attorney’s request for a jury trial and McKeiver was adjudicated and placed on probation. The Pennsylvania Supreme Court upheld the judge’s decision to deny the jury trial as the procedures did not require one for a juvenile (Gardner, 2012). The U.S. Supreme court also upheld the conviction, stating that juries would not enhance the accuracy of the adjudication process, and could adversely affect the otherwise informal atmosphere of the non-adversarial juvenile court hearing process, this was the first case the Supreme Court did not rule that juveniles must receive all the same due process rights as adults in criminal court, and legitimized the idea that juvenile courts could continue to be different in the interest of the child, not in the interest of the state (Lawrence & Hemmens, 2008; 403 U.S. 528, 91 S. Ct. 1976[1971]).

Breed v. Jones

Gary Jones was 17 years old when he was charged with armed robbery and appeared in Los Angeles Juvenile Court, where he was adjudicated delinquent (Robert, 1979). The judge waived jurisdiction and transferred the case to criminal court. Jones' attorney filed a writ of habeas corpus, arguing that the waiver to criminal court after adjudication violated the Double Jeopardy Clause of the Fifth Amendment. The court denied the writ as it found an adjudication was not the same as a conviction and did not involve a "trial." The U.S. Supreme Court overruled the finding, stating that because the original charge was a criminal charge, adjudication was in fact equivalent to a trial because the outcome would determine if the juvenile had violated the criminal charge. The Supreme Court ruled that the prohibition against Double Jeopardy applies at the adjudication hearing as soon as any evidence is presented, so the case cannot be divided between courts (Robert, 1979). A juvenile court waiver hearing must therefore take place before or in place of an adjudication hearing (421 U.S. 519, 95 S. Ct. 1970[1975]).

These five cases were not the only ones heard by the Supreme Court, but taken together; they set the stage for the Juvenile Justice system for the next 50 years and form the basis of the juvenile system that we currently operate under (Burfeind & Bartusch, 2011). Court review was not the only transformation that was occurring that involved juvenile justice, or programs designed to reduce juvenile recidivism. Legislation and public opinion were changing as to the role of the courts and the status of juvenile offenders.

Legislative Changes

The Juvenile Justice and Delinquency Prevention Act of 1974 led the way for a series of federal legislative changes that incorporated the status of juveniles and standardized their treatment from state to state (Burfeind & Bartusch, 2011). This act was historic in several ways.

First, the responsibility for youth issues shifted to the Department of Justice.

Second, the act was clearly focused on prevention. Third, the act assigned all federal juvenile delinquency programs to its other creation – The Coordinating Council on Juvenile Justice and Delinquency Prevention (Olson-Raymer, 1983, 591)

While Congress was creating new youth-serving legislation, President Johnson simultaneously expanded the federal concern by appointing the President's Commission on Law Enforcement and Administration of Justice in 1965 (Olson-Raymer, 1983. 589; Slobogin & Fondacaro, 2009). This legislation began using theory behind juvenile crime and dealing with juvenile offenders with the intent of improving the system. Using executive order, President Johnson was instrumental in challenging prevailing attitudes towards juvenile offenders (Shubik & Kendall, 2007), to include; 1) handling minor offenders in the community rather than the courts, 2) narrowing the jurisdiction of the juvenile court to youth who violate the criminal law, and 3) for serious offenders, implement a more formal and punitive system of justice (Criminologica, 1966; Jack, 1967; Toby, 2000). Though it had been considered previously, these reforms also shifted the focus on juvenile recidivism to theories used to explain delinquency and recidivism in efforts to find the “factor” that could be affected in order to reduce juvenile crime.

The National Advisory Commission on Criminal Justice Standards and Goals approached the problem with the juvenile justice system from the point of view of the participants, that is, officers and juvenile systems that were implementing the laws. One of the strongest recommendations that came from this policy was the standardization of law enforcement and juvenile justice credentials, while resisting a desire to centralize or federalize the system (Juris & Duncan, 1974; Sxoler, 1977). While resisting taking federal control, the commission recommended that states centralize their corrections and their prosecution offices under state consolidation (Sxoler, 1977) though it is less apparent if these changes were a direct result of the commission's recommendations or a culmination of multiple forces acting upon the system desiring similar goals. Though not entirely unique by this time, the Commission recommended that the first priority should be in preventing juvenile delinquency rather than punishing it, and ensuring that juveniles that had previously (or in the future) convicted of crimes could be successfully reintegrated into society (Gilman, 1980; Klein & Grobey, 2012).

As the reform movement continued, the focus was more clearly that of prevention and treating juveniles, rightly so, as different from adult criminals. The creation of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the JJDP Act sought to refine this system and reform it to maintain its preventative approach (Burfeind & Bartusch, 2011) often through the use of grants to state and local governments. These grants were focused on finding ways to prevent juvenile crime rather than capturing and punishing suspected individuals, which was a further impetus for the development of scientific and sociological testing in the fields of juvenile justice. If issues could be found to have a causative effect, then law enforcement assets could be use to support

eliminating these effects, through financial support of the federal government.

Unfortunately the very same trends of increased juvenile crime and violence (Gilman, 1980), were contributing to a desire to swing the pendulum the other way. Through the reform movement to the present we have seen a series of legislative changes and cases that indicate a desire for a more punitive juvenile justice system.

Changing Context

The 1980s and 1990s saw a large increase in juvenile crime, specifically violent crime that many felt was a cause of a juvenile system that had failed and was too lenient (Albaugh & Wamstad, 2012). There has been a trend of “get-tough” laws created to ensure that these weak courts would be forced to punish juveniles, either directly or through transfer into adult courts (Jordan & Myers, 2011), with some groups advocating for the abolishment of juvenile courts altogether and treating juveniles the same as adults (Geraghty, 1997).

According to Burfeind and Bartusch, there were four (4) primary outcomes of this “get tough” on juveniles trend of the 1980s; Increased transfer provisions, enhanced sentencing authority, a reduction in confidentiality for juvenile court proceedings, and balanced and restorative justice efforts (after the fact)(2011).

Transfer Provisions

All states have enacted laws allowing for juveniles to be tried as adults, generally when involving crimes of violence (Jordan & Myers, 2011). These laws are to take juveniles out of system designed to rehabilitate and reintroduce to society and treat them as adults, with the intent of accepting that they knew the severity of their actions and should be held accountable. Though there is little data to verify that this has been an

effective deterrent (Jordan & Myers, 2011; Myers et al., 2011; Verrecchia, 2011). In many cases, this treatment seems to be contra-indicative for recidivism and creates a culture in which the juvenile may feel abandoned by society, thereby increasing his or her recidivism risk (Sellers & Arrigo, 2009; Johnson et al., 2011). In states that do not mandate that juveniles be treated for certain offenses, judges are still able to exert a large amount of influence by determining if they will transfer the case, or maintain jurisdiction over the juvenile (Redding & Hensl, 2011).

Sentencing Authority

As the states sought more punitive actions against juveniles, especially those convicted of violent felonies, states were able to enact punishment through the juvenile court system rather than merely rehabilitative methods, oftentimes, sentences would mirror those of adult criminal courts, yet the Supreme Court did not allow all of these provisions to stand on their own merit.

Not only did public perception push for harsher treatment against juveniles in an attempt to “get tough” on crime, but the political scene changed as well. The Department of Justice issued grants through the Juvenile Accountability Incentive Program (JAIBG). To qualify, law enforcement and juvenile courts needed to demonstrate how they were going to alter their programs to ensure that juveniles would be held accountable for their behavior, less so for rehabilitative measures (Guggenheim, 2012). As the juvenile court system is contained within the public administration system of society, politics become an inherent part of any reform effort. The imperatives of patronage politics can lead to the popular appeal of promises to get tough on the new generation of juveniles, often regardless of statistical support and often taking on a life of its own (Singer, 2012). This

has created a “tug of war within the juvenile justice system. The Courts have applied the earlier reform methods, while with exceptions upholding this new retributive political culture, making it more important than ever to find programs that work and to develop sound research into the causes of juvenile crime and preventative techniques.

In a series of decisions, the Supreme Court further contextualized the juvenile justice system by allowing retributive sentences against juveniles, but restricting the most serious punishments, recognizing the difference in mental states between an adult and a juvenile. Shulka recognized this bracketing activity by reviewing the Federal Juvenile Delinquency Act of 1974 (FJDA) and recognizing that the courts realized there were two presumptions which provided the impetus for this act. First, juveniles were not being treated as harshly as adults that committed the same crimes and second, children are psychologically works in progress and are not fully equipped with the tools critical to pragmatic decision-making (2012).

There were several decisions that came from the Supreme Court that define our current system today, but their decisions vacillated as well. In 1976, the Court appeared to support this retributive trend in *Gregg v. Georgia*; the court upheld the death penalty as not being against the Eighth Amendment, as long as due process procedures were followed. This appeared to open the way to the death penalty throughout the United States again, allowing the ultimate penalty, though the court would show that it was not an absolute right of the state to implement it. In 1988, the Court ruled that it *WAS* (emphasis added) a violation of the Eighth amendment in that executing a juvenile under the age of 16 was cruel and unusual punishment in *Thompson v. Oklahoma* (487 U.S. 815 [1988]) (Flaherty, 2002).

In 2005, the Supreme Court finally abolished the death penalty for those that committed their crimes as a juvenile, recognizing the developmental level of juveniles and how susceptible they may be to peer pressure (Sussman, 2012). In fact the court adopted a developmental model of culpability that may produce further challenges to many lengthy sentences and overly broad provisions to allow juveniles to be transferred into adult court (Siegel, 2011)

With the death penalty off the table, “get tough” reformers were still left with several options to punish juvenile offenders, Life without the possibility of Parole (LWOP), and mandatory waivers into adult court. In the hopes that juveniles would decide to not commit these serious crimes if the penalties were severe enough that no rational individual would attempt to commit them. The court recognized this trend as well as the popular desire to ensure that juveniles were treated differently than adults, with a focus on rehabilitation (Sussman, 2012).

The Supreme Court primarily used two cases to in effect place the final boundaries on what would be acceptable in the realm of punitive retribution. In *Graham v. Florida* (2010), the Supreme Court ruled that it was unconstitutional to sentence juveniles to life in prison without the possibility of parole for anything other than the most serious offenses (non-homicide) (Visser, 2011; Sussman, 2012). Guggenheim believes that this not only effected the particular sentence, but for the first time, expressed that juveniles had the RIGHT (emphasis in original) to be treated differently than adults (2012). In addition, *Miller v. Alabama* (2012) forbids mandatory sentences of life without the possibility of parole without hearings to determine if it is an appropriate sentence prior to imposition (Siegel, 2011; Sussman, 2012). Juvenile justice researchers

disagree as to whether the more severe sanctions are effective against juvenile offenders (Lawrence & Hemmens, 2007), though it does provide the context that theory and research is taking an increasingly important role in the development of practice to reduce juvenile crime and recidivism.

Initially, juvenile proceedings were private and free from discovery or public information laws because it was considered in the best interest of rehabilitating the child that these proceedings not follow the child into adulthood (Webb, 2008). Yet, what we have seen since the mid-1990s is that as the accountability trend has increased, so has the similarity to adult court when information is released on request or publicly disseminated through the media (Gibeaut, 1999). Webb refers to two possible outcomes from increased media attention, first that the juveniles may feel labeled and repeat the behavior later because that is what is expected of them, and that the juvenile offender may actually begin to crave the negative celebrity status that he or she obtains and seek to reoffend in order to achieve it again (2008; Siddiky, 2011). Privacy has long been recognized as a necessary component to agreements such as rehabilitative sentencing (Oberman, 2012) yet with current trends it is likely that more and more of a juveniles arrest, court proceedings, and information from the case will become public information. A procedure to allow increased media presence and a desire to know must be balanced with an approach that doesn't jeopardize the confidentiality or the future of the youths that courts exist to serve (Metzger, 2007).

Balanced and Restorative Efforts

Balanced and restorative efforts refers to the balance of holding a juvenile accountable for his or her actions, as well as ensuring that the juvenile meets her

obligations to society with the added intent of becoming a fully functional member of society. Though the accountability leg has gotten the lion's share of the notice during the past close to two decades, this mentioned end-state deserves to be considered with more primacy in future changes. Many circumstances tend to demonstrate a trend to believe that juvenile offenders are capable of solving their own problems and those they must be part of the solution prior to any recidivism prevention programs being successful. Rather than just changing the risk factors, the offender himself is changed to ensure that he becomes a better member of society (rehabilitated) (Lehmann et al., 2012).

Restorative justice conferences are one form of alternative dispute resolution that has been successful in responding to juvenile crime in other countries (Caldwell, 2011), and in part set the stage for the integrated approach used in the Hermiston CAB.

Restorative justice involves family counseling, meetings with the victim/offender together, and parties of both sides of the criminal justice system being brought together with the intent to respond to the needs of both victims and offenders in order to promote healing and prevent recidivism (Rodriguez, 2007; Pritchard, 2010; Caldwell, 2011). In this way, restorative justice can be seen more as a set of principles than one particular program; crime is a violation of the social relationships between people, not between the offender and the state (Antonie, 2012). Increases in violence and youth involvement in crack cocaine use and distribution, as well as highly publicized incidents of gang activity led to a gradual reduction in treatment-oriented policies and services between 1985-1990 and a return to retributive policies (Jenson & Howard, 1998). Similar observations were made by Dr. Maiocco and Chief Coulombe in 2008 when discussing options for dealing

with what was perceived to be an ineffective juvenile program that was causing issues in the school district (2014).

Development of the Study of Causation

There have been numerous theories on the cause of juvenile delinquency; some in the context of trying to understand it, most in an effort to control or avoid delinquent behavior and its effects. When developing the program theory for the CAB, it was this obstacle that had to be overcome (Coulombe, 2010). This evaluation indicates that an integrated approach may be the best method for future research. In this context, the following theories will be summarized with focus on their strengths and weaknesses and the political environments that created or influenced their development.

Table 2 summarizes the development of juvenile crime causation by types of theory, not necessarily the theories themselves. By grouping together it is obvious that there are trends that are repeating. An interesting observation is that theories such as rational choice may have been considered classical school, but are being revived in the contemporary political scene within the United States, and what was once considered revolutionary, is now considered conservative. Original theories often focused on powers outside of the individual's controls, such as demonology and superstition. As mentioned earlier in Grecian times, many causes of crime were attributed to the gods and were seen as punishment or fate for previous sins or acts against the gods.

Table 2: *Theories of Juvenile Crime Causation*

Theoretical Traditions	Sources of Deviance	Quality of Influence	Critiques of Theoretical Traditions
Classical School	Rational personal choice	Free will	Politically motivated. Heavy emphasis on punishment, little regard for rehabilitation
Biological Theories	Evil, shown through facial features. Brain development or underdevelopment. Evolutionary primitiveness. Heredity, body types	Deterministic	Rooted in quasi-science. Overly deterministic
Psychological Theories	Personality & childhood dysfunction. Stimulus-response/reward-punishment. Psychopathic personality	Modified Deterministic	Not explanatory for all people/groups
Sociological Theories	Normlessness. Strain between means & goals. Social structures/social ecology. Learning from social interactions	Modified Deterministic	Too much emphasis on poor classes. Minimal emphasis on other factors. Difficult to operationalize
Critical Theory	Societal inequities. Dominant & Subordinate group conflict. Capitalism, racism, & repression	Modified Deterministic	Overly ideological. Impractical for policy making
Complexity Theory	Feedback loops, Deviant systems, Failing to address key influences	Modified Deterministic	Lack of a firm definition for development, Lack of empirical data to support conclusions, Difficult to implement policy
Evidence-Based	Brings factors together from numerous theories, both individual and environmental	Modified Deterministic	Difficult to import specific programs from location to location Based on previous research

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Classical Theories

Rational Choice Theory is based primarily on the concept that people want to be treated individually and are hedonistic; that they will pursue pleasure and avoid pain or

discomfort. Originating with the writings of Cesare Beccaria in 1764, rational choice theory makes the following assumptions:

- Humans are fundamentally rational and enjoy free will. Crime is an outcome of rationality and free will. People *choose* to engage in criminal behavior.
- Criminality is morally wrong and is an affront against social order and collective good.
- Civil society must necessarily punish criminals to deter individual wrong-doers and would-be criminals.
- Punishment should be proportional to the nature of the offense, and it must be guaranteed and swift (Martin, 2005, 72).

From its description it can be inferred that individuals desire to be part of society and that they exchange part of their free will in the form of social contracts (Thomas, 1984; Moore & Morris, 2011). Human beings are also rational creatures and will make rational choices; weighing the benefits of an action against the consequences of being caught outside of social norms (Khromina, 2007).

Considered radical when Beccaria discussed it at the end of the eighteenth century, rational choice theory has made a revival, though often with some modifications, to the point that it is considered neoclassical rather than the original classical form (Martin, 2005). A large shift in the original thinking is the concept that juveniles do not possess the same mental capabilities as adults and therefore, though they may also use rationality in their choices, it is less likely that they are able to fully grasp the

consequences and risks to criminal behavior (Schneider & Ervin, 1990; Anwar & Loughran, 2011)

Born of rational choice theory, deterrence theory focuses on the fear of punishment for particular crimes, and is the impetus behind the majority of the mandatory sentencing regulations within the United States for both juveniles and adults. The English practice of drawing and quartering represents one of the most ingenious devices for potential criminals to see that the consequences of an action may far outweigh the benefits (Ball, 1995). It is in the realm of deterrence theory and its effect on juvenile crime that we see the resurgence in American practice and can recognize some of the most important names and research in the field of juvenile justice in the United States.

One of the foundations the Supreme Court incorporated within the modern juvenile justice system was that of due process. With the implementation of due process, an unfortunate side effect was the juvenile justice system began to lose the ability to perform swift or immediate punishment. As a result, society began to put more emphasis on the fear of consequences rather than the certainty of being held accountable. One of the most popular programs that came out of this ideal was the “Scared Straight” program out of New Jersey (Lipsey, 2009). Specifically designed to take juveniles that had a record, or were at risk of becoming offenders, and expose them to volunteers within the prison system. The idea was that hearing how bad prison was, and how terrible a person would be treated, that juveniles would be ‘scared’ into not breaking the law because the risk would be so much greater than any possible benefits. Original research indicated positive results, yet more recent research indicates that these programs were ineffective at best, or contributed to future recidivism at worse (Homant, 1981; Petrosino, Turpin-

Petrosino, & Buehler, 2003; 2005; Feinstein, 2005; Greenwood, 2008; Lipsey, 2009).

Even though these programs repeatedly were shown to be ineffective to this date they generally enjoy public and political support and appeal, primarily because they are simple to put together, are cost effective, and do not require adjudication (Klenowski, Bell, & Dodson, 2010).

Part of the popularity of these programs appears to be from the medium, i.e., anyone that had an interest in corrections and watched the program on television saw only the original results, and not the results of subsequent studies (Homant, 1981). These programs were established in the early 1960s and continue through today, though popularity has diminished, the A&E Channel aired a single season series “Beyond Scared Straight” in 2011. Assuming the original programs didn’t go far enough, the indirect intent of this program was to traumatize the juveniles with the idea that more was better and that a truly deep scare would succeed where softer versions did not.

As Feinstein mentions, to expect a 2-hour program to change years of socialization and the conditions that involve inner city schools such as poverty and dysfunctional families was not practical (2005). There were positive outcomes to these types of programs however. Rather than focus on the fear of consequences, which has been proven to be the least effective of deterrent options (Lipsey, 2009; Klenowski, Bell, & Dodson, 2010), the idea of counseling has had positive results. Explaining how prison became the consequence, rather than berating and threatening the juveniles has had early signs of success (Homant, 1987).

Though popular today, there are several criticisms of the classical theory of rational choice. Primarily, these recognize the salient points of the theory, but point out

that the weaknesses detract from the entire theory. First, the theory does not fit all categories of crime. For instance, the risk considerations that juveniles may recognize have been understudied, and seldom studied to the effect that age and experience may affect them (Hechter & Kanazawa, 1997; Anwar & Loughran, 2011). To truly evaluate if risk is statistically significant, quasi scientific studies are not sufficient, however; the ethical considerations of exposing juveniles to criminal activity for the purpose of creating a control and an experimental group prohibit actual scientific testing. Without this type of testing, most of the theory can only be tested after the fact in imperfect situations, which leave room for substantial error or secondary influences to find their way into the outcomes (Hechter & Kanazawa, 1997). Ball contends that if a community cannot afford both police and guidance experts, then it would do better to chose guidance – as police and law are of secondary importance and as such, deterrence need not be considered at all (1995).

Rational Choice is also faulted for relying too much on the individual and not addressing the influence that the environment the individual finds himself in may have on the types of choices, often referred to as opportunity crimes, offenders may make decisions while ignoring rational variables (Short, 1997). A similar criticism involves the juvenile decision making process.

Adolescents' goals are more likely to maximize immediate pleasure, and strict decision analysis implies that many kinds of unhealthy behavior, such as drinking and drug use, could be deemed *rational*. However, based on data showing developmental changes in goals, it is important for policy to promote positive

long-term outcomes rather than adolescents' short-term goals (Reyna & Farley, 2006, 1).

Among criminologists the situation is quite different. Not being primarily concerned with the maintenance of a more or less coherent body of legal rules, American criminologists have frequently dismissed the deterrence principle as unjustifiable (Ball, 1995).

Biological Theories

Biological theories of juvenile crime causation focus on individual traits that the individual is predetermined to commit crimes as an adult and are mentioned here as a means for tracking the development of positivism in the study of juvenile crime and recidivism. The idea of a "natural born criminal" has been around since before the dark ages, and can be traced throughout history through mythology and fiction (Martin, 2005). Many examples can be found describing the appearance of criminals such as crooked noses and high cheekbones yet most of these theories have disappeared since the Enlightenment, but some areas are due for additional consideration.

Criminal behavior is associated with personality traits that have been shown to have a high degree of heritability. Intelligence, impulse control, and aggressiveness are such traits; they can be identified in relatively young children and are resilient to environmental manipulation. When they appear in combination they are highly correlated with criminality (Roth, 1996, 40).

As Dr. Roth mentions, there are traits that are associated with criminality that can be seen in children at a young age, yet these traits alone are not often enough to cause juveniles to engage in criminal activity, in fact, before heredity can be used to predict

criminality, all other factors have to be eliminated; such as social environment and peer pressure (Gault, 1913). There is a risk in heredity as a non-exclusionary risk factor for determining criminal activity that racism or racist tendencies may become a deciding factor, even if non-intentional (Moore & Padavic, 2011). Though there does appear to be some evidence that criminal behavior is transmitted through families, there has yet to be a “magic bullet” located that can explain this through heredity without relying on socialization as well (McCord, 1991).

Though the idea of bumps on the head or facial features has disappeared from modern research trends, the idea that traits could be linked to childhood can be attributed to Cesara Lombrosa’s work in 1876, in which he documented suspected “anomalies” at birth. This research may have dissipated, but is considered to be a leading cause of the birth of positivism in the development of juvenile crime theories (Martin, 2005). The research into bio-social factors relating to crime and delinquency is vast, though further analysis will be beyond the scope of this research.

Psychological Theories

There are three primary areas of study under psychological theories that will be discussed in this review. They are; Psychoanalytic Theory, Conditioning Theory, and Psychopathology.

Psychoanalytic Theory

Psychoanalytic theory can trace its beginnings to early theorists, Carl Jung and Sigmund Freud in the late 19th century (Martin, 2005). Freud posits that personality is developed early in life and is composed of three distinct parts: the id, the ego, and the superego (Moore, 2011). The id represents the instinctual drives, the ego the understood

social norms that harnesses the id, and the superego is learned moral reasoning (Moore, 2011). It is an imbalance in these factors that leads to delinquent behavior, in a way the mind is trying to meet its unconscious needs and this imbalance allows, or rather compels the offender to commit offenses outside of social norms. These people are sometimes referred to as psychopaths or sociopaths because the defense mechanisms that their internal imbalances create prevent them from empathizing with victims, or many times with anyone else (Martin, 2005). Though still in use today, Freud's theories of psychoanalysis are often coupled with other theories. Criticism's include that the almost homogenous demographic of Freud's experimental groups consisted of middle class Austrian families and as such, his theories are best applied to European centric individuals. As this theory has waned in popular support, falling around 1950, it has developed into other schools of analysis (Martin, 2005).

Conditional Learning

Conditioning or Learning Theory refers to the fact that we are sum totals of the experiences that we go through as children, throughout our entire life. Tittle conducted a study that supported their theory and supported the hypothesis that prior criminal reinforcement and current crime-favorable conditions are highly related in recidivism (2011). Though not a causal factor, conditioning does appear to be an influencing factor on future criminal behavior (Lin, Cochran, & Mieczkowski, 2011). Ivan Pavlov can be one of the best known supporters of conditioning theory through the use of dogs in experiments. He was able to demonstrate that by ringing a bell prior to feeding numerous dogs, he could "condition" the dogs to start salivating immediately after hearing the bell ring, regardless of if food was present or not (Martin, 2005). These theories were applied

to infants in 1921 by John Watson and were modified by B.F. Skinner in his theory of radical behaviorism (Burrell & Gable, 2008). As an offender receives rewards for criminal behavior, he or she will continue to commit criminal offenses to receive that feeling of positive reinforcement (Fitzgerald, 2011). Another portion of learning theory is that juveniles will internalize experiences and confrontations, which could lead to negative results. Children that had high community violence exposure coupled with either low perceived family support or high social strain had increased level of intrusive thinking, which in turn predicted increased levels of internalization of symptoms and future deviant behavior (Kennedy, 2009).

Though still in use, behaviorism has decreased in popularity and conditioning theory has been adopted into subsequent theories as neither of these theory bases could be applied to all types of offenders, and often do not account for all groups of offenders (Fitzgerald, 2011). Skinner's idea of behaviorism overriding free will is contradicted by several theories, not the last of which was Darwinism that predicted that people were always trying to improve themselves, a condition that Skinner rejected as impossible (Dahlbom, 1984). The ideas of conditional learning do not fully embrace influences on the influence and the environment when crime occurs, based on initial analysis, language may not have been developed with a purely behavioral approach as language has evolved, changed from early primitive man times into the numerous languages we have today. Conditional learning theory alone would not allow for deviations so it appears that behavior that is learned can be modified and possible "unlearned," which forms the basis of our rehabilitate criminal justice system today (Gault, 1913; Vambery, 1941).

Psychopathology Theory

Psychopathology theory is the final theory in this segment that this review investigates. The concept of the psychopathic personality was developed during the 1950s to describe criminals who behaved cruelly and seemingly with no empathy for their victims. Psychopaths are described as having extremely dysfunctional relationships, and as Freud described, no superego (Martin, 2005, 81). Studies with male delinquents have found psychopathy carries significant comorbidity with a number of psychiatric disorders, including ADHD, depression, trauma related disorders, and anxiety (Sevecke, Lehmkuhl, & Krischer, 2009).

One of the primary criticisms towards psychopathology is the lack of support within the criminal justice system for handling these issues as a mental illness rather than as chosen behavior (Powell, 2011). This is further described by Asscher et al., in their observations that early detection of psychopathy is important as delinquent behavior and recidivism can be predicted as early as the transition from middle childhood to adolescence (2011). This would indicate that though this field may not be fully incorporated into modern juvenile justice programs, there is positive information to support such analysis. As the lack of mental health facilities and treatment programs appear to be leading to significantly violent and delinquent behavior (Candiotti, Botelho, and Watkins, 2013)

Sociological Theories

Previously early theories, classical theories, biological theories, and psychological theories have been reviewed. One commonality between these is their inner focus, or focus on the individuals. Sociological theories, while allowing for individual influences,

focus on external factors. By focusing on how societal and environmental factors affect the individual, they tend to explain the predispositions toward criminal deviance rather than firm predictions (Martin, 2005). Starting in 1920 at the University of Chicago, sociological research developed (and continues to develop) to examine the relationships between society, the environment, and human deviance. The following elements are present in sociological explanations of delinquency and crime

- Socioeconomic conditions and pressures shape individual behavior
- Inequality and deprivation are associated with delinquency and criminality
- Sub cultural norms are often at odds with accepted norms of society, creating tensions that can result in sub cultural conflict with the greater society,
- Delinquency and crime are associated with underclass conditions such as poverty, neighborhood degeneration, low educational achievement, inadequate housing, and family dysfunction (Martin, 2005, 82).

Much of current sociological theory, especially that linked with explanations of crime and delinquency begin with Durkheim's classic work, *Suicide* (1951), which led to Merton's Strain theory and control theories (Zembroski, 2011). Durkheim wrote about normality in society and that human conduct was not the fault of the individual but was caused by influence from the group and social organizations (1951). He concluded that after social upheavals, such as wars, traditional norms of behavior no longer work, thus causing normlessness. Suicide, crime and other crisis exist in societies that do not

develop effective norms. With the loss of distinct and long-established rules, the system breaks down into a condition of “normlessness” and a state of anomie (Durkheim, 1951)

Anomie is a broad breakdown of norms in society or a disconnection between an individual from the norms of his or her society’s contemporary values (Martin, 2005).

As part of the social disorganization theory created by the University of Chicago, the influence of urban poverty, a situation that the school found itself surrounded by, literally. Previous research on the relationship between community conditions and crime reported that there exists a positive correlation between crime and delinquency rates and the level of social disorganization measured by different indicators (Lee & Hoover, 2011). The cause of crime could be traced to the creation of city slums, and people became criminals because they learned deviant cultural norms and values (Martin, 2005). In short, this theory insisted that crime could be traced to poverty because that is what the people were exposed to.

There have been several criticisms of social disorganization theory, primarily that research and theorizing about communities has largely focused on internal neighborhood dynamics, to the neglect of factors external to the community, that directly affect neighborhood crime rates (Teasdale, Clark, & Hinkle, 2012). Also, according to the Chicago Schools, for social order to exist, the community must uphold common goals. Deviance and, specifically, crime and delinquency arise when there is disagreement about the norms (Jacob, 2006). This theory seems to hold truest when neighborhoods are homogenous, and loses its saliency as neighborhoods begin to become divergent. As these difficulties presented themselves the school of social disorganization evolved from its original form under the Chicago schools and took a positivist form, including such

factors as the predominant culture, viewing crime and delinquency over time and being created through the breakdown of these norms, such as school, church, and social groups. This created a structural shift from macro, ecological, or community perspectives, especially when considering that statistical patterns found in urban areas were not replicated in rural areas (Deller & Deller, 2011), creating less of a macro environmental model and transitioning to a micro environmental model with emphasis on the individual.

Robert Merton rejected the view that crime emanated from city slums and associated learned deviant cultural values (Zembroski, 2011). Rather he agreed with Durkheim that poverty itself did not create the type of weakening social norms that would make an anomie take hold, but that there were numerous factors that needed to be considered (Zembroski, 2011). His Strain theory holds that crime is caused by impoverished people not being able to meet socially acceptable goals, and that these goals are entrenched through social norms. As they fail to meet their goals, juveniles may use crime to find alternatives; Merton suggests five adaptations to this dilemma:

1. Innovation: individuals who accept socially approved goals but not the means
2. Retreatism: Those who reject these goals and the means for attaining them;
3. Ritualism: Those who buy into the system, but lose sight of the goals, using other means to simulate attainment (drugs);
4. Conformity: Those who conform to the means and goals
5. Rebellion: People who negate socially approved goals and means by creating their own system (1968, 354).

In the course of social development, family influences seem to become partly internalized and transformed into personality characteristics to regulate behavior outside the family sphere (Feldman & Weinberger, 1994). General Strain Theory focuses attention on how objective experiences, subjective interpretations, and emotional reactions can all be linked to crime (Baron, 2008). When considering how Strain develops, Lin, Cochran, and Miechowski list three types

1. Strain may arise because the individual fails to achieve positively valued goals such as good grades;
2. Strain may be generated by the removal of positive valued stimuli, that is the individual loses something valued;
3. Strain may arise from the presence of noxious stimuli such as direct and indirect/vicarious violent victimization experience (2011, 196).

Anomie or General Strain theory focuses on conflicts between goals and means to achieve those goals. An additional element of anomie theory is the explicit allowance of acceptable alternative means to achieving an end, referring to as innovation by Merton (1968; Deller & Deller, 2011).

Froggio mentions several issues with Strain Theory, primarily as it doesn't provide context for assumed failures. For instance, it may posit that low income students do poorly academically and therefore turn to crime, but what evidence is there that they underperform academically, or why (2007)? Strain theory also has difficulty describing violent crimes or crimes that don't have economic motivations (Froggio, 2007). In addition, efforts at research can be filtered through the theoretical lens through which juvenile crime is viewed, suggesting that schools of thought could be merged, rather than

finding one simple answer, two or three could be combined (Hartlinger-Saudners & Rine, 2011). As Strain theory and social disorganization theory began to lose support, possibly due to oversimplification in the original basing data, Robert Agnew was awarded his Ph.D. with his dissertation, A Revised General Strain Theory in 1980 and developed a revised theory published in 1992 (Agnew, 1992) that addressed some of these criticisms. Agnew's GST defines strain as the produce of negative relationships with others, into three basic types.

1. Strain may arise when the individual fails to achieve positively valued goals such as good grades in school.
2. Strain may be generated by the removal of a positive-valued stimuli – that is when the individual loses something valued;
3. Strain may arise from the presence of noxious stimuli, such as direct and direct/vicarious violent victimization experience (Agnew, 1992; Lin, Cochran, & Mieczkowski, 2011; Sigfusdottir, Krisjansson, & Agnew, 2012)

General Strain Theory continues to provoke research and has proven to be a substantial basis that allows it to be taken overseas, where the original strain theory broke down when leaving the original neighborhoods (Sigfusdottir, Krisjansson, & Agnew, 2012). In addition to remaining a viable theory of causation for juvenile justice, research into strain theory has led to another group of theories, based on social control, which will be discussed later.

Differential Association Theory

Edwin Sutherland described the theory of differential association in his 1939 book, *Principles of Criminology*: Differential association is a process of social learning in which criminals and law-abiding people learn their behavior from associations with others (Hoffman, 2003; Martin, 2005). An example would be young people that grow up in neighborhoods that have street gangs. These juveniles may learn that being part of a gang and committing criminal behavior is an acceptable lifestyle. According to the theory of differential association, if one is to become delinquent then deviant values and norms are learned in contact with significant others (Jenning & Gunther, 2000). The less solidarity, cohesion, or, integration there is within a group; the higher will be the rate of crime and deviance (Hoffman, 2003).

There has been testing that has indicated differential association has validity and in fact is in use today, though to a lesser extent (Alarid, Burton, & Cullen, 2000). An interesting subfield to this theory has been that of work related activities. Juveniles who get summer jobs appear to make better contacts with work related peers, possibly getting them away from a criminal element (Miller, 2001).

The criticisms for differential association are similar to others in the sociological family. One primary one is that as a general theory of crime, differential association seems to dissipate when a juvenile becomes an adult and is exposed to different groups. For instance, getting married or having children seems to have a negative relationship with continued criminal activity (Moore, 2007). In addition, it has been criticized for relying on variables that are difficult to operationalize and it seems to focus on all people having similar learning processes regardless of individual experiences (Martin, 2005).

Social Control

Social control theory is based on the precept that society creates socialization, and that self-control is learned as one learns to control his or her impulses so as not to appear divergent from the rest of society. Though it has its roots in Marxism, this researcher believes that it also serves a sociological function and is necessary to address schools of thought that follow, specifically, Hirschi's Social Bonding Theory and subsequently Hirschi and Gottfredson's General Theory of Crime. Social goals such as citizen participation and social justice, guide the inclusion of citizens into the decision making process and assures fairness in allocation of resources and reduction of waste (Leuenberger & Wakin, 2007). Social capital leads to social order within neighborhoods at the private, parochial, and public levels of organization (Weiss, 2011).

There are four manners in which social control is exerted:

1. Direct: Punishment is threatened or applied for wrongful behavior, and compliance is rewarded by parents, family, and authority figures;
2. Internal: A youth can resist delinquency through the conscience or superego;
3. Indirect: by identification with those who influence behavior, say because his or her delinquent act might cause pain and disappointment to parents and others;
4. Control through needs satisfaction: if an individual's needs are met, there is no point in criminal activity (Fitzgerald, 2011, 281).

Although beginning to fall out of favor in Sociology circles, elements of social disorganization theory can be seen in Travis Hirschi's work *Causes of Delinquency* (1969). In this work Hirschi describes social bonding theory; in that adolescents are

affected by the social bonds they develop or do not develop within family and social circumstances, arguing that delinquency is caused by the lack of these bonds. Hirschi posits that social bonds serve as the primary inhibitors to delinquency and that personality-based self-control (PBSC) is not relevant (Intravia, Jones, & Piquero, 2012). High social control might reduce the possibility of delinquent behavior because the relationship with conventional others provides social bonds that the offender will value more than any benefit derived from the negative behavior (Hirschi, 1969).

There is a large body of evidence to support this theory, as research continues to show that children from broken homes show higher rates of delinquency than children from intact homes, partially due to weaker parental control and lack of supervision in non-intact homes (Schroeder, Osgood, & Oghia, 2010). Hirschi further posits that delinquent youth tend to form ‘cold and brittle’ relationships with peers, depicting these youths as deficient in their attachments to others (Giordano et al., 2010).

Though beneficial, social bonding theory has also been exposed to some criticisms, which were partially responsible for the continued work of Travis Hirschi in collaboration with Michael Gottfredson. It is often assumed that self-control and informal social control are compatible with their direct influence on adolescent misconduct, to the point that the two are often interlinked or related, yet these are not necessarily true (Hardwick & Brannigan, 2008). In addition, Hirschi’s original formulation of social bonding theory did not fully explore possible complexities in attachment and parental and peer influences. His hypothesis was that attachment per se promotes conformity, yet did not describe violent crime, nor why some from intact homes were also committing crimes (Longshore, Change, & Messina, 2005), nor why

white collar crime is committed, considering that an employee had to conform with social norms to get the job in the first place (Lilly, Cullen, & Ball, 1995).

Transition to General Theory of Crime

Hirschi himself recognized the fact that his early theory had limitations though it did lead the way to his partnership with Michael Gottfredson and the development of the General Theory of Crime (1990) in which they define crime as acts of force or fraud undertaken in pursuit of self-interest. A large portion of the General Theory of Crime was the concept of self-control, which a child developed through his or her interactions with their parents and the parents' child rearing abilities (1990). Given the opportunity, individuals with low self-control are more likely, but not certain to offend. Self-control is defined as the differential tendency of people to avoid criminal acts whatever the circumstances in which they find themselves (Hirschi & Gottfredson, 1990; Mraven, Pogarsky, & Shmueli, 2006). In addition, they were able to address some of Hirschi's original criticism, in that they directly explored the relationship between individual characteristics and different types of criminal behavior (Armstrong, 2005; Moore & Morris, 2011).

Explanations of juvenile delinquency require consideration of two sets of elements. These are, on the one hand, the driving forces, the reasons or *motives* behind the act and, on the other, the obstacles that stand in its way, and the *restraints* that inhibit its occurrence (Hirschi, 1977, 322).

Self-control can be applied to both adults and juveniles, yet self-control is stated to be learned or at least established at age 8, therefore parental influence is the most influential determinant in how self-control is learned and how it is applied (Hirschi &

Gottfredson, 1990). This theory, still in effect today has had a tremendous amount of review and empirical data produced to both refute and support the original theories (Seipel & Eifler, 2010). Low self-control is the predominant indicator of deviant behavior (Hirschi & Gottfredson, 1990; Akers, 1991). An interesting study regarding self-control is that when controlling for the relationships between control and opportunities, race, sex, and age are not significant, but family structure and economic standing do seem to provide some continued protective effects (Nofziger, 2009).

Hirschi and Gottfredson also state that self-control is used regularly, yet crime occurs when it is weak or when the perceived benefit overrides the self-control restrictions, much like rational choice theory. Mraven, Pogarsky, and Shueli take that this to another step indicating that self-control is always being used, yet it shows signs that it is a finite resource. Similar to muscle fatigue, when an individual exercises self-control successfully for so many incidents, then the brain weakens and fatigues, leading to a loss of self-control (2006). Though this appears to be viable on face value, it fails to address why people from broken homes do not all develop deviant behavior once their stress level rises to a certain level. Said another way, given the proper amount of stressful situations, any person could possibly engage in a violent school shooting or robbing a bank when they needed money, yet no research fully supports that hypothesis. An interesting observation by Hirschi is that public policies that are designed to deter or rehabilitate offenders will generally fail. Effective policies would support and enhance socialization in the family by strengthening the family by strengthening the family and by improving the quality of family child-rearing (1990: 1997).

Self-control appears to be a relatively stable characteristic that differs across individuals and develops early in life (Nofziger, 2009). Though stable, Nofziger notes that time spent with peers, rather than the actual deviance of peers is the key to predicting deviance when reviewing several studies (2009). Feldman and Weinberger concluded that a multi-method, longitudinal study extended the well-established finding that effective parenting practices and good overall family functioning predict a significantly reduced likelihood that boys will engage in delinquent behavior (1994).

Some criticisms of self-control and the General Theory of Crime is that the original theories that were produced was not necessarily founded on empirical data and relate it to critical theory in that there is no independent indicator of self-control, and it is difficult to accurately define (Akers, 1991). In addition there have been studies that have shown that similar to rational choice theory, juveniles lack the mental capabilities to adequately make decisions concerning their behavior. This is the premise of the recent rehabilitation efforts of the criminal justice system and the reasoning behind the limitations applied through the Supreme Court to limit accountability (Fagan, 2007). In addition, there is evidence to support that several relationship types in adulthood can exert greater influence; for instance, gang members tend to leave gangs and avoid criminal behavior after marriage and parenthood (Lilly et al., 1995). These theories don't adequately explain why some individuals commit hate crimes while others, equally affected by socio-economic strains and social construction (Walters, 2011).

An additional criticism of the General Theory of Crime is that Gottfredson and Hirschi's assumptions regarding self control are in contrast with psychological research on aggression (Armstrong, 2005). This finding supports other criticisms that this theory

does not fully account for crimes of violence. The unique association between hostile attribution bias and violent acts suggests that some act-specificity in the explanation of aggression is warranted (Armstrong, 2005). In other another study, low self-control was related in the expected direction to the three bonding measures as well as deviant peer association (Longshore, Chang, & Messina, 2005). Two empirically unresolved areas of study of Gottfredson and Hirschi's (1990) self control theory are personality and gender, in fact control theories generally deny the existence of personality traits that lead to crime (Delisi et al., 2010). One study to refute denying personality traits demonstrates that depressed males were five (5) times more likely to repeat criminal acts than were non-depressed males. In addition depressed male juveniles tended to be versatile and violent offenders (Martin et al., 2008).

Critical Theory

Critical Theory in the broad term is used to describe theory that emerge from the neo-Marxist theorists of the Frankfurt school, and subsequent modern theories that embody their philosophy (Farmer, 2010; Moore & Morris, 2011). Critical Theory posits that it is society that causes crime, through inequities that are created in social classes (Martin, 2005). Moore and Morris describe critical their as consisting of:

1. Those in power create the social and political structures that dominate society;
2. Society is based on conflict between groups, the dominant group strives to maintain power;
3. Science, though it states it is unbiased, is inherently value-laden (2011, 287).

When considering critical theory, it is necessary to view it, not as an antithesis to other criminological theories, but as an independent rationalization of current circumstances. Marx and other critical thinkers aimed to understand the processes and mechanisms for change, not necessarily the reason things were the way they were (Morcol, Goktug, & Wachhaus, 2009). An example provided by Henry Giroux when describing the state as its downsizing. Basic services begin to dry up, containment policies become the principle means to discipline youth and restrict their ability to think critically and engage in oppositional practices (2003). In this way, the minority classes are confined to their current areas and socio-economic class without the risk of these large subgroups expanding or becoming politically important enough to try to upset the status quo. Emancipation is the aim that critical theory would urge for public administrative practitioners and theorists, the ability to put people over the system in terms of goals and equality (Farmer, 2010).

Conflict Theory

Conflict theory is focused on the inherent conflicts between dominant groups, subordinate groups, and groups that are considered outside the norm (ethnic, outsiders) (Cavanaugh, 2011). From this perspective society is divided into the “haves” vs. the “have-nots” and our system of laws is designed to allow the dominant group to maintain social order while subordinate groups turn to criminal activity in a way to balance the perceived scales of injustice (Martin, 2005; Zembroski, 2011). There is some evidence to support this theory when considering that the intent of the ruling or dominant class is to maintain control over the subordinate groups. An example would be that minor crimes would be severely punished while large scale economic or business crimes are treated

more leniently (Burfeind & Bartusch, 2011), creating a conflict between the groups, which is predicted to continue to grow until drastic changes are done that will eliminate social and economic disparities (Moore & Morris, 2011). Solving this conflict may not be in everyone's best interest, however. If the subordinate class were to take steps to change from a form of government, such as capitalism, it is likely that the source of their wealth or control would be threatened, creating a motivation to keep the conflict in place. Conflict theorists believe it is this unbalance that requires a fresh look at criminality, and recommends a change to the legal system that focuses on multiple perspectives to an alleged crime to take into account unique fact about the case and to find the best solution for legal conflicts rather than only traditional accountability (Michaelis, 2001). Studies have shown for instance, that minorities appear statistically more likely to receive out of school suspensions than non-minority students, and that as school administrators are being held accountable for their performance under "No Child Left Behind," that need for a drastic review of current school policies is needed, yet do not appear to be forthcoming (Sullivan, Larke, & Webb-Hasan, 2010)

Labeling Theory

Labeling theory explains deviant behavior by considering the labels or how society judges individuals; in short, it is part of interactionism criminology that states that once young people have been labeled as deviant, they are more likely to offend (Martin, 2005). Many theorists believe the children from poor families are more likely to be labeled deviant rather than their behavior being excused as is more likely involving affluent families, therefore, children from low income families are more likely to become deviant. Similar to the term labeling, is the idea of a self-fulfilling prophecy, whereby a

person begins to behave in the way that they perceive society has labeled them (Moore & Morris, 2011; Shukla, 2012).

The primary focus on labeling theory, the perception of what the individual believes that others believe about them is difficult to operationalize as well. It appears that what is relevant is the individual's stake in conformity that is if the person views themselves as deviant it is more likely to produce deviant behavior (Ascani, 2010). Charles Thomas believes that applying labels to offenders serves immediately as a form of social control of those with the least amount of power in society (1984; Moore & Morris, 2011). When applied in adolescence, an interruption as stigmatizing and socially crippling as serious involvement in the criminal justice system early in life may have serious long-term implications (Ascani, 2010; Moore & Morris, 2011).

Juveniles who are further waived into adult court exhibited higher rates of recidivism afterwards (Ascani, 2010; Moore & Morris, 2011). This recidivism rate increase did not seem to be influenced by a conviction, merely by public arrest, thus application of the label; distinctions between arrest and conviction are not commonly viewed as relevant (Thomas, 1984). In this trend, Thomas believes that reduced to their fundamentals, labeling theorists view sanctions as one of the most significant mechanisms by means of which actors are pushed from exploratory or "primary" deviance to systematic, or "secondary deviance" (1984).

Labeling theory has had its share of criticisms. Primarily, that it is too focused on poverty and class status, without defining why crime happens in more affluent neighborhoods or within places of employment. In addition, advocates of this model have been so zealous in making their respective cases that they have become more

concerned with winning a largely rhetorical argument then fashioning properly qualified and limited explanatory theories (Thomas, 1984; Moore & Morris, 2011). In addition, there is a sharp drop off in recidivism when juveniles turn 18 in states that have stricter sanctions against adults than juveniles (Jacob, 2011). The links between social class and crime are complex and appear to be debatable (Jacob, 2011).

Radicalism

Radical Theory originated with Karl Marx, who through his writings was extremely concerned about the restrictions that modern institutions place on the development of human capabilities (Denhardt, 2004). It was his belief that regardless of the economic means, the ruling class would always prevail and that achieve social solidarity (stability) that the underclass would have to accept their position in life and society (Portis, 2008). The ruling class doesn't necessarily rule because of politics or capital, but because the ruling class controls the means of production (Portis, 2008).

Radical criminological theory developed during the 1960s and 1970s and it mirrored Marx' criticisms of capitalism in regards to juvenile delinquency. Theorists argued that delinquency and criminality were caused by society's inequitable ideological, political, and socioeconomic make up and both would continue until social remedies corrected the plight of the disenfranchised (Martin, 2005). The radical/Marxist approach concentrates on the belief that the current juvenile justice system cannot fix the problems of delinquency as these are caused by social inequities and the system exists solely as a way to serve the ruling class (Sinclair, 1983). Hutnky refers to the use of social media and television as additional means to control the working class by establishing norms and perpetuating the status quo while the masses believe they are gaining momentum (2013).

In fact, it is posited that the juvenile court system was part of a general movement directed towards developing a specialized labor market and industrial discipline under corporate capitalism by creating new programs of adjudication and control (Lauderdale & Larson, 1978).

Primary criticism of all critical theory is the ideological differences with current society. As Martin mentions, it is unlikely that such a political or theological change would happen anytime in the near future (2005). The arguments supporting dramatic change in the system support the ideological shift from capitalism to a more idealistic state where there would be no class stratification. Many of the agreements for such a shift seem salient on their face value, yet generally do not coalesce into a plan of action. Marx himself stressed that capitalism was doomed and that a communist state was inevitable, yet he had remarkably little to say on how such a state would work, focusing rather on the possibility that it could come into existence (Portis, 2008)

Complexity Theory

It is difficult to find a firm definition for complexity theory, and in many ways it is easier to describe it negatively rather than directly. For purposes of this research it is important to note that public administrators confront an environment that is complex in at least two dimensions: complex problems and complex constituency demands (Meek & Newell, 2005). Public Administration researchers have applied knowledge and insights from chaos theory and the complexity sciences for over a decade (Kiel, 2005) and these skills can be applied towards the field of juvenile delinquency.

The first broadly accepted insight into complexity theory is that phenomena such as juvenile delinquency or recidivism are more dynamic than most traditional scientific

approaches have previously assumed (Teismann & Klijn, 2008). One of the most difficult tenants of complexity theory is administrators need to accept that in order to engage sustainability is to link citizen participation to public processes involving the use of “time and place” knowledge. Time and place knowledge is held by citizens who hold information based on their experiences within the community (Leuenberger & Wakin, 2007). Citizens have a kind of expertise from seeing community problems up close every day that is unavailable to scholars who see those problems from a distance, through a disciplinary lens (Meek & Newell, 2005).

Understanding sustainable development as a decision making tool also requires discussing civil society and opportunities for stakeholder participation. Civil society is a systematic relationship of community, voluntary organizations, government, and business wherein rights and responsibilities are placed in balance (Leuenberger & Wakin, 2007). In a manner of speaking, what has become known as complexity theory is actually a collection of number of different theories (Klijn, 2008), and is founded on post-positivist thinking, with the primary facet that complexity theory helps clarify the limits of liberal methods by taking the away the “one right way” approach to organizational thinking (Bittick, 2010). An example would be the solution of raising taxes to reduce the deficit. Raising taxes may actually causes revenue to go down as investible income decreases, reducing the purchasing power of the public (Bishop, 2008). According to Redord, government action without citizen participation lacks democratic morality (Leuenberger & Wakin, 2007).

Applying complexity theory to an understanding juvenile delinquency requires a deviation from traditional theories. American society, which public administration

worldwide seems to emulate, is changing due to the influence of other cultures and values (Yang, 2009). Interdisciplinary theory acknowledges that different facets of a complex system must be seen from different perspectives, each contributing insights that require integration so that the complexity can be dealt with in its entirety (Meek & Newell, 2005). A special case of complex systems is of the complex adaptive system which demonstrates the ability to learn from, adapt to, and co-evolve with its environment over time, especially when this environment also consists of other such systems (Busquet & Curtis, 2011).

Inter-disciplinarians draw insights from different disciplines developing a “feel” for them and playing one against another, and by stating the problem so that the disciplines work together (Meek & Newell, 2005). It is also worth noting that a growing number of social and administrative scientists are applying the lessons from chaos and complexity theories to a vast array of social and organizational theories to a vast array of social and organizational phenomena (Kiel, 2005). Complexity theory is a recent approach to research stemming from the biological and physical sciences. Some describe it as a postmodern approach to science (Bittick, 2010). In this way, complexity theory suggests that juvenile recidivism will never be fully understood through the use of single theories as juvenile delinquency is actually made up of a number of interacting related subsystems. A change in one area will result in a change in another. Difficulty may exist in seeing how the apparently unrelated systems are affecting each other. As systems thinking and complexity science both fundamentally undermine the mechanical world view by highlighting issues of uncertainty and non-linear interactions (Midgely, 2008).

Complexity Theory's strength is that it can incorporate many different types of theories, but this is also one of its weaknesses. There is a lack of consensus over what complexity theory actually is, so empirical research into it is further encumbered by the lack of a standard definition. Some of it is deliberately vague as discussed by Midgely, when a problem is encountered in an organization, research may be undertaken to help define a way forward. However social purposes should not be subordinated to methodological purity (2008). Midgely is referring to the exact danger of working without a clear definition, that of the researcher possibly taking shortcuts with data and research methods in a manner to ensure his or her hypotheses are more likely to be proven correct. In a similar point he discusses that such a perspective precludes the possibility that an observer can be truly independent of the phenomena observed (Midgely, 2008). This creates a paradox when considering that the people involved in a system cannot always explain the behavior of the system when that behavior persists long after the people that created it are gone and no longer available (Gruff & Shaffer, 2008).

Another negative issue regarding complexity theory is that due to the practical impossibility of gaining enough information about the initial conditions of a system to offset the disproportionality between cause and effect, accurate prediction of the long-term behavior of a complex system is highly constrained (Meek, 2010). One of these weaknesses though can also be considered strength when we consider the promise of complexity theory is the re-invigoration of system thinking while eschewing the flaws and limitations of previous systems theories (Weber, 2005). Unfortunately, focusing on the differences between social classes, poverty does not explain all crime. Having money for example rather than preventing crime may allow an individual to decide individually

or collectively to put it toward alcohol, either buying alcohol from an undiscerning store clerk, or paying an added “tax” to adults who agree to make the purchase for them (Miller, 2009).

Integrated/Evidence Based Approaches

Evidence based programs are those that rely on information from multiple fields and applies the techniques that research and analysis show are effective at preventing recidivism (Greenwood, 2008). One of the biggest names associated with evidence based research because of his extensive meta-analysis of other program is Mark Lipsey. Rather than focusing on the causes of recidivism, he studies previous research and found areas that were promising and appeared to negatively affect recidivism. Lipsey identified seven (7) intervention techniques that showed various degrees of success through his meta-analyses:

1. Surveillance;
2. Deterrence;
3. Discipline;
4. Restorative programs;
5. Counseling and its variants;
6. Skill building programs;
7. Multiple coordination services (2009, 135)

Of these techniques, the Hermiston CAB most closely uses item 7, that of multiple coordination services. Coulombe described the program as avoiding the delays inherent in the system and targeting specific items in the juvenile’s life that may be causing that child to engage in criminal behavior. In addition, by focusing on these

elements, an individual program can be designed, in a timely manner (often within 2 weeks) that allows a juvenile know that he or she will be held accountable, but that accountability will be primarily focused on rehabilitation and corrective counseling rather than negative sanctions. Current perspectives on evidence-based practice, in contrast, focus on the distinctive character of brand name “model” programs and the research for those specific programs, rather than evidence on which parts of these programs may be effective out of context of the original study (Lipsey, 2009).

Juvenile delinquency is often treated through a myriad of child-oriented programs and services that attempt to decrease the likelihood of recidivism (Mann & Reynolds, 2006). State government could best promote evidence-based practices by working collegially with probation departments to obtain and distribute private and public funding to support effective implementation (Seave, 2011). In theory, the promise of evidence based theory to inform and make real the goals of New Public Management is immense. Understanding and mapping these dynamics both from a complexity theory perspective and a classical theory model allow implementation of techniques that have the greatest possibility to reduce recidivism (Shine & Bartley, 2011). The relative robustness of intervention effects across the levels of penetration into the juvenile justice system gives reassuring support to the view that effective treatment is not highly context dependent (Lipsey, 2009). In general, study results show that family members do have a tremendous impact on treatment programs. When family members support the goals and objectives of the juvenile offender through treatments, the program is more likely to succeed. When family members appear disinterested or disapprove of the treatment program, success is severely jeopardized (Lambert, 2012).

Evidence based systems tend to work in partnerships with Not for Profit groups and community programs. Public and private partnerships can be one way to secure funding to allow EBPs to become more useful throughout our communities (Landow, 2011). Though generally profit driven, many private organizations have a history or providing services to communities whether for advertising purposes or to meet compatible goals, such as crime prevention near centers of interest. According to Dr. Maiocco, the CAB was to use case models, or was based on evidence of previously successful projects (2014).

General System Theory had a short period of interest in latter part of the 20th century. Though still in vogue internationally, it is no longer fully supported within the American context, which creates an odd situation as many nations that favor it refer to the United States when developing their support. Jim Munro felt that there were a variety of methodologies and problems that are presented by current field reports, but while individually frequently quite insightful and illuminating the overall effect is oriented toward specific agency and/or concerns (1971). Similar to Complexity Theory, General System Theory posits that most theories will fail because events are the culmination of action taken by numerous subsystems, and that by understanding those subsystems, concepts like juvenile delinquency can be better understood and risk factors for juvenile offenders can be more easily tailored for particular situations. Complex system science should contain but upward and downward causality (Zexian, 2007).

A facet shared between Complexity and General System Theory is the presence of feedback loops (Munro, 1971; Staciokas & Rimas, 2004; Zexian, 2007). These feedback loops can affect the behavior of each of their systems. These feedback loops are between

the individual, his or her actions, the environment, and all outside and internal influences (Boulding, 1956). An open system exchanges materials with the environment and has the basic characteristics of self-regulation (Andrew, 1965). It is in understanding these feedback loops that allow techniques to affect future chances of recidivism. If negative feedback can be applied to deviant behavior the system should seek equilibrium by regaining balance and adjusting based on the feedback introduced. Moreover, these understandings have increasingly involved multi-level processes cutting across disciplinary boundaries in the social and nature sciences (Sameroff, 2010).

Juvenile delinquency is a major social problem with recognized links to community risk factors such as drug use, gang involvement, school failure, single female-headed households, and family management problems (Forster & Rehner, 2003). Assessing the risks and needs of young offenders has become standard practice in many juvenile justice jurisdictions (Upperton, 2007). Progress in implementing effective programs is slow. Although more than 10 years of solid evidence is now available on evidence-based programs, only about 5% of youth who should be eligible actually participate in these programs (Greenwood, 2008). Those who wish to develop or promote new methods of intervention will have to learn how to play by the new set of rules and protocols that have made possible the programming advances of the past decade (Greenwood, 2008).

Summary of Theory Development

The search for the cause of juvenile crime and recidivism has existed since near the beginning of recorded history, though the largest breakthroughs seem to have taken place in the 19th and 20th centuries. These theories originally focused on determinism;

believing that juvenile crime was caused by forces outside the juveniles' control.

Towards the end of the 18th century these belief systems started shifting towards a more scientific understand of the forces that caused juvenile crime and the use of positivism took hold. Through trial and error various theories were proposed that explained some to most of the causes of juvenile crimes yet did not meet all conditions and at all times. The consensus though was that juveniles were not fully capable of making rational decisions on their own and that there were influences that determined whether they would commit crimes or not. Midway through the 20th century there became a paradox in American thought and treatment of juvenile offenders and the reasons they offend. Rational choice theory enjoyed a revival and public opinion shifted towards holding juveniles accountable and punishing them for the crimes they committed. When juvenile courts and government did not punish juveniles in a harsh enough manner, popular legislative initiatives were created, mandating sentences and waivers into adult court. It was not until the Warren Court (U.S. Supreme Court) sided with the more liberal members of society that juvenile offenders were granted the same civil rights as the rest of the country and due process was afforded to them. This was not without its own paradoxes as the Supreme Court maintained that juveniles were different from adults, were entitled to due process, could be held accountable in a modified manner, and enjoyed civil protections available from the U.S. Constitution, vice one, the right to a jury trial.

The end of the 20th century and into the 21st century has seen a resurgence of theories favoring that juvenile offenders do make their own decisions but are strong influenced by their environments or family backgrounds. Some of the most promising of these theories involve complexity theory for its forced review of other theories and

policies, and evidenced based programs (EBP). EBPs are being used to pick apart successful programs from other areas to be used in efforts to reduce recidivism, while attempting to not repeat failed experiments, such as the Michigan JOLT program or the Scared Straight program out of New Jersey.

One of the short falls of almost every theory discussed is a lack of “completeness” often each theory either fails to discuss or does not apply to all situations. It is suggested that theory integration can help to resolve disparate conceptual approaches in the field of criminology (Longshore, Change, & Messina, 2005). Understanding how to integrate these theories into working programs as following recent declines, violent crime among juveniles have increased from 2004-2006, leading many to believe that another crime spike was approaching (Puzzancera, 2009) and creating a resurgence of “get tough” on crime legislation to deal with the perceived issue. With current fiscal events and the trend towards smaller government, it is more important than ever for programs to be based on working theories. In addition, transparency in government no longer allows status quo decisions, programs need to be demonstrated to be effective and cost efficient (Kozuch & Kozuch, 2012). As public administrators seek new ways of doing more with less, it is important to note that many of these theories create Not for Profit Organizations that can assist for little to no cost, though they are generally ideologically based, the line between government and NFPs (Tucker, 2010), but as we move forward the opportunities for cooperation will not only increase but will likely become mandated. Regardless of the techniques employed, the strength of the juvenile justice system lies in its ability to balance policies of prevention, rehabilitation, and punishment. History suggests that reform based on any one of these policies alone is ineffective (Jensen & Howard, 1998).

Program Evaluation

One of the most necessary, yet most often overlooked parts of any program evaluation is that of the needs assessment (Rossi, Lipsey, & Freeman, 2004; Braga & Weisburd, 2013). Though it may be convenient to take a program that appears to work in other places and adopt it as one's own, communities that do so are subject to theory failure as well as implementation failure as the basic need for such programs may be different in the transplanted location (Llewellyn et al., 2013). One of the problems identified with criminal justice research, especially involving evaluations, is a potential knowledge gap. Not that criminal justice has a lack of theories to explain deviance and juvenile crime and recidivism, but that a review of numerous studies and meta-analyses show that there is little to no standardized structure in program evaluations throughout the field (Lipsey et al., 2006). This gap makes it more difficult to compare results of various studies, especially those in the gray literature (non-published, workplace, dissertations/theses, etc.) or to effectively compare one evaluation against another (Lipsey et al., 2006).

A review of published program evaluation shows that not all programs are equally quantifiable due to the previously mentioned knowledge gap, and that programs that are more stringently follow a set format are more likely to provide usable data that will allow analysis and possible program duplication in other areas (Zedlewski, 2009). As mentioned above, a needs assessment is paramount to a successful program. Rather than going with an administrator's gut, focusing resources on target populations and the issues that affect those populations is necessary in order to be able to test the program or create

a foundation for further change in an effort to improve not just the symptom but the situation that leads to the symptom (Leauw, 2005).

Once the need for a program is demonstrated, there is a hierarchy of evaluations that become available to the researcher, to ensure that as each level is tested and evaluated, the next is able to be built off of it, allowing for a thorough analysis of the program up to and including its cost effectiveness in implementation and results (Rossi, Lipsey, & Freeman, 2004). Once the needs assessment is completed, research shows that the assessment of the program theory and design becomes next on the list of importance. Is the program theory clear to what target population is involved and what an acceptable change or intervention would be? Once the intervention is in place, or implemented, is it actually affecting the targeted population (Carroll, Ben-Zeddy, McCue, 2010; Llewellyn et al., 2013; Rossi, Lipsey, & Freeman, 2004)? Next would be the assessment of the program process and implementation, followed by what is generally considered by most to be the meat and potatoes of program evaluation would be the assessment of the program outcome or impacts, or ‘what works,’ portion of the evaluation.

A risk inherent with focusing too much attention on program outcomes, and impacts is that often it is very difficult to filter out all influencing variables to why a particular outcome occurred as opposed to other reasons. An example of this is the tendency for police executives to take credit for reductions in crime or being held responsible for increases in crime when in fact it is often the result of numerous factors that have varying effects on each other and the crime rate as a whole (Rosenfeld, 2006). Many researchers in the criminal justice field have difficulty with this, assuming that it is

a bit of “chicken or the egg” proposal, when in fact, theory must come first to perform any worthwhile testing of variables (Lum & Yang, 2005).

The final portion of program evaluations, within the context of this research, will be that of assessing the program cost and efficiency. Often overlooked as long as crimes are going down or are low, this is becoming much more salient in a time of decreasing budgets and a worry that falling crime rates will eventually start increasing again due to the historical pendulum effect of such rates. With the recent recession coming to an end, most municipalities and state governments are still not experiencing revenue rebound and as transparency increases due to public access to the web and an almost ‘instant demand’ for knowledge, cost considerations are likely to become one of the primary determinants as to whether a program is continued or discontinued, on par with or superseding outcomes (Storey et al., 2011; Dembo et al., 2008; Tsui, 2014).

Program Theory and Mediated Accountability

There are several theories that mediated accountability draws from. The underlying elements draw from rational choice, though more correctly would be viewed through the lens of Hirschi’s and Gottfredson’s General Theory of Crime, utilizing feedback loops from complexity theory. As this review will conclude, these constraints and combinations lead to an integrated approach in order to avoid the negative pitfalls associated with each, while focusing on the strengths.

Rational Choice Theory is not sufficient on its own. Though capable of rational thought, it is an accepted fact that juveniles do not have the capacity for rational decision making that adults do. Additionally studies have shown that in a diverse environment, rationality may be more of a function of a social paradigm than a binding factor. What

one considers to be deviant, may be accepted by others. Martin makes certain posits regarding rational choice that don't stand up in a diverse environment, specifically that criminality is morally wrong and an affront against the collective good (2005). We can see throughout popular culture that civil rebellion and at times a refusal to submit to the collective order are favorable actions. Coupled with the fact that juveniles do not have the same mental capabilities as adults, it is not likely that they differentiate between moral choices the same, and in effect subscribe to the common social order, in fact deciding against social order to meet individual or group needs and goals (Schneider & Ervin, 1990; Anwar & Loughran, 2011). The U.S. Supreme Court has recognized the diminished capacity of juveniles therefore, it would not be appropriate to suggest that deterrence alone would be sufficient to stop juvenile recidivism. One aspect that this research shows in support for the CAB success is that punishment (mediated) should be proportional to the offense and it must be guaranteed and swift (Martin, 2005). This was the determining factor in creating the CAB as the traditional juvenile justice system was seen as ungainly and failing to meet the basic needs of the community.

Though Ball shows that if the risk of punishment is increase enough, juveniles may avoid choosing illegal actions (1995), we can see that this does not always factor into decision making. For instance, gang activity is certain to gain law enforcement notice in most localities, yet the negative effects of gang influence are readily apparent in many communities. If social control is added as an influencing factor, rational choice cannot be true source of a juvenile's decision.

Hirschi and Gottfredson define crime as acts of force or fraud undertaken in pursuit of self-interest (1990), and though there is support to defend this position it does

suffer from weaknesses when exposed to situations in which there may be competing social peer groups influencing the decision making process. A strong socialization concept from the General Theory of Crime is the idea that self-control as a concept is developed in a child through their interactions with their parents, and their parents' actual child rear abilities (Hirschi & Gottfredson, 1990). This concept is also considered within the confines of mediated accountability. Rather than punish in the hopes that this punishment is seen as a deterrent in other cases, the CAB relies on many forms of group, individual, and family counseling. What Dr. Maiocco and Chief Coulombe had been most worried about were that juveniles were falling through the cracks, due to high caseloads and more serious offenses, first time and low lever offenders were being ignored, which was creating a positive feedback system for more criminal activity. Though Hirschi describes the combination of motives and restraints in why crime occurs (1997) it is again not sufficient to describe why some juveniles in the same environment may act differently. As described earlier, studies by Nofziger support the idea that family development and parenting skills are very influential in developing a juvenile's decision making ability (2009). This research does support Hirschi and Gottfredson's assertion that deterrent policies generally fail, yet effective policies are generally those that strengthening the family (1990; 1997).

This research earlier focused on some of the criticisms of the General Theory of Crime in that crimes of aggression and/or violent crimes are not adequately addressed (Lilly et al., 1995; Armstrong, 2005; Walters, 2011), and in fact the theory does not take into effect the influence of gender or personality traits (Delisi et al., 2010). For this reason, this research believes that the feedback loops found within complexity theory are

a useful tool in describing juvenile delinquency and a key tool to be used in the reduction of juvenile recidivism. By utilizing negative feedback loops prior to full implementation of the juvenile justice system, the CAB is able to provide service such as counseling or modified forms of punishment in an effort to interrupt negative behavior while fostering good behavior and the development of healthy skills through the application of interdisciplinary approaches, which can be adjusted on practically a case by case basis (Yant, 2009; Busquet & Curtis, 2011).

The final part of mediated accountability is the incorporation of the positive aspects of the above theories being combined into an integrated approach. Based on Dr. Maiocco and Chief Coulombe theory that any level of accountability would be better than an absence of such accountability, the CAB makes its most positive impact by taking action within a short time of being made aware of the situation. Rather than allowing juveniles to wonder what is going to happen, most are brought before the board within 30 days of the committed offense.

Mark Lipsey is one of the best known researchers in this area, and though much of his research showed what did not work, he evaluates numerous programs and projects through meta-analysis and has shown several that are very promising and have reduced recidivism. Lipsey notes that multiple services coordination is very influential in reducing recidivism (2009). His seven (7) intervention techniques tie neatly into mediated accountability based on outcomes of the projects rather than the projects themselves. Family integration into these processes is also recognized as substantial in that if the family members approve and participate, program success increases, where as if they appear disinterested or disapprove, the success of the program is severely

jeopardized (Lambert, 2012). Much of the material this researcher discovered showed that the programs that have been successful are those utilizing an evidence based approach (Rhoades, Bumberger, & Moore, 2012; Maiden, 2009; Baletka, 2006), and that the ones that show the most promise are those that blend elements of different theories and activities together, creating programs that are capable of handling juveniles with individually different circumstances and environments (Youngblood, 2000; Connolly, 2009).

For these reasons, this research supports the use of an integrated approach towards developing a more complete theory of juvenile recidivism. This theory becomes the backbone of any evidence based programs in determining not only what has worked or not worked in other areas, but why. Once the “why” is better understood, the “how” becomes evident and successful projects can be appropriate applied in a time of dwindling resources and demands for greater accountability. The remainder of this research will focus on evaluating the CAB in how it meets its goals of applying timely feedback and mediated accountability in an effort to reducing juvenile recidivism. It is suggested that application of mediated accountability will reduce recidivism by providing stronger social controls and conditioning, thereby increasing the level of self-control exercised by juveniles (Thomas, Bassler, & May, 2012). It should further be demonstrated that these levels of self-control should be negatively related to recurrent offenses, and that the strength of this relationship becomes stronger the quicker the offender is subjected to this mediated accountability.

Moving Forward

As mentioned in the preceding summary, numerous theories revolving around the causes of juvenile delinquency have been developed. Many programs have been developed specifically with the intent of reducing juvenile recidivism and ensuring that juvenile offenders become worthwhile members of society. Throughout history some fields of theories have been discarded, such as purely supernaturally focused deterministic theories, others have endured, been modified, or faded away. Several of these show promise and have been shown in some contexts to be viable, while not always able to describe all conditions or individuals.

A factor that is often overlooked in the development and analysis of theories to prevent juvenile recidivism is the context in which the theory finds itself. Regardless of political bias, it is apparent that the death penalty, once applied, would eliminate instances of recidivism, yet any theory suggesting capital punishment is not eligible for consideration due to constraints applied by the U.S. Supreme Court. Rather than create a debate on such a process, moving forward requires a review of relevant policy within legal and social constraints, applied in a manner that has a lasting, beneficial benefit on the offender, within the scope of his or her rights. This is how this research developed the idea mediated accountability as a theoretical construct in the evaluation of the CAB.

Chapter III

METHODOLOGY

This research will be a program evaluation of the Hermiston CAB. Due to the nature and timing of this evaluation, a reconstruction of the original needs assessment will be conducted and the program's goals and objectives will be determined.

Predominately this will be a summative evaluation and will determine if the stated desired outcomes were reached in regards to the targeted population and what impact this may have had among the at-large population in the reduction of juvenile recidivism and crime rates. In addition, through the identification and testing of the program theory, I will determine if there were unintended results of the program, if all stated research questions were satisfactorily answered, and if it was done so in an efficient manner in regards to alternative solutions and resources. Finally, though not part of the original evaluation, the treatment of race will be investigated in order to answer claims the program is unfairly biased against non-Caucasians. Though a specific complaint of racial disparity was identified, due to the small sample sizes, races were bi-laterally identified as Caucasian and non-Caucasian to reduce the risk of inadvertently identifying any individual juveniles due to a small racial cohort.

This research will rely on hierarchy of assessment levels as identified by Rossi, Lipsey, and Freeman in their text; Assessment of Need for the Program, Assessment of Program Design and Theory, Assessment of Program Process and Implementation,

Assessment of Program Outcome/Impact, and Assessment of Program Cost and Efficiency (2004). Research questions, will be developed (discussed later in this chapter) with quantifying criteria to allow a systematic review of existing agency records, stakeholder interviews, and state and national census and crime data. This information will be quantified and subject to regression analysis to isolate the effect various independent variables will have on the outcome and on the programs ability to efficiently meets its stated goals and objectives.

This chapter will be structured to discuss the purpose and rationale behind this study. The procedures to include instruments will be identified as well as the variables (independent and dependent) and delimitations and limitations that this study will face. The chapter will discuss the statement of the problem, within the context of a program evaluation, focusing on the needs assessment, and needs of the target population, and the events that led to the necessity to take action. Next will be the purpose of the study, or the description of the study and the information it is attempting to display, to include the research questions which will form the basis for the rest of the study and findings. Another section will describe the variables and distinguish between independent and dependent variables and through the use of trend analysis will develop the contextual setting. Regression analysis will be used to evaluate the effect that each independent variable has when taken individually and applied to the outcome. The study's rationale will follow, which will help build a transition between the reconstructed needs assessment and the current observed outcomes of the project. Participants will be discussed, and the unique set of circumstances that allowed for a quasi-scientific

comparison between the experimental group, and a control group, consisting of juveniles of the same age but not attending the CAB.

Measures and the implementation of these measures will be described for each research/evaluation question, which will allow for the specification of evaluation criteria and expected outcomes to base the programs performance on. Limitation and delimitations will conclude the chapter which will help further clarify the reason why particular methods were used as compared to others while maintaining the integrity of the evaluation.

Statement of the Problem

Modern United States history is filled with examples of vacillating attitudes regarding criminal justice efforts, and juvenile justice is no exception. There has been a growing concern that we are “soft” on crime and that criminal activity, specifically juvenile crime is out of control (Stufflebeam, 2007). Juvenile justice and causes of recidivism have been some of the most widely studied social science fields (Boveland, 2002), yet if this perception of “out of control” crime rates is true, why hasn’t this abundances of research been able to stem these increases? Multiple attempts at holding juveniles accountable, including trying them as adults have met with varying levels of success. Programs such as “Scared Straight” and its’ subsequent copied programs have been shown in numerous studies to not only fail, but often the evidence demonstrates an increase in criminal activity among juveniles after being exposed to such a program (Greenwood, 2008; Homant, 1981; Jensen & Howard, 1998). It can be argued that a juvenile that is in jail until they are 21 will no longer commit crimes as an adult, but that is not solving the problem, merely moving the age bracket. As mentioned, one of the

serious issues in our criminal justice system is a vacillation between catch and release or mandatory punishment, often referred to as forgiveness or punishment (Moore & Morris, 2011), neither of which have been shown to be effective at reducing juvenile recidivism (Shukla, 2012).

The Hermiston CAB attempts to reduce recidivism by supplanting the normal system, or providing negative feedback to ensure that first time offenders or low level/risk offenders are not lost in the cracks as the Umatilla County Community Justice – Youth Services Division, focuses its shrinking resources on offenders of more serious offenses. Juvenile referrals are handled by a Youth Services Officer, a member of the Hermiston Police Department, whose salary and benefits are evenly split between the Hermiston Police Department and the Hermiston School District. The board, which operates under the direction of the Youth Services Officer consists of up to five (5) members, two (2) volunteers that represent the City Council of Hermiston (elected officials), two (2) volunteers that represent the Hermiston School District, and an at large member representing the general community. Though the use of the program saw an immediate drop in the number of juveniles that are referred to the juvenile department for adjudication (juveniles are assigned directly to the CAB without oversight of the juvenile department), there has not been any definitive research conducted to determine if the program is meeting its originally stated goals and objectives or what effect, if any, it is having on the recidivism rate of juveniles. One possible issue is juveniles that violate the conditions of the Board are later sent to the Umatilla County Community Justice – Youth Services Division, without documentation as to if they had participated in the CAB at an earlier time or not.

Currently, the only offenses allowed to be heard by the CAB are first time, low-level offenders. During an interview with the director of the UCCJ-YSD, Kim Weissenfluh stated that she was looking forward to the program evaluation as they are considering ways to improve the communication flow between the police department and their office (2013). The observations of the Hermiston School District, and the Hermiston Police Department (supported by interviews with Mrs. Weissenfluh) were that low risk offenders, especially first time offenders, were not being held accountable for their behavior. Due to a “crisis” management attitude of the department at that time, most first time offenders and low risk offenders were not adjudicated, but received letters stating that further activity would result in more serious consequences. This situation was blamed for creating a situation in which juveniles felt they could get away with illegal behavior and was responsible for a growing recidivist population and increased criminal acts and increased violence among juvenile offenders. The present program evaluation views the CAB through an integrated lens that is one that is flexible and takes one or more of several possible options in reducing recidivism by concentrating on low risk, or first time offenders. It is expected that this timely accountability, theorized as “mediated accountability” be effective at reducing recidivism among the target population.

A concern that was raised during the initial literature review was the perception that Hispanic youth are unfairly being targeted by the program, an accusation which could taint an otherwise worthy project. This study further investigates if there is a statistical aberration in the number of Hispanic participants as compared to non-Hispanic participants and if these levels are a result of police or juvenile department behavior.

Purpose of the Study

The purpose of this study is two-fold. First to formatively and quantitatively evaluate the Hermiston CAB to determine if in fact it is having the effect of reducing juvenile recidivism, if applying mediated accountability for lower level offenses in a timely manner will result in a reduction in historic recidivism levels in the Hermiston, OR area. The second part is to evaluate the effectiveness and efficiency of the program to determine if this program is supportable and should be continued, or if additional research is needed to better meet the needs of the community and juvenile population.

The context of this study was found in the following research questions, as divided by the contextual program evaluation strata:

Needs Assessment

Research Question 1: What were the current (2003-2008) juvenile referral and recidivism trends?

Research Question 2: What is the target population/clientele of the CAB?

Research Question 3: What are the needs of the target population?

Assessment of Program Design and Theory

Research Question 4: What services are needed to address the problem?

Research Question 5: Does the program have attainable goals and objectives?

Research Question 6: How should the program be organized?

Research Question 7: What resources are necessary and appropriate for the program?

Assessment of Program Process and Implementation

Evaluation Question 8: Are the intended services being delivered to the targeted population?

Standard 8: At least 80% of the first time offenders and low risk offenders should be offered a formal accountability program/letter within one (1) month of referral. One hundred percent should be offered a FAP/L within three months of referral.

Evaluation Question 9: Once in service, do sufficient numbers of clients complete the service?

Standard 9: At least 90% of CAB participants should finish the program as directed.

Evaluation Question 10: Is there bias against Non-Caucasians in the assignment to, or the completion of the CAB?

Standard 10: Non-Caucasians and Caucasians should be within 75% probability of their expected values

Assessment of Program Outcome/Impact

Evaluation Question 11: Are the outcome goals and objectives being met?

Standard 11: Recidivism should be at or below the state average, with a minimum 20% decrease in recidivism than the control group.

Assessment of Program Cost and Efficiency

Evaluation Question 12: Are resources being used efficiently?

Standard 12: The cost of the program and the cost of “normal” adjudication of juvenile offenders will be compared to the costs of

juvenile crime to determine which method is more efficient with the current resources available.

Evaluation Question 13: Is the cost reasonable in relation to the magnitude of the benefits?

Standard 13: Is there at least a 5% reduction in cost with the Board in place than without it, based on costs per participant.

Rationale of the Study

This is a management/outcome oriented project evaluation, with a secondary goal of determining if there is a theoretical basis to support it. A theoretical validation will support entreating other counties to emulate the program. In addition, this researcher selects a management orientation utilizing outcome based evaluation of goals and objectives due to this researcher's previous career in criminal justice management and continued employment as a public manager, who addresses issues about crime, specifically juvenile crime and recidivism.

A 2010 report supporting the Hermiston CAB described it as a success because juvenile crime was at near record lows (Mills, 2010). There were suggestions that part of this success rate could be that recidivism rates were not being calculated the same by the CAB and the YSD as the CAB was described as to have a 94% success rate. Preliminary research did indicate that there was a significant reporting discrepancy, in that juveniles that were assigned to the CAB were not referred to the YSD at all, therefore, creating a separate set of data. The impetus for this study was to determine if the program was responsible for the decline in juvenile crime, yet data that could have been utilized for this were in fact destroyed when juveniles completed the program, or any juveniles were

awarded expungement orders once they were no longer subject to supervision by the YSD. Through development of the research questions many juvenile offenders are thought to be repeat offenders. The differences in data tracking methods between agencies suggest it would be beneficial to determine if juveniles that were processed through the CAB showed any effect, or if the program is successful. In this vein, the research/evaluation questions were formed; the CAB was reducing juvenile recidivism and mediated accountability was increasing the levels of self-control utilized by the participants, yet due to the lack of original data, research questions vice hypotheses appears to be the most prudent approach.

During an interview with Kim Weissenfluh in April 2013, she had received complaints from the Hispanic community regarding the CAB and it unfairly targeting Hispanic youth. She elaborated that this was a point of concern but the CAB and the Juvenile Department were not necessarily directly related. She indicated that the Hispanic population of Juvenile Department offenders was “in line” with the population estimates of Umatilla County. Additionally, she informed me that CABs had been tried before in the 1990s, in more than 20 locations, but had been abandoned as not working due to an increasing crime rate, further supporting the need to test for a statistical relationship between the CAB reported success and declining juvenile crime rates in Hermiston, OR.

Participants

Initially this researcher had proposed using an unbiased random sampling consisting of new entrants into the program being selected at random from prospective juvenile referrals. This raised an ethical issue, as being selected into the CAB meant that

a juvenile would not be referred to juvenile court. In effect, by random selection this researcher would be aiding in determining which students were given a second chance and those that would be referred through the system. After consulting with the school district, this researcher determined that randomly selecting students for this study is counterproductive to the goal of the program, which is allowing all eligible juveniles to attend.

The primary source of records for this study will be those of the Hermiston Police Department, and records available from the Umatilla County Community Justice-Youth Services Division. Through a defect in the original program which was identified during preliminary research, it was discovered that the UCCJ-YSD was not tracking, nor reporting to the state records (Oregon Youth Authority, Oregon Juvenile Justice Information Services) pertaining to the CAB, so the participants in the CAB were not summarized in state tables, in effect creating a second set of data, one reported to the state and similar to a control group, and another, not reported to the state serving as an experiment group. Though not scientifically selected, it does provide a close proximity to a viable control group as the UCCJ-YSD group will be identifiably different from the experiment group and provide a reasonable representation of the population at large. Due to the larger size, an attempt will be made to remove those under 10 years of age and those that are chronic recidivists to keep the two groups as comparable as possible.

These records will be reviewed for offenses, assignment dates, completion information, race and gender. The raw data will contain names, however any data used in this study will be coded as to prevent identification. The original, raw data will then be retained by the Hermiston School District after study completion to maintain

confidentiality. Due to the aforementioned this researcher will utilize a convenience sample (Patten, 2009). Due to the record management system of the Hermiston Police Department, the entire population can be evaluated to determine recidivism and compared to a control sample of juveniles that did not attend the CAB, with the exception of those subject to juvenile court orders for expungement.

In addition to comparative analysis between those that did or did not attend the CAB after police enforcement action, control population demographics will be determined through the use of Census data for the area surrounding the City of Hermiston, and specifically the Hermiston School District to determine if any particular race or class of juveniles is represented in a statistically determined disproportion from their representation of the entire area's population.

Police records will be reviewed to determine recidivism rates for juveniles, as operationally defined as committing a similar or more serious offense within one (1) year from past enforcement action. For purposes of this study, the data will consist of either the date that the juvenile completed the CAB, or the date in which adjudication occurred and a penalty was assigned for students found to be under the jurisdiction of the juvenile court.

For participants not included in the previously listed juvenile offender databases, staff members of the Hermiston Police Department, the Hermiston School District, the Umatilla County Community Justice-Youth Services Division, the Hermiston CAB, and members of the Umatilla County Circuit Court –Juvenile division will be interviewed. This is intended to provide both stakeholder and subject matter expert opinions as to the process, theory, and outcomes of the CAB.

Due to the use of public records only, and the lack of direct contact with juveniles affected by the study, the Valdosta State University Institutional Review Board (IRB) authorized this study and exempted it from IRB oversight as long as these original conditions remained in October of 2014.

Measures and Instrumentation

Much of this evaluation will rely on published report and access to police and YSD records/databases. As such there will be two primary methods of measurement throughout the rest of this research. The initial needs assessment will rely on a comparison of data obtained through public records; including the Hermiston Police Department records, Hermiston School District, and the Umatilla County Community Justice-Youth Services Division. In addition, records will be reviewed regarding population data, trends, and demographics available online from the U.S. Census Bureau, and the University of Portland, Population Studies website (this program is the accepted annual population estimate between official U.S. Census results, ever ten (10) years. Demographic trends reported by the U.S. Census Bureau and Portland State University (Oregon population studies) (this is the accepted standard for inter-census annual population estimates) will be determined and these will be compared with crime rates reported by the UCCJ-YSD to the Oregon Juvenile Justice Commission in regards to crime and recidivism rates, and these will be compared to arrest records maintained by the Hermiston Police Department. Independent variables such as race, gender, and income level will be individual analyzed utilizing regression analysis (SPSS version 22). Due to reporting discrepancies earlier identified, numbers reported from the CAB will be compared to those reported to the state as a quasi-experimental test and a contingency

table will be produced to represent the relationship between recidivism and assignment to the CAB, using regression to isolate independent variables; race, gender, age, grade, income status.

The initial part of the evaluation, being the needs assessment, will consist of Research Questions. Research Question (RQ) 1 will be identified through the use of U.S. Census Bureau reports and Portland State University Population Studies published results, beginning in 2000 and continuing through the evaluation period to determine population trends, and to identify the characteristics of the juvenile population, these records will be compared to historical records with the Hermiston School District to demonstrate any racial disparities that may influence the target population of the CAB. Research Question 2 will review data reported by the UCCJ-YSD to the Oregon Youth Authority and published in the Juvenile Justice Annual Data & Evaluation Reports from 2000-2013 to demonstrate trends in referrals and recidivism rates through the YSD in Umatilla County and how these trends compare to state averages. Research Question 3, determining the needs of the identified target population will consist of data analysis of information provided through answering RQ 1 & 2, as well as open interviews with the director of the UCCJ-YSD, and the superintendent of the Hermiston School District, and the completion of an anonymous survey issues to school district, police, and juvenile services staff and administration to determine what views are held by these staff in regards to the CAB clientele. In addition, records will be requested from past monthly meetings of the Juvenile Violence Roundtable meetings (these meetings started in 2001 and were an information sharing meeting between the three above agencies for idea sharing on how to reduce violence among juveniles in the school district). Open

interviews with the YSO, the current Chief of Police, HSD superintendent, and YSD director will also be conducted to determine what previous needs assessments may have been done, and the rationale for beginning this program.

Research Questions 4, 5, and 7 will be answered through the use of direct interviews with staff, having a secondary intent of identifying others involved in provide resources or subject matter experts in determining what resources are to be available, how the CAB will obtain these resources, any associated costs, and interagency cooperative agreements in place. In addition, these questions will be examined through the use of the above mentioned, open answer survey, to determine what the CAB staff and associated services management and staff feel are necessary to deal with the problems identified through obtainable goals and objectives, while determining what resources and services are currently present as well as needed for future operations.

Research Question 6, based on organization will be handled through qualitative means as most records from the beginning of the program are no longer available. Rather than focus on specific arguments during the creation of the CAB, research will be conducted on similar and model programs using evidence based results in order to determine what a suitable organization is and what that organization should be focused on, with the assumption that the CAB will be an ongoing program in some form.

Within the Assessment of Program Process and Implementation, the research questions are referred to as evaluation questions, due to the application of standards and measurable criteria as compared to the more open ended interview questions of the previous sections.

Evaluation Question 8 will be answered by conducting a trend analysis to determine if at least 80% of first time offenders are offered a Formal Accountability Agreement within 30 days of referral and if 100% are offered a FAP/L within 90 days. This will be determined by determining the amount of days each participant had to wait and determining a range, median, and standard deviation, as well as grouping by days to determine the frequency of clients being attended to during those time periods. A meeting with the Hermiston School superintendent ended with the agreement that due to the low number of certain minority populations within Umatilla County and the ease in which individual could be identified inadvertently through this study, that demographics would be bi-laterally defined between the two most significant racial groups in the area, Caucasian with Non-Caucasian representing Hispanic and all other minority populations.

Assignment to the CAB will be coded = 1, non-assignment = 0. Status will be coded as successful completion of the CAB = 1, drop out or failing to complete will = 0. Additional offenses or recidivist behavior will be coded as none = 0, one (1) offense = 1, chronic or repeat offences = 2.

Average time elapsed between arrest/referral and assignment to the CAB will be determined by conducting a random sample of cases, 20 per year for years 2009-2012 respectively, for a total sample size of 80 arrests/referrals. These cases will be chosen, 20 per year, utilizing a random number table and matching the first four digits of a five digit random number with the case number of the arrest/referral (Hermiston Police use a six digit case number system, the first two digits representing the year, followed by a sequentially assigned four digit number). In the event that the number results in a duplication or that case number can't be found, the first number above, then the first

number below will be chosen until an acceptable case is found, if more than two need to be conducted, the number will be scratched and the next number in the table will be used.

Evaluation Question 9 will be answered by dividing the total number of juveniles that are accepted into the CAB by those that have successfully completed the CAB, then multiplied by 100 to determine the successful completion rate. Though there is room for further evaluation that will be covered in more depth later.

Question 10 will be determined by first evaluating the population for each year of the CAB evaluation (2009-2012), by obtaining information from the Hermiston School District, determining demographics of those between 10 and 18 for each of those years respectively. This will be compared with both all juvenile arrest records of the Hermiston Police Department (control group), and the CAB participants. In order to perform these tests, the following null-hypotheses and hypotheses will be used to test for relationships between the independent variables of Race and Familial Support and their relationship on the dependent variable of Completion rate for the CAB.

H₀₁: There is no relationship between race and arrests rates in Juveniles by the Hermiston Police Department.

H₁: There is a positive relationship between Non-Caucasian and juvenile arrest rates by the Hermiston Police Department.

H₀₂: There is no relationship between race and assignment rate to the CAB

H₂: Non-Caucasians are assigned to the CAB in numbers greater than their representative percentage of the population.

H₀₃: There is no relationship between race and successful completion of the CAB.

H₃: There is a positive relationship between being Caucasian and successfully completing the CAB.

H₀₄: There is no relationship between family support and successful completion.

H₄: Family support has a positive relationship with successful completion of the CAB.

The first test will determine if there is any bias in selection to the CAB, presented as raw arrests and assignment to the CAB. It is believed that there will be sufficient number of cases that a normal curve can be used to determine the probability of any findings happening by random. Next, a normal probability curve will also be used to determine the probability of CAB participants based on race as compared to the general population, and also completion rates based on the same population. Finally, Chi-Square tests will be conducted to determine the strength of relationships when factors such as family support and race are factored into completion rates of the CAB.

Evaluation Question (EQ) 11 will be answered by conducting comparisons of the recidivism rates of the State of Oregon, Umatilla County, Hermiston Police, and the CAB and determining the change in recidivism rates, as well as calculating the number of additional referrals that may have occurred to determine what percentage the recidivism rate did or did not drop.

The assessment of the program cost and efficiency will be evaluated through the use of two (2) evaluation questions. Question 12 will be determined through the comparison of the “costs” of normal adjudication divided by the juvenile crime rate costs and compared to the costs of the individual referral divided by the same to determine a

mathematical comparison of efficiency rates. These costs will be determined by determining an acceptable “cost of crime” in the Hermiston Area utilizing existing data reported to the FBI via UCR reporting. Once these costs have been determined, a ratio will be determined by comparing the cost of the program to the costs of the crimes the program should be dealing with to determine if the program is running in an efficient manner. Mathematically, a ratio of 1.00 or greater will demonstrate that the program is efficient and is costing as much or less than the crime problem it is created to address.

Evaluation Question 13 will require a review of the Hermiston Police Budget for the years of the evaluation 2008-2013 and the budgets of Umatilla County to determine if there is a cost savings associated with the CAB. Due to the fact that the YSD has eliminated its in-house incarceration (jail) process, and reduced staff, this argument may not be economically viable at this moment but can be utilized at a later time if the program comes under additional review for possible cancelation. Costs will be determined by comparing the average cost of each juvenile arrest by the number of juvenile referrals in both the control group and the experimental group, as well as the number of any additional referrals that may have occurred to determine what the cost is for the program, compared to costs expected had the CAB not been in practice. The same evaluation will be done considering the cost of crime to the community to determine what effect, if any, the CAB had on quality of life via economic loss associated with juvenile crime.

Breaching any confidentiality rules that the police department and the school district are required to follow will be avoided by adhering to Institutional Review Board oversight and compliance with Federal regulations (45 CFR 46 Protection of Human

Subjects). Original files will be left with the originating agencies, and only sanitized tables will be utilized in this research. Coded reference sheets will also be left with the originating agency to ensure that data is not inadvertently released that could later identify a participant through any portion of the program. This portion of the study will also determine if the program is successful by stakeholders' operational definitions, and if it is successful in showing a reduction in juvenile recidivism.

Limitations and Delimitations

As with any study investigating a cause and effect relationship, the optimum situation would be a scientific based, longitudinal study using randomly selected individuals as part of both the control group and the research group with pre-treatment and post treatment tests administered to find not only if there was a causal relationship, but the strength and direction of said relationship. Due to the nature of this study, this type of research was not practical and in fact after careful review, could not be ethically supported due to the long lasting nature of the impact such a structure could create, specifically, not allowing juveniles the opportunity to participate in the CAB and subsequently being referred directly to the Umatilla County Juvenile justice system for adjudication. As the CAB does not leave a permanent record and the court system does, this would create a negative impact on juveniles which could not be justified through the scope of this research. Placing students into control groups, though scientifically valuable, would create a situation in which each student would not be allowed to attend an expected successful program. After consulting with stakeholders in this study, and carefully weighing the value of such data, this researcher decided that due to the

possibility of harm, or at least a lack of helpful intervention, that the true scientific model would have to be sacrificed in the best interest of the subjects.

Limitations applied to research consisted of the restriction to use historical data. Due to the nature of the program and the small number of juveniles currently entering the program each month (0-6), I am required to use the entire population rather than a statistical sample. Normally, an entire population would give a more reliable result; in this case, the number of participants during any particular year was not sufficient to produce a strong enough alpha when considering the strength of possible relationships. By increasing the span of inspection this researcher will be able to increase the population over the course of several years and reduce the chance of Type II errors by increasing the alpha. This population will be taken over the time period of 2008-2013 in order to provide enough subjects to infer any relationships and their directions. Immediate results are also a limitation in that while the local police department records are updated in real time, county and state historical records used for comparisons are at times several years delayed prior to publication, limiting our ability to inspect up to the immediate past year. With these limitations in place, it is believed that a reliable and statistically significant result can be determined with the multi-year population size that this researcher will have available.

This research will not use a direct first person survey involving students. Although the school district and police department have each expressed consideration of such surveys the same problem is created by the size of a population. To have a population or sample of sufficient alpha to demonstrate significance, doing a proper pre and post survey, would require this study to extend three (4) to six (6) years. Though the

data obtained would be relevant and worthwhile, it would be more appropriate to rely on subsequent research and controls. An additional delimitation is based on practicality when considering the above limitations. This research will use a quasi-scientific study to obtain participants during the specified time period. Since random sampling is not desired and the smaller size of the juvenile samples in individual years are not sufficient for the purpose of this study, population sampling will be replaced by using the entire population of juveniles attending CAB and juveniles referred to juvenile court, utilizing Hermiston Police Department records to develop these populations from juveniles with which the police had direct contact.

Chapter IV

DATA ANALYSIS

Through several interviews with police, school district, and juvenile services staff, the common assessment was that the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD) did not have the resources to address low risk or first time offenders with the attention they deserved, often writing letters to the parents to the tune that future contact would result in official sanctions (Coulombe, 2008; Maiocco 2014, Weissenfluh, 2012, 2014). The economy of eastern Oregon was hard hit during the recession, causing about a decade of consistently falling budgets, especially within Umatilla County. Other factors were influenced as well, such as the ending of the Federal Program CSEPP (Chemical Stockpile Emergency Preparedness Program). This program had provided money to subsidize emergency functions of government during the stockpile reduction at the Umatilla Chemical Depot. Many government agencies had come to rely on this long term, albeit temporary funding source. Also, the sunset of federal logging subsidies reduced direct federal payments to the county to prevent deforestation on federal lands within county boundaries. The Umatilla County budget committee had determined that it would require a 5-6% growth in revenue, annually to keep pace with current demands for service, yet from 2003-2012 growth was limited to between 2-3% (Umatilla County Budget Messages, 2003-2013). During this same period of time, the City of Hermiston, OR, within Umatilla County was experiencing strong

growth and a demographic shift of being primarily Caucasian to becoming a predominately bi-racial community with a large increase in the Hispanic population, as shown in Table 3.

Table 3: Hermiston Demographic Changes, Reported by U.S. Census 2000-2010

	2000 Census	2010 Census	Population Change
Caucasian	10688	12866	16.90%
Hispanic	3386	5852	72.80%
Black	122	136	11.50%
American Indian	124	221	78.20%
Asian	210	252	20.00%
Native Hawaiian or Pacific Islander	11	39	254.50%
Two or more Races	341	503	47.50%
Other	2137	3174	48.50%
Female	7007	8478	21.00%
Male	6626	8267	24.80%
Under 18	4101	5314	29.60%

* Information obtained through the U.S. Census Bureau,
www.census.gov

Due to the multiple organizations impacted by the Hermiston CAB, this chapter will analyze data in support of a complete program evaluation, utilizing five (5) sub-evaluations. A Needs Assessment will be conducted to evaluate if the CAB was needed and what the original circumstances were that led to its creation. An Assessment of the Program Design and Theory will consider if the program was appropriate for the type of effect that was desired. An Assessment of Program Process and Implementation will consider the rationale behind the program and how it is put into practice, determining if the program that was put into action was in fact the program that was desired, and if not how much difference will be found. Next will be an Assessment of the Program Output/Outcomes, or what is the result of the program, are goals being met, are

objectives attainable, and what effect is the program having. Finally we will focus on an Assessment of the Program Costs and Efficiencies. Especially in times of reduced budgets there will be a call to reduce costs wherever possible, and it will be important to know what “value” the program is providing to the community.

Needs Assessment

As mentioned in Chapter 3, due to the type of program evaluation, research questions have been compiled based on the evaluations hierarchical design and functional area. Most of the early records of the CAB are not available so a “rebuilding” or review of the situation as it existed then is necessary to demonstrate if there was a sufficient need for such a program. In this context, Research Questions 1, 2, and 3 are analyzed.

Research Question 1: What are/were the current (2003-2008) juvenile referral and recidivism trends?

To understand the perceptions that the local law enforcement leaders and those responsible for addressing juvenile crime were experiencing, it is important to put into context the changes that were occurring to the population of the Hermiston area as well as to the crime and recidivism rates within that area. As Table 4 demonstrates, there was a significant increase in violent crime reported by the Hermiston Police Department to the FBI (2003-2013), during the time period of 2003 to 2007, which is the time immediately before creation of the CAB. Violent crime increased more than 400%. Each UCR category of violent crime saw increases, particularly aggravated or felony assaults.

Hermiston Crime Statistics as Reported by the FBI, Crime in the United States, sub
Table 4 table 8 2003-2013

	Population	Violent Crime	Murder	Rape	Robbery	Aggravated Assault	Property Crimes	Burglary	Larceny	Auto Theft	Arson
2003	13,719	11	3	4	4	0	837	172	601	64	4
2004	14,224	11	0	3	8	0	639	116	477	46	2
2005	14,626	19	0	4	9	6	1,051	179	771	101	1
2006	14,897	34	0	3	7	24	834	148	619	67	2
2007	15,148	67	0	5	12	50	972	163	739	70	5
2008	15186	49	0	2	11	36	711	123	540	48	3
2009	15544	50	0	3	11	36	655	108	500	47	2
2010	15399	60	1	10	9	40	679	116	542	21	2
2011	16923	46	1	2	14	29	765	154	548	63	0
2012	17059	24	0	4	9	11	551	118	378	55	3
2013	17214	18	0	6	9	3	575	96	404	75	1

** Information compiled using FBI UCR data, contained in Crime in the United States, years 2003-2013. <http://www.fbi.gov>*

Though these numbers begin to paint a picture of the situation Hermiston was encountering during the time leading up to 2008, raw numbers don't tell the entire story. By adjusting for population increases, than standardizing by multiplying by 100,000, we are able to show the crime rates for the city that can also be compared to other cities, directly, regardless of size or region. Table 5 shows the results:

Table 5 UCR Reported Crime Rates in Hermiston by Category (per 100000)

	Violent Crime	Property Crimes	Total UCR Reported Crime
2003	80.2	6101.0	6181.2
2004	77.3	4492.4	4569.7
2005	129.9	7185.8	7315.7
2006	228.2	5598.4	5826.7
2007	442.3	6416.7	6859.0
2008	322.7	4681.9	5004.6
2009	321.7	4213.8	4535.5
2010	389.6	4409.4	4799.0
2011	271.8	4520.5	4792.3
2012	140.7	3230.0	3370.7
2013	104.6	3340.3	3444.9

Note: Crime rate = incidents/population, multiplied by 100000

When the rates of total crime reported by UCR, violent crimes, and property crimes are standardized with the population, we can see how they all compare to each other to get an accurate presentation of these changes. To standardize, a mean and a standard deviation were obtained for the years 2003-2013 in all the categories mentioned. Then the individual year's total had the mean subtracted, the result of which was divided by the standard deviation and multiplied by 10. This procedure standardized the numbers by ensuring each had a mean of 100 and a standard deviation of 10, thereby allowing direct comparison of each number without influence to size or scale. Figure 5 shows this comparison.

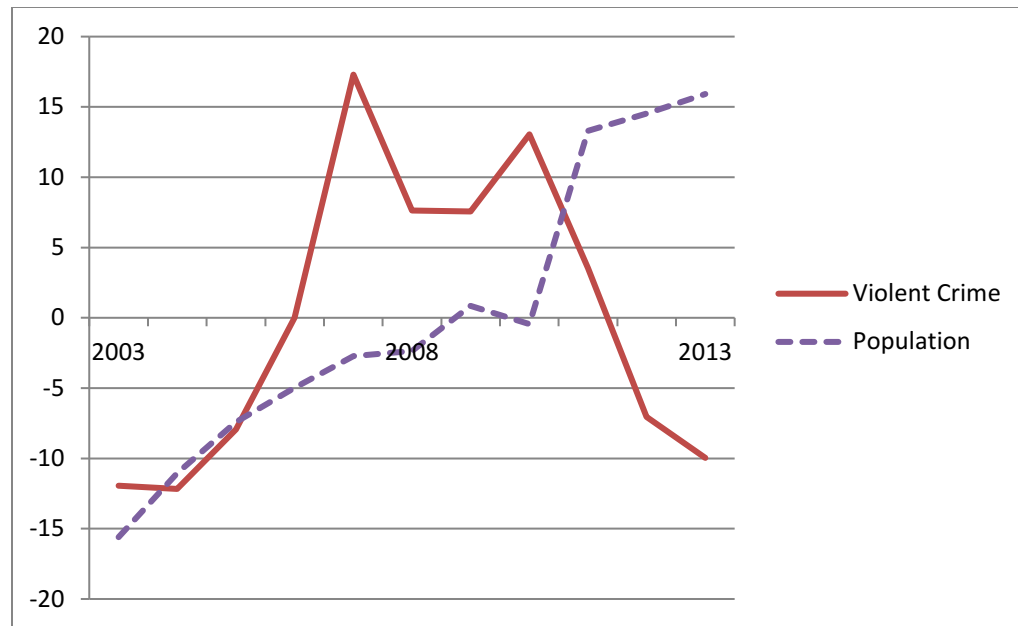


Figure 5: Standardized Comparison of Violent Crime and Population Changes in Hermiston, OR: 2003-2013

Figure 5 is significant in that it shows a significant change in violent crime in the Hermiston area beginning between 2003 and 2004 that greatly outpaced the population increase. The chart also shows the violent crime rate dropping between 2010-2011, also apparently against the increasing population. The years immediately preceding the implementation of the CAB show an alarming increase in violent crime that appears to not be able to be explained by population growth.

When considering the number of juvenile referrals that the UCCJ-YSD was dealing with each year, it needs to be noted that early interviews revealed an interesting omission on the part of the Hermiston Police Department and the UCCJ-YSD. While the UCCJ-YSD was responsible for reporting all juvenile referrals to the Oregon Youth Authority Juvenile Justice Information System, they were not receiving that information from the Hermiston Police Department through the CAB, therefore, CAB participants were not counted in the state referral and recidivism reports from 2008-2013, so the JJDS reported referrals and recidivism were under reported to the state (Table 6).

Table 6 *Umatilla County Juvenile Referral and Recidivism Tracking*

Referral		Subsequent Referral		Subsequent Referrals 1-2		Chronic Referrals 3 or more	
	Youth	Youth	%	Youth	%	Youth	%
2003	630	213	33.8%	169	26.8%	44	7.0%
2004	598	227	38.0%	171	28.6%	56	9.4%
2005	610	207	33.9%	152	24.9%	55	9.0%
2006	632	219	34.7%	157	24.8%	62	9.8%
2007	560	229	40.9%	165	29.5%	64	11.4%
2008	558	168	31.2%	119	22.1%	49	9.1%
2009	438	140	32.0%	112	25.6%	28	6.4%
2010	376	124	33.0%	97	25.8%	27	7.2%
2011	369	113	30.6%	87	23.6%	26	7.0%
2012	271	80	29.5%	67	24.7%	10	15.9%

* *Information obtained through the Oregon Juvenile Justice Data System publications, "Data & Evaluation Reports: Recidivism 2003-2012"*

This in effect created a second group, which similar to an experiment group was pulled from the larger population (control group) and allows an unbiased semi scientific means of comparison between the two like groups to determine what effect, if any, assignment to the CAB created. Figures 6 and 7 show the recidivism rates and the chronic recidivism rates, respectively, showing that Umatilla County, even with the missing data, was significantly higher than the state average.

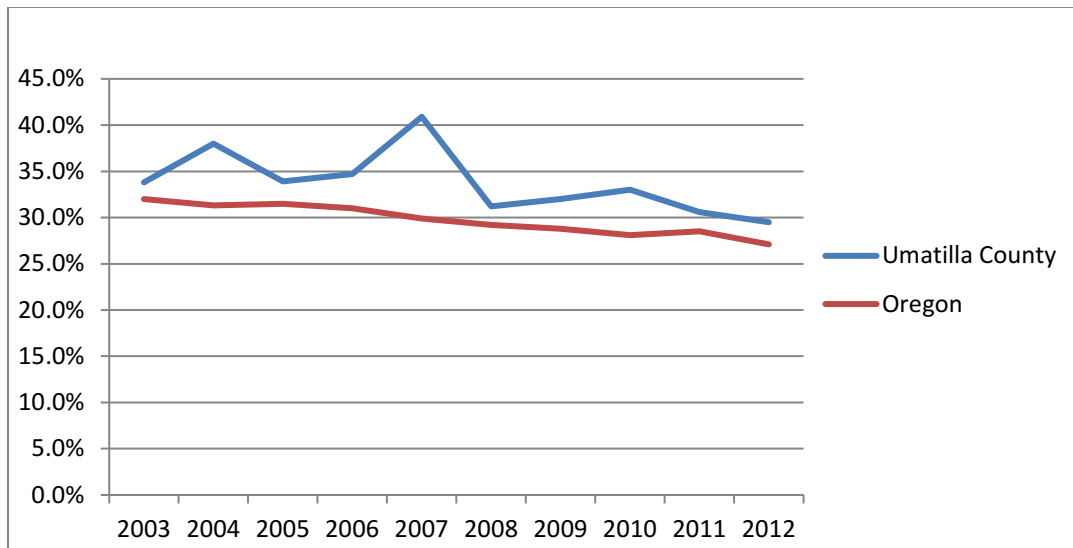


Figure 6. Comparison of Juvenile Recidivism Rates Between Umatilla County and the State of Oregon. Data gathered from the Oregon Juvenile Justice Data System

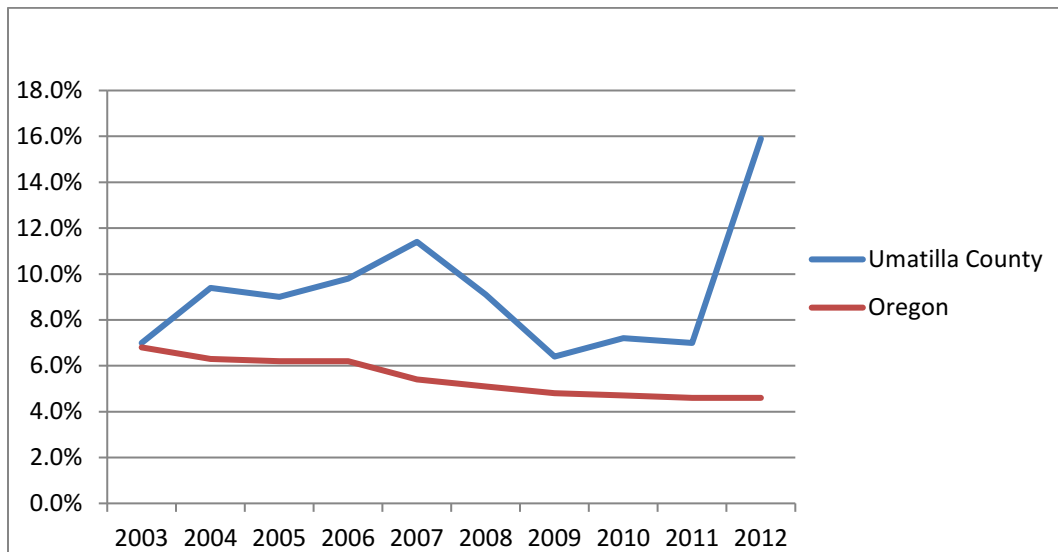


Figure 7. Comparison of Chronic Juvenile Recidivism Rates Between Umatilla County and the State of Oregon. Displaying the percentage of referrals that go on to reoffend 3 or more times.

Research Question 2: What is the target population/clientele of the Community Accountability Board?

To determine the target population, it was necessary to look at the context of beginning of the program, as well as identifying trends and changes in the

population/clientele of the CAB as well as the capabilities of the YSD as it tried to keep up with demands. Table 7 shows data reported by the Hermiston School District from 2004 through 2012. *N* represents the total number of students from grades 6-12, in Oregon children under the age of 10 are not referred criminally as children over the age of 10 can be, therefore the student population is adjusted to meet this same requirements, as close as possible.

Table 7: *Demographic Summary, Hermiston School District 2004-2012*

	2004	2005	2006	2007	2008	2009	2010	2011	2012
<i>N</i>	2290	2299	2375	2290	2808	3064	2976	2849	2796
<i>Female</i>	1126	1100	1130	1126	1325	1466	1423	1373	1350
<i>Male</i>	1164	1199	1245	1164	1483	1598	1553	1476	1446
Asian	39	38	39	39	24	33	37	36	35
Black	33	42	37	33	40	33	24	25	23
Caucasian	1435	1387	1433	1435	1546	1636	1575	1512	1470
Hispanic	741	789	815	741	1153	1326	1308	1240	1231
Native American	19	20	26	16	30	22	20	23	23
Other	6	5	8	9	3	0	0	0	1
Pacific Islander	17	18	17	17	12	14	12	13	13

** Information obtained through the Hermiston School District and compiled using PowerSchool Software*

Table 8 shows the same data, consolidated into a bi-racial division of Caucasian and Non-Caucasian.

Table 8: *Demographic % Summary, Modified, Hermiston School District 2004-2012*

	2004	2005	2006	2007	2008	2009	2010	2011	2012
Non-Caucasian	37.3%	39.7%	39.7%	37.3%	44.9%	46.6%	47.1%	46.9%	47.4%
Caucasian	62.7%	60.3%	60.3%	62.7%	55.1%	53.4%	52.9%	53.1%	52.6%

When reviewing Appendices G, H, and I, several relevant facts are revealed.

Juvenile crime had been increasing in dramatic proportions, and many of the offenders

were new offenders that would go on to recidivate. The Hermiston School District, led by Dr. Fred Maiccio held monthly meetings referred to as Juvenile Violence Roundtable Meetings. School supervisors, police leaders in the region, UCCJ-YSD (Juvenile Dept) personnel, social services, and others were invited to share information and develop collaborative strategies to reduce violence among juveniles, specifically within the Hermiston School District. Chief Coulombe mentioned in Appendix F that juvenile crime had seen recent drastic increases, citing an increase in assaults from 23 to 53 between 2006 and 2007. Also, he briefed on the existence of five (5) juvenile gangs that were identified as operating in the Hermiston Area. Several points were made to bring the Roundtable Meeting forward:

1. Increased communication between agencies
2. Use evidence based research to narrow options
3. Utilize more community resources
4. Hold juveniles accountable, including their parents
5. Look for additional resources for chronic offenders

In March 2008, these discussions continued, now focusing on efforts of holding the juveniles accountable. The District Attorney's office was attempting to move graffiti cases and juvenile cases in general through the system faster, and a determination from the HSD to increase alternative programs, down to the middle school level (6-8 grades) to hold juveniles accountable (Appendix G).

The first mention of the Hermiston CAB available is in Appendix I, an agreement between the Hermiston Police Department and the Hermiston School District. The City of Hermiston had agreed to pay half the salary of the CAB officer with the HSD paying

the other half (Coulombe, 2011). The intent was to interrupt the cycle of chronic offenders and attempt to get juveniles that were on the wrong track to stop inappropriate behavior.

During this same time, the UCCJ-YSD was under increasing pressure to reduce staffing to counter an increasing demand for detention space and personal costs, Table 9 shows that until severe reductions in 2009, the YSD was struggling to keep up with the case load of increasing juvenile referrals. Though occurring in 2009, the Umatilla County Commission had been considering shutting down the Detention program and cut most funding from the Early Intervention programs, which was known to School District and Police administration.

Table 9: *Youth Services Division Full Time Employee by Section*

	Total FTE	Juvenile Services	Juvenile Detention	Prevention, Early Intervention	Girls Circle
2003-2004	22.5	12	10.5	0	0
2004-2005	24.5	12	11.5	1	0
2005-2006	25	12	12	1	0
2006-2007	25	11.5	12.5	1	0
2007-2008	25	11.5	12.5	1	0
2008-2009	23.5	11.5	12	0	0
2009-2010	14.5	14.5	0	0	0
2010-2011	12.5	12.5	0	0	0
2011-2012	11.5	11.5	0	0	0
2012-2013	10.5	10.5	0	0	0

Notes: FTE = Full Time Employees. Information gathered from Umatilla County, OR published budget reports 2003-2013

Table 10: *Youth Services Division Budget by Section*

	Juvenile Services	Juvenile Detention	Prevention, Early Intervention	Girls' Circle	Total Budget
2003-2004	\$753,117	\$760,025	\$0		\$1,513,142
2004-2005	\$777,255	\$814,924	\$109,031		\$1,701,210

2005-2006	\$836,239	\$889,358	\$109,671	\$12,700	\$1,847,968
2006-2007	\$846,852	\$957,723	\$94,552	\$3,500	\$1,902,627
2007-2008	\$902,534	\$1,021,621	\$76,223	\$30,000	\$2,030,378
2008-2009	\$941,159	\$1,010,190	\$0	\$0	\$1,951,349
2009-2010	\$1,436,990	\$0	\$0	\$4,695	\$1,441,685
2010-2011	\$1,269,274	\$0	\$0	\$4,000	\$1,273,274
2011-2012	\$1,304,783	\$0	\$0	\$0	\$1,304,783
2012-2013	\$1,348,903	\$0	\$0	\$0	\$1,348,903

* *Information gathered from Umatilla County, OR published budget reports 2003-2013*

Table 10 is significant in that it shows the detention services requiring a larger and larger portion of the division's budget while prevention/intervention program continued to be slashed. This continued until the department was no longer able to do both, resulting in juvenile detention services being terminated in 2009 and being contracted out to a commercial detention facility, but not before also sacrificing prevention programs. The YSD was left with the conditions of having to deal with the same case load, but at a reduction of approximately 38% of the full-time work force. At first glance, it appears this negative trend was reversed when YSD, juvenile services saw a 2 FTE (full-time employee) improvement with the transfer of funding, this was later reduced by approximately 1.5 FTE a year through 2012.

With increasing stress on YSD staff and budgets, the Hermiston area was seeing a large growth in the target population and an increase in referrals to the YSD.

Table 11: *Populations of Youth Under 18 Years of Age (Juvenile)*

	2000 Census	2010 Census	Population Change
Oregon	846,526	866,453	2.4%
Umatilla County	19,562	20,200	3.3%

Hermiston	4,101	5,314	29.6%
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* Obtained through Portland State University: College of Urban and Public Affairs, Population Research Center, <http://www.pdx.edu/prc/home>

Table 11 shows while Umatilla County experienced a small increase in the under 18 population, Hermiston had an almost 30% growth in this area.

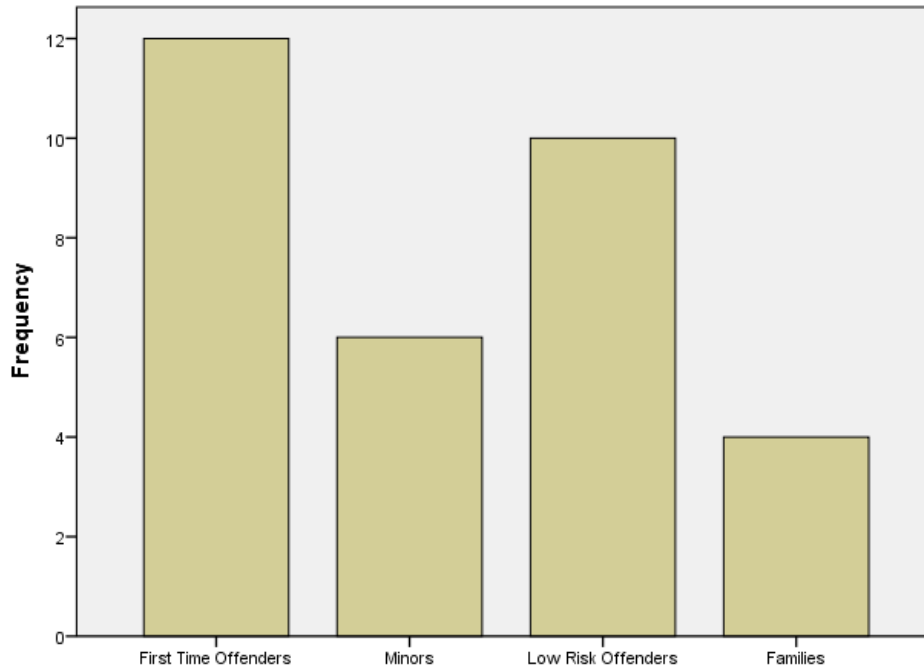


Figure 8: Survey Responses to Identify Target Population for the CAB.

Research Question 3: What are the needs of the target population?

On April 8th, 2015 surveys (Appendix J) were sent to the Hermiston School District (HSD)(superintendent, deputy superintendent, Hermiston High School principal, vice-principal and counselors, and Middle School principals and counselors), the Hermiston Police Department (HPD)(Chief, Operations Captain, and CAB Officer, and CAB Board members), and the Umatilla County Community Justice-Youth Services Division (UCCJ-YSD) (Administrator, assistant administrator, juvenile probation

officers). The survey instrument was sent to email recipients through the use of “Survey Monkey,” www.surveymonkey.com . On April 19, 2015, a reminder email was sent to participants that had not replied as of yet, and an additional reminder was sent on April 29. At the end of the survey period, a total of 25 surveys were sent out with 17 replies received. Dr. Maiocco volunteered to send the survey specifically to school administrators (defined as supervisory personal having contact with the CAB), school board members, and CAB members in the form of a weblink. This weblink version generated another 15 responses, for a total response of 32 completed surveys. The final response was received on May 27, 2015. At this point, the survey was closed. An analysis of the survey respondents follow.

Table 12: *Survey Respondents by Gender*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Female	12	37.5	37.5	37.5
	Male	20	62.5	62.5	100.0
	Total	32	100.0	100.0	

Table 13: *Survey Respondents by Race*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Caucasian	27	84.4	84.4	84.4
	Hispanic	4	12.5	12.5	96.9
	Asian	1	3.1	3.1	100.0
	Total	32	100.0	100.0	

Table 14: *Survey Respondents by Age*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	30-39	8	25.0	25.0	25.0
	40-49	13	40.6	40.6	65.6
	50-59	7	21.9	21.9	87.5
	60 & over	4	12.5	12.5	100.0
	Total	32	100.0	100.0	

Table 15: *Survey Respondents Tenure with CAB*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	<1 year	4	12.5	12.5	12.5
	2 years	6	18.8	18.8	31.3
	3 years	1	3.1	3.1	34.4
	> 3 years	21	65.6	65.6	100.0
	Total	32	100.0	100.0	

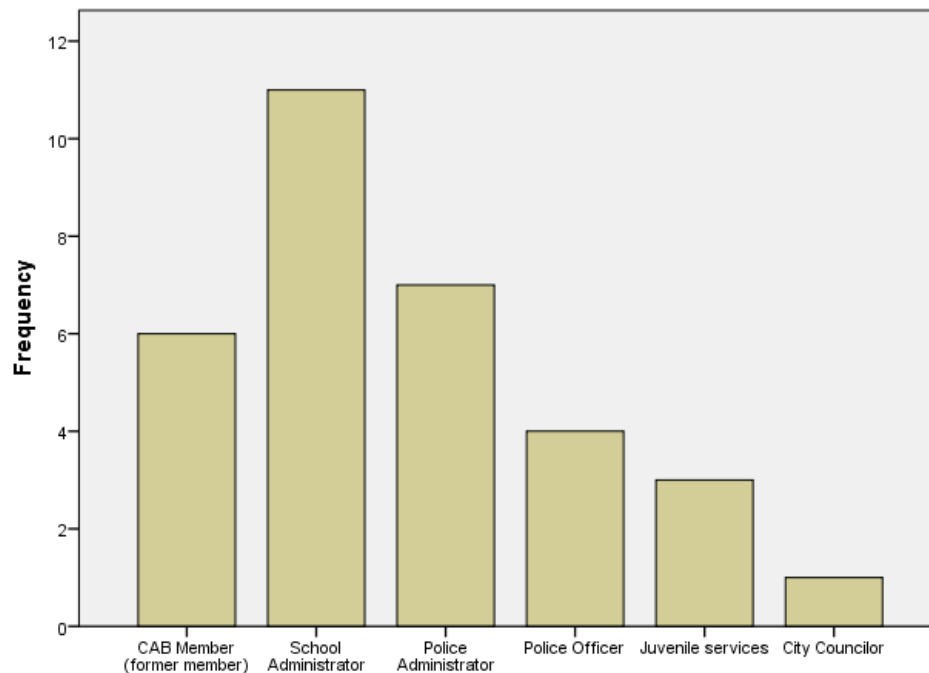


Figure 9: Survey Respondent's Association with the CAB

Altogether, the respondents represent varied occupations within the juvenile sphere of influence and overwhelmingly seem to be senior professionals within their organizations so it was puzzling that when questioned as to what resources were needed for the target population, 76 of 96 responses were returned as “unknown”.

Table 16: *Additional Resources Needed by CAB, Grouped Responses*

		Responses		Percent of Cases
		N	Percent	
Additional Resources ^a	Counseling	5	5.2%	15.6%
	Community Services	2	2.1%	6.3%
	Personnel	6	6.3%	18.8%
	Mentoring	6	6.3%	18.8%
	Liability	1	1.0%	3.1%
	Unknown	76	79.2%	237.5%
Total		96	100.0%	300.0%

a. Group

Assessment of Program Design and Theory

Research Question 4: What services are needed to address the problem?

Questions regarding the needs of the target clientele, current resources of the program, and suggested additional resources for the programs were multipart, open-ended questions due to different definitions and needs. Each participant was asked to name three resources they believe the CAB presently needs or has access to be successful. These results are depicted in Table 17, below:

Table 17: *Present CAB Resources*

		Responses		Percent of Cases
		N	Percent	
Present Resources ^a	Counseling	14	14.6%	43.8%

	Community Services	12	12.5%	37.5%
	Personnel	7	7.3%	21.9%
	Mentoring	9	9.4%	28.1%
	Liability	14	14.6%	43.8%
	Unknown	40	41.7%	125.0%
Total		96	100.0%	300.0%

a. Group

Respondents equally felt that the CAB was providing counseling as well as holding juveniles responsible for their behavior (liability) yet the majority of respondents reported they did not know what the resources of the CAB were, which is consistent in the follow-up question, “what additional resources are needed for the CAB to be effective,” discussed later in this chapter in Table 22.

Though the majority of respondents again agreed that they didn’t know or were too unfamiliar with the process to offer an answer, only one response out of 32 cases suggested higher liability or punishment for the juveniles was needed

Research Question 5: Does the program have attainable goals and objectives?

Table 18: *Are You Familiar with the Goals and Objectives of the CAB*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	20	62.5	62.5	62.5
	No	6	18.8	18.8	81.3
	Unsure	6	18.8	18.8	100.0
	Total	32	100.0	100.0	

Although the overwhelming majority of respondents claimed to be familiar with the Goals and the Objectives of the CAB, most, that chose to answer, were almost evenly split as to what those goals and objectives were. Question 11 was a follow up to question

10, asking if respondents could name the goals and objectives of the CAB. This question allowed for up to three responses each blanks were listed as unknowns, for a total of 96 responses. These responses were grouped by likeness and then coded for analysis by SPSS, Appendix K.

Table 19: *Perceived Goals and Objectives of the CAB*

		Responses		Percent of Cases
		N	Percent	
Perceived Goals and Objectives	Accountability	19	19.8%	59.4%
	Development	18	18.8%	56.3%
	Crime Reduction	17	17.7%	53.1%
	Juv. Court Alternative	16	16.7%	50.0%
	Unknown/Other	26	27.1%	81.3%
Total		96	100.0%	300.0%

Table 19 demonstrates there is no firm leader in perceived goals and objectives.

Question 12 was a three part question, asking respondents to respond in a Likert scale on a scale of 1 to 5, 1 being “not at all”, 3 being “satisfactory”, and 5 being “excellent” and rate how they believed the CAB meets its goals, how the CAB meets its objectives, and how the CAB performs overall, respectively.

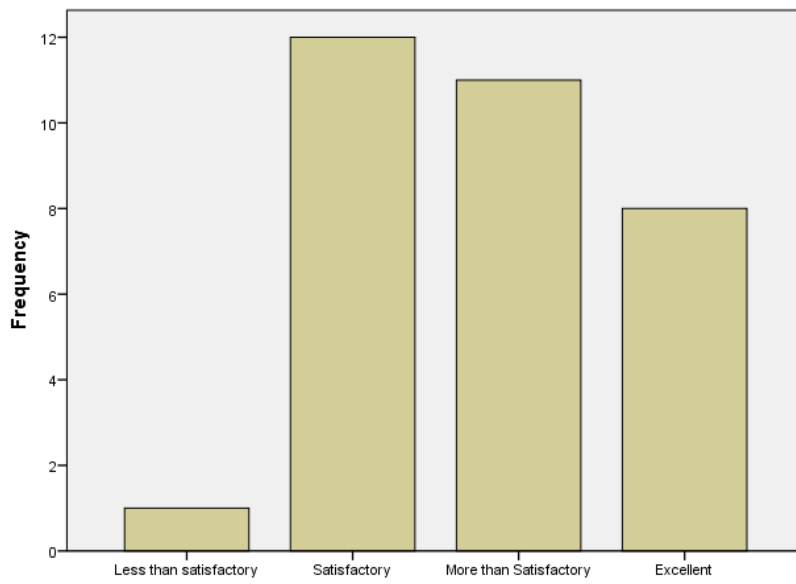


Figure 10: Survey Responses How Well Does the CAB Meet its Goals

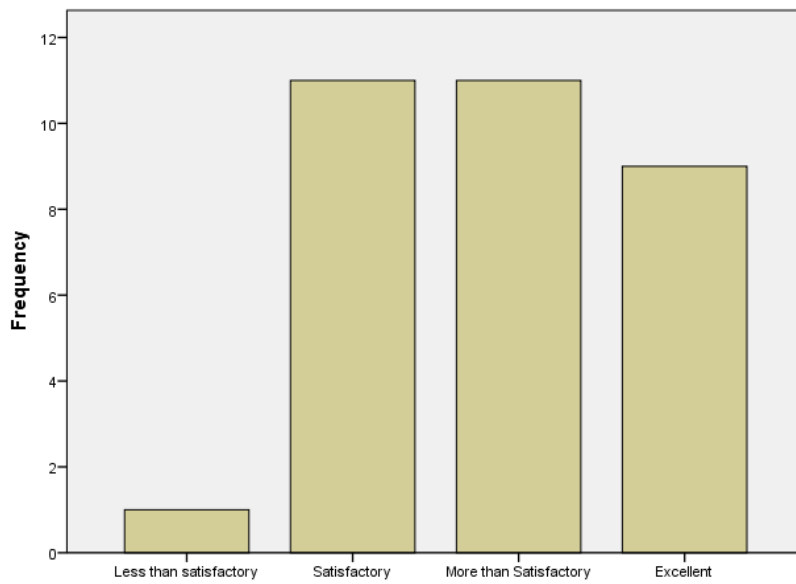


Figure 11: Survey Responses, How Well Does the CAB Meet its Objectives?

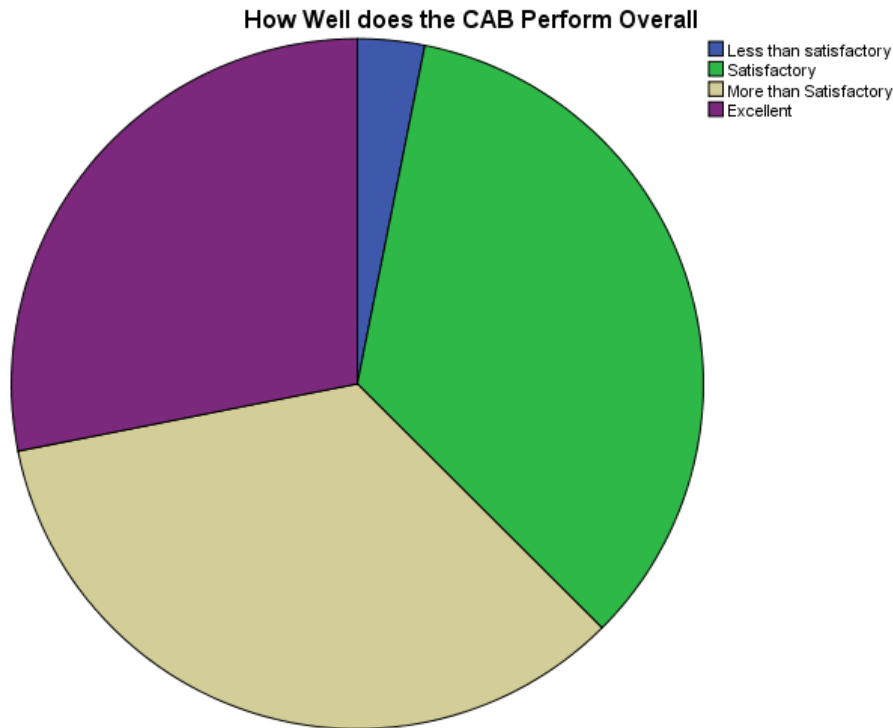


Figure 12: Percent of Survey Responses, How Well Does the CAB Perform Overall.

The respondents overwhelmingly supported the Goals and Objectives of the CAB, even though any goals and objectives at this would have come more from group understanding as no formal goals and objectives had been identified. Figure 13 shows a deviation from the previous answers regarding goals. After asking for specific goals and objectives and asking respondents to rate how well the CAB meets them and performs overall, this author then asked a similar question in a different manner, Question 13 asked respondents to answer what they believed to be the “purpose” of the CAB, and a different pattern emerged.

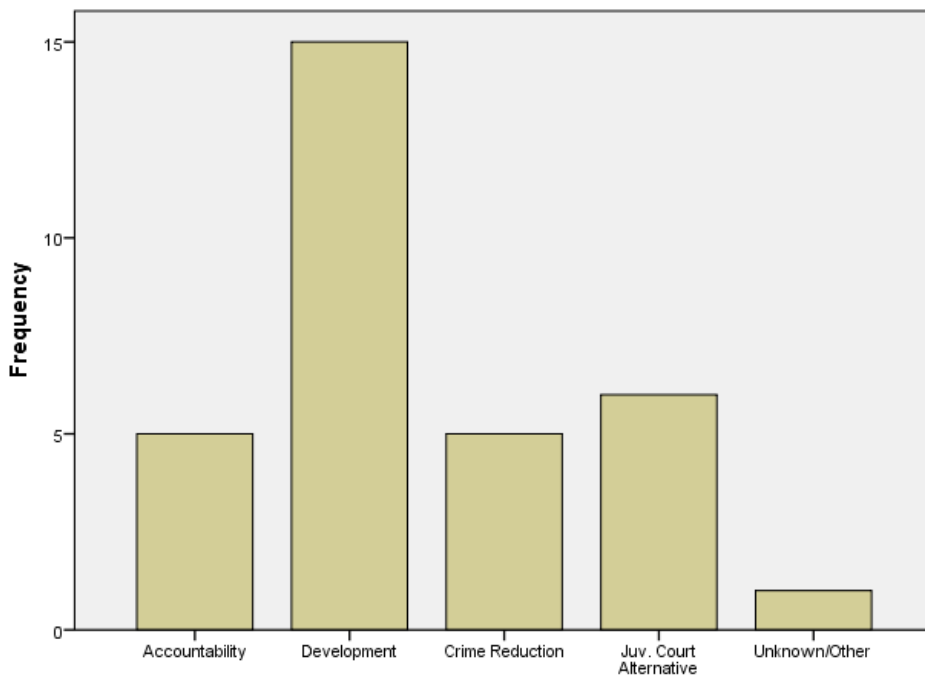


Figure 13: Purpose of the CAB

Table 20: *Reported Purpose of the CAB*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Accountability	5	15.6	15.6	15.6
	Development	15	46.9	46.9	62.5
	Crime Reduction	5	15.6	15.6	78.1
	Juv. Court Alternative	6	18.8	18.8	96.9
	Unknown/Other	1	3.1	3.1	100.0
Total		32	100.0	100.0	

Research Question 6: How should the program be organized?

There are numerous approaches under restorative justice in which appears more often than not the framework that community accountability boards are formed under, (Greenwood, 2009; Tsui, 2014). Common traits revealed through a review of existing

literature show that while there is no firm structure in boards makeup, there are common core concepts for boards, also known as reparative boards, are successful (O'Brien, 2007). Regardless of origin (religious organization, probation, police) reparative boards have at their center; 1.) To repair harm, 2.) Reduce risk, and 3.) Empower the community (O'Brien, 2007; Smith, 2011; Welsh, Rocque, & Greenwood, 2014).

Evidence based programs are those that have been evaluated through rigorous scientific study using experimental or quasi-experimental methods (Greenwood, 2010; Seave, 2011). Though becoming more commonplace in mediation events, and specifically juvenile justice there is still work required in record keeping and data analysis to determine which programs should be maintained, and which programs should be attempted, or canceled. The lack of proper data tracking has been referred to as "science to service gap" (Fixsen, Blasé, & VanDyke, 2011). Without this data evidence based programs have a risk of being "sponsored" or maintained as part of a pet project rather than an effective tool for the community (Greenwood, 2009; Westin, Barksdale & Stephen, 2014).

Several meta-analytically studies have been done to determine favorable aspects of reparative boards in successfully reducing recidivism among juvenile offenders. Lancaster, et al., demonstrated that racial make-up of the board was not as significant as the juvenile offender being able to associate themselves with the board, feeling that the members "get" them or understand their individual issues (2011). It is important that when recruiting volunteers for such boards that they promote a sense of inclusivity and equity (Stahlkopf, 2009). Doing so, can help create a holistic community centered approach that can articulate the values of the community and allow the offender to

understand and re-enter that community (Ryals, 2005), and allows the juvenile to feel that their best interests are represented (Darnell, 2013). Though these boards are made up of members of the community, consistent and refresher training is required (Beck, 2012) to ensure that the juvenile's rights are respected and allowing the process to focus on rehabilitation rather than retribution (Gerkin, 2012).

Though foreign to many criminal justice professionals, the concept that the community is harmed as well as the victim is receiving increased attention nationwide, allowing intervention to address both the needs of the victim and the offender (Dzur, 2011; Sarre & Young, 2011). One of the risks that often prevents law enforcement or juvenile service agencies from successfully utilizing evidence-based practices is the “do something and do it now” approach to most community problems (Benekos, Merlo, & Puzzancera, 2013). This is common among all government circles and not restricted to law enforcement but can create copying programs that were successful in other areas, such as adult crime prevention. It is for this reason that many municipalities adopted parental responsibility laws as a quick fix without taking advantage of the opportunity of family development could achieve (Warner & Cannon, 2004).

Parental responsibility statutes stress holding parents responsible for the actions of their children. This has not been without controversy and political challenges (Warner & Cannon, 2004). In some municipalities it has often put law enforcement at odds with judicial systems, has created concerns of double jeopardy, and can have negative effects through creating additional stress on families already unable to cope with juvenile issues (Krisberg, 2014). Studies have shown that programs that do involve parents through school programs (Hazen, 2012), counseling (Warner & Cannon, 2004) or faith based

mediation programs (Armour et al., 2008) with a focus on support and development have been successful in reducing recidivism (Alaird & Montemayor, 2012; Maschi, Schwalbe & Ristow, 2013). These studies have also shown that reparative boards are having greater than expected success with higher risk and violent offense juveniles, often showing greater reductions in recidivism than programs that focus only on low level or first time offense programs (Bergseth & Bouffard, 2012; Wilson & Hoge, 2012). Faith-based and Parental development focused boards have also shown significant improvements in recidivism rates amongst multi-ethnic groups of juvenile offenders, specifically showing Hispanic participants were significantly less likely to reoffend if attending counseling *with (emphasis added)* family members (Lancaster et al., 2011).

Research Question 7: What resources are necessary and appropriate for the program?

Table 21: *Q15 What Resources Does the CAB have for its Success?*

		Responses		Percent of Cases
		N	Percent	
Present Resources ^a	Counseling	14	14.6%	43.8%
	Community Services	12	12.5%	37.5%
	Personnel	7	7.3%	21.9%
	Mentoring	9	9.4%	28.1%
	Liability	14	14.6%	43.8%
	Unknown	40	41.7%	125.0%
Total		96	100.0%	300.0%

a. Group

Table 22: *Q16 Additional Resources Needed by the CAB*

		Responses		Percent of Cases
		N	Percent	
Future Resources ^a	Counseling	5	5.2%	15.6%
	Community Services	2	2.1%	6.3%
	Personnel	6	6.3%	18.8%
	Mentoring	6	6.3%	18.8%
	Liability	1	1.0%	3.1%
	Unknown	76	79.2%	237.5%
Total		96	100.0%	300.0%

a. Group

Assessment of Program Process and Implementation

Evaluation Question 8: Are the intended services being delivered to the target population?

Standard 8: 80% of the first time offenders should be offered a formal accountability program/letter within one (1) month of referral. 100% should be offered a FAP/L within three months of referral.

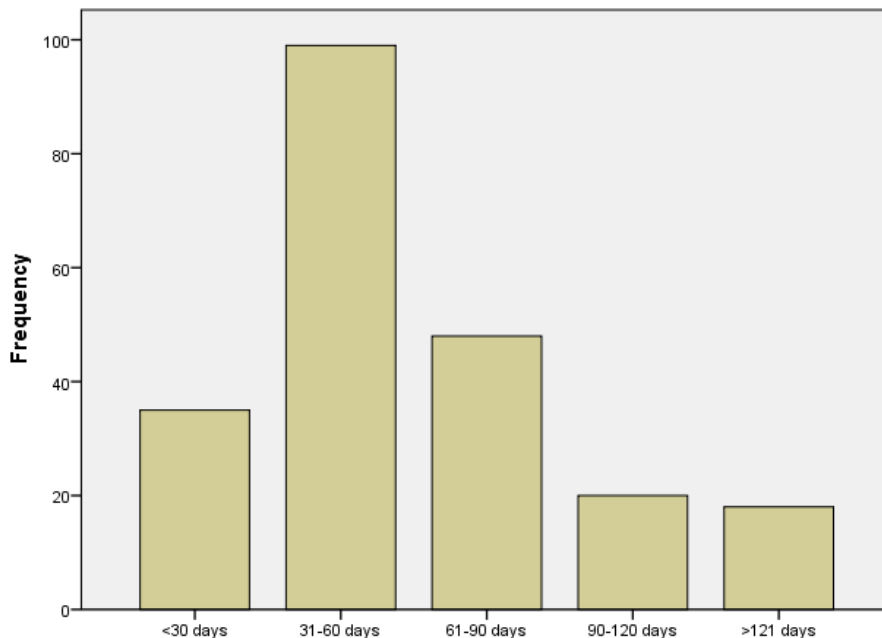


Figure 14: The bracket of Days between Referral and CAB Assignment. Information provided by Hermiston Police Department

Table 23: *Time (Days) Between Referral and CAB Assignment: 2009-2012*

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid <30 days	35	15.9	15.9	15.9
31-60 days	99	45.0	45.0	60.9
61-90 days	48	21.8	21.8	82.7
90-120 days	20	9.1	9.1	91.8
>121 days	18	8.2	8.2	100.0
Total	220	100.0	100.0	

**Information provided by the Hermiston Police Department*

Figure 14 and Table 23 were surprising in that they indicated that although many cases are handled within 30-60 days, we do not see a majority of the cases being assigned until 61-90 days which is where we also meet our goal of 80%. Troubling in this is that although an appropriate goal of 100% within three (3) months, it appears that almost 10% must wait more than 120 days, or 4 months prior to attending the CAB. Table 24 shows that, due to the larger expected grouping over 121 days, the mean time between referral and CAB attendance is 60.54 days, with a large standard deviation. This may be problematic as research suggests that youths and their family are unlikely to attend services if they have to wait for more than six months, and that families may lose interest in receiving treatment if the wait extends to six (6) to seven (7) weeks (Westin, Barksdale, & Stephen, 2014; Welsh, Rocque, & Greenwood, 2014).

Table 24: *Time Between Referral and CAB Attendance 2008-2012*

	N	Minimum	Maximum	Mean	Std. Deviation
Time: Referral-CAB (days)	220	4	294	60.54	37.698
Valid N	220				

Evaluation Question 9: Once in service, do sufficient numbers of clients complete the service?

Standard 9: At least 90% of CAB participants should finish the program as directed.

Table 25: *CAB Completion Rate 2009-2012*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	208	94.5	94.5	94.5
	No	12	5.5	5.5	100.0
	Total	220	100.0	100.0	

** Information provided by the Hermiston Police Department*

Table 25 demonstrates that 94.5% complete their programs, exceeding the goal of 90%. Though not inclusive of the goal of also reducing recidivism, it does demonstrate that the program has sufficient controls to ensure that members are met by the board, interviewed, given the opportunity to participate in a formal accountability agreement, and are monitored through completion of the program, also creating a sense of accountability (Greenwood, 2009).

Evaluation Question 10: Is there a bias against Non-Caucasians in the assignment to, or the completion of the CAB?

Standard 10: Caucasians and Non-Caucasians should be within 75% probability of their expected values.

During an interview, Kim Weissenfluh stated she had been approached in an open public meeting and told by a member of the Hispanic Advisory Committee that Hispanics were targeted by the CAB and were unfairly treated while in the CAB. In order to determine if there is bias throughout the CAB process, several hypotheses had to be developed to test relationships. These null hypotheses and respective hypotheses are

listed below as a group for reference and will be analyzed individually later in this chapter.

H₀₁: There is no relationship between race and arrests rates in Juveniles by the Hermiston Police Department.

H₁: There is a positive relationship between Non-Caucasian and juvenile arrest rates by the Hermiston Police Department.

H₀₂: There is no relationship between race and assignment rate to the CAB.

H₂: Non-Caucasians are assigned to the CAB in numbers greater than their representative percentage of the population.

H₀₃: There is no relationship between race and successful completion of the CAB.

H₃: There is a positive relationship between being Caucasian and successfully completing the CAB.

H₀₄: There is no relationship between family support and successful completion.

H₄: Family support has a positive relationship with successful completion of the CAB.

To determine if there is any bias against Non-Caucasians in consideration of assignment to the CAB, a review of records utilized for this determination would be beneficial, but these records are not available. In order to determine as accurately as possible the circumstances leading to assignment to the CAB a set of normal probability distributions will be included to analyze Hermiston Police arrest/referral data in regards to race during this study's period. This test will also be applied to assignment to the

CAB. A bivariate analysis and cross-tabulation will be used to determine if there is any bias in completing the CAB. Pearson's Chi-Square test will be used to determine if relationships exist between the variables.

H₀₁: There is no relationship between race and arrests rates in Juveniles by the Hermiston Police Department.

H₁: There is a positive relationship between Non-Caucasian and juvenile arrest rates by the Hermiston Police Department.

To determine the number of juvenile arrests between 2009 and 2012 (the period the CAB was fully implemented), a search was conducted utilizing the Sun Ridge Systems, RIMS program, utilized by the Hermiston Police for record keeping and dispatch. Table 26 shows these arrest tabulations.

Table 26: *Juvenile Arrests by Race and Gender: 2009-2012*

	Caucasian	Non-Caucasian	Male	Female	Total
2009	131	222	250	103	353
2010	85	133	164	54	218
2011	180	166	240	106	346
2012	95	117	155	57	212

** Information obtained utilizing Hermiston Police Department Sun System Database, RIMS.*

This researcher referred to Table 27 for population demographic information for each year, 2009 through 2012 to determine the racial percentages of the population, adjusted for ages 10-18.

Table 27: *Hermiston Demographic Information, Adjusted by Age: 2009-2012*

	Caucasian	Non-Caucasian	Population
2009	1636	1428	3064
2010	1575	1401	2976
2011	1512	1337	2849
2012	1470	1326	2796

* *Information supplied by the Hermiston School District*

To use a Normal Distribution on a year by year basis Table 28 was developed and is shown below. When determining the likelihood of racial discrimination with Caucasian being the dominant (more abundant) population, the problem becomes determining the probability that with a known population and demographics that a certain number or less of Caucasians would be arrested based on their representation within that population. The variables are defined as:

p = The probability of randomly arresting a Caucasian

$q = 1-p$

n = The number of arrests for that year

The mean of a probability distribution is equal to its expected value (Meier, Brudney, & Bohte, 2009). The standard deviation of a probability distribution is defined by:

$$\sigma = \sqrt{np(1-p)}$$

To determine a z score, the formula

$$z = (X-\mu)/\sigma$$

is used, X being the number of interest (Caucasians arrested) minus the mean, divided by the standard deviation. This number is then referenced in Table 1 of Meier, Brudney, & Bohte's test(2009) to determine the percentage of values that fall between the mean and the z score.

Table 28. *Probability of Arrests: Caucasian vs. Non-Caucasian: 2009-2012*

	<i>P</i>	<i>Q</i>	<i>n</i>	<i>σ</i>	<i>μ</i>	<i>Z</i>	<i>Probability</i>
2009	0.5339	0.4661	353	9.37	188.48	-6.13	<.0001
2010	0.5292	0.4708	218	7.37	115.37	-4.1212864	<.0001
2011	0.5307	0.4693	346	9.28	183.63	-0.3906652	0.3483
2012	0.5258	0.4742	212	7.27	111.46	-2.2638532	0.0119

Table 28 indicates that when no other factors are applied, there is a very low probability that the proportion of Caucasian to Non-Caucasian juvenile arrests would happen by random. Though not indicative of a particular reason, this does indicate an area of concern and future study, therefore the null hypothesis appears to be false, and the hypothesis should be accepted:

H₁: There is a positive relationship between Non-Caucasian and juvenile arrest rates by the Hermiston Police Department.

Using the same formula and information available in Table 29 we determine participation in the CAB, we can test hypothesis 2.

H₀₂: There is no relationship between race and assignment rate to the CAB.

H₂: Non-Caucasians are assigned to the CAB in numbers greater than their representative percentage of the population.

Table 29: *Frequency Table of CAB Assignment by Race: 2009-2012*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Caucasian	123	55.9	55.9	55.9
	Non-Caucasian	97	44.1	44.1	100.0
	Total	220	100.0	100.0	

$$p = .5339$$

$$q = 1 - p = .4661$$

$$n = 220$$

$$\mu = np$$

$$X = 123$$

$$\sigma = \sqrt{np(1-p)} = \sqrt{117.45 \times .4661} = 7.40$$

$$z = (X - \mu) / \sigma = (123 - 117.46) / 7.40 = .748$$

The probability that 123 or fewer Caucasians would be assigned to the CAB at random would be .5 + .2734 or .7734. Therefore, it appears that the null hypothesis cannot be proven to be false and is accepted.

H₀₂: There is no relationship between race and assignment rate to the CAB.

This is close to what would be expected without any outside influence, 77.34% chance of these distributions being obtained randomly does not indicate an issue, but caution should be used before drawing too many conclusions on this when considering the previously determined probabilities.

To determine if there is a relationship based on race in regards to successful completing the CAB, a bivariate test was used, consisting of contingency tables, to test null hypothesis three (H₀₃):

H₀₃: There is no relationship between race and successful completion of the CAB.

H₃: There is a positive relationship between being Caucasian and successfully completing the CAB.

In the first, race was considered an independent variable, and successfully completing the program as a dependent variable as shown in Table 30,

Table 30: *Successfully Completed * Race Cross-tabulation*

		Race		Total
		Caucasian	Non-Caucasian	
Successfully Completed	Yes	117	91	208
	No	6	6	12
Total		123	97	220

As this is a simple two x two cell table, the expected frequencies were determined to be, based on Race: Caucasians failed to compete the program at a rate of 4.9%, where as Non-Caucasians failed to complete the program at a rate of 6.2%. To confirm the existence of a relationship based on race, a chi-square test was completed, utilizing a degree of freedom of 1, and a level of statistical significance of .005, and utilizing table 4 of Meier, Brudney, & Bohte's text, "Applied Statistics for Public and Nonprofit Administration," we find an expected Chi-square result of 7.88 (2009). Using this available information, utilizing SPSS version 22, Table 31 is developed.

Table 31: *Chi-Square Tests of CAB Completion as Affected by Race (Table 30)*

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.180 ^a	1	0.672	0.769	0.446
Continuity Correction ^b	0.016	1	0.901		
Likelihood Ratio	0.179	1	0.673		
Fisher's Exact Test					
N of Valid Cases	220				

a. 0 cells (0.0%) have expected count less than 5. The minimum expected count is 5.29.

b. Computed only for a 2x2 table

As the Chi-Square does not surpass the anticipated Chi-Square value, this researcher is unable to reject the null hypothesis, therefore at this point, it appears that race is not a factor in successfully completing the CAB.

H₀₃: There is no relationship between race and successful completion of the CAB.

As it appears other factors may be influencing the CAB completion rate, a similar test was conducted in which parental support was an independent variable and completion was a dependent variable

H₀₄: There is no relationship between family support and successful completion.

H₄: Family support *has a positive relationship with successful completion of the CAB.*

Table 32 is a cross tabulation of Parental Support in relation to successful completion of the CAB.

Table 32: *Parental Support?*Successfully Completed Cross Tabulation*

	Parental Support?			Total
	Yes	No	Unsure	
Yes	109	4	95	208
No	6	4	2	12
Total	115	8	97	220

Utilizing a degree of freedom of 2 and an acceptable level of statistical significance of .005, the table shows an expected Chi-Square value of 10.6. Table 33 displays the results.

Table 33: *Chi-Square Tests Completion Affected by Parental Support*

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	32.960 ^a	2	0
Likelihood Ratio	15.448	2	0
Linear-by-Linear Association	0.835	1	0.361
N of Valid Cases	220		

Table 33 shows that the calculated value of Pearson's Chi-Square is 32.960, exceeding the expected value of 10.6, therefore allowing this researcher to reject the null hypothesis and accept that there is a positive relationship between family support and successful completion of the CAB.

H₄: Family support has a positive relationship with successful completion of the CAB.

Caution should be used when accepting this, however, as a large number of reported "unsure" answers could indicate that the data is not entirely viable, and that in performing a validating check, SPSS revealed that one of the cells was below the expected number, which also negatively affects the validity of the outcome. As Figures 15, 16, and 17 show, those associated with the CAB do not feel that there is any bias in the selection to attend, participation, or completion rates of the CAB. There are areas of concern in that one respondent did feel there is a bias in the assignment to the CAB and that increasing percentages were not sure if there was or not in participation and completion rates.

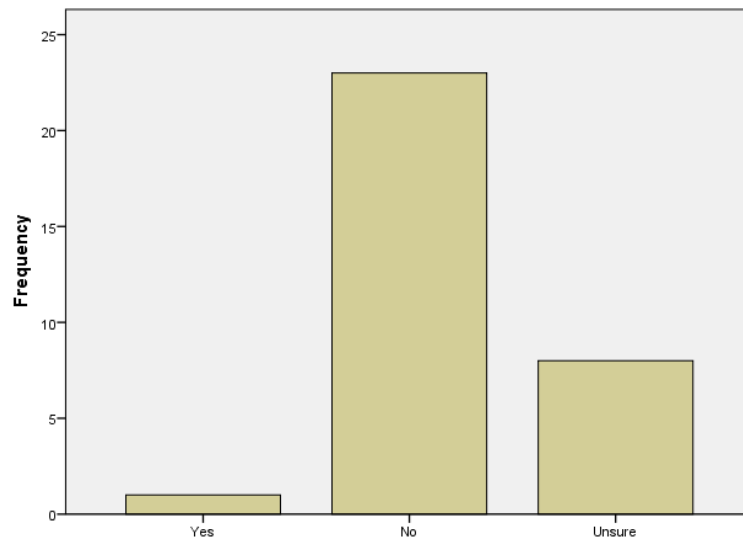


Figure 15: Survey Response, Have you Observed Racial Bias in the Selection of clients to attend the CAB?

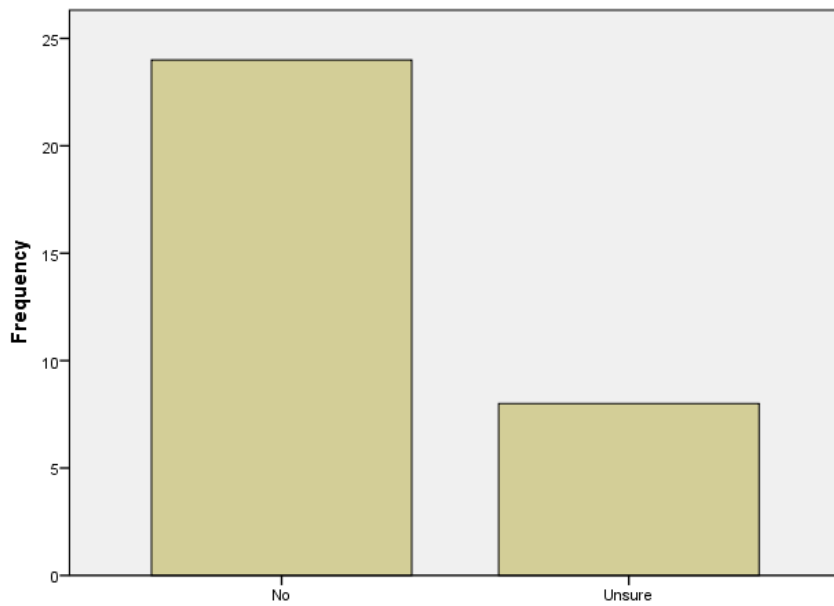


Figure 16: Survey Response, Have You Observed Bias in Operation of the CAB Program

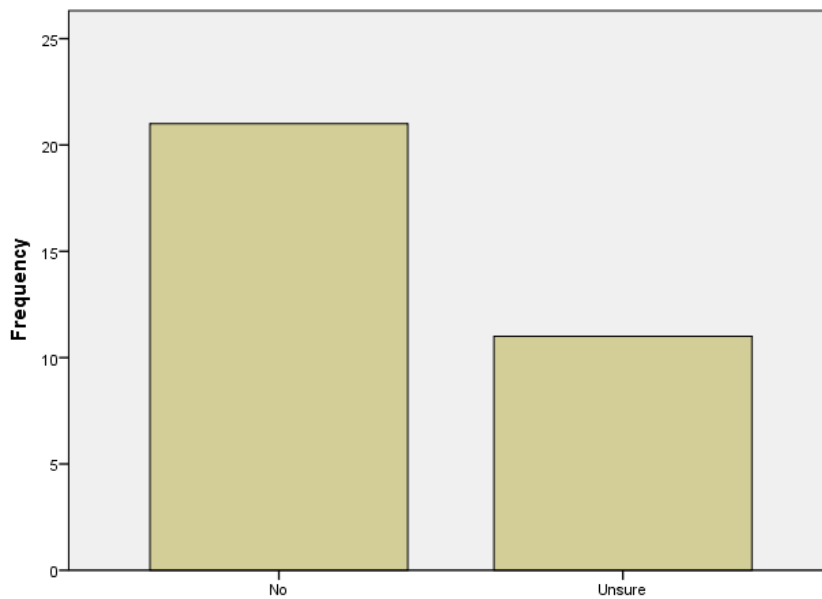


Figure 17: Survey Response, Have you Observed Bias in the Completion Rate of the CAB?

Assessment of Program Outcome/Output

Evaluation Question 11: Are the outcome goals and objectives being met?

Standard 11: Recidivism should be at or below the state average, with a minimum of 20% decrease in recidivism than the control group.

Success in regards to this research question is complicated by the lack of a formalized operational definition of what success is. When interviewing the Youth Services Officer, her definition was similar to the definition that the UCCJ-YSD is using; success is when a juvenile completes the requirements of the CAB and has no additional referrals for 1 year. When reviewed it was determined that the data did not support that definition to which, juveniles that committed additional offenses were not necessarily disqualified from the CAB and were treated as a success. Without the written records to determine what actions the board took and why, it is not possible to quantify a reason or

purpose behind this deviation. As described, the CAB had considerable latitude once involved and several clients were “forgiven” for recurrent referrals if they were of low level and not in direct violation of the terms of their agreement, as long as they were making progress. Unfortunately, records supporting this assertion no longer exist, therefore, were not taken into consideration when determining recidivism rates or completion rates. Table 25 shows that the CAB does in fact have a 94.5% success rate, but this rate cannot be confirmed when using the operational definition that success equals the client not recidivating, or being referred for another unlawful act. When this was discussed with the YSO, this author was advised that the CAB had significant latitude and may have over looked lower level offenses if the program was going well, unfortunately, there are no records to support this so a strict record review is the only method that does not inject subjectivity into the data. Table 34 shows the recidivism rate of the CAB from 2009-2012. When recidivism is factored in, the data show 189 successful clients of 220, or a CAB success rate of 85.9%, with a recidivism rate of 14.1%, significantly better than the Hermiston Control Group or the Group adjudicated through the Umatilla County Community Corrections – Youth Services Division, as shown on Table 35.

Table 34: *Subsequent Referrals (Recidivism) of CAB Clients 2009-2012*

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	31	14.1	14.1	14.1
	No	189	85.9	85.9	100
	Total	220	100	100	

Table 35: *Recidivism Rates for Hermiston Police Juvenile Arrests 2002-2012*

	Total Juvenile Arrests	Subsequent Referrals	Recidivism Rate	1-2 subsequent		Chronic 3+	
				1-2 #	1-2 rate	3+	3+rate
2002	88	18	20.5%	14	15.9%	4	4.5%
2003	110	29	26.4%	25	22.7%	4	3.6%
2004	104	22	21.2%	20	19.2%	2	1.9%
2005	139	32	23.0%	21	15.1%	11	7.9%
2006	161	38	23.6%	24	14.9%	14	8.7%
2007	270	82	30.4%	50	18.5%	32	11.9%
2008	253	53	20.9%	45	17.8%	8	3.2%
2009	353	77	21.8%	57	16.1%	20	5.7%
2010	218	56	25.7%	45	20.6%	11	5.0%
2011	346	80	23.1%	63	18.2%	17	4.9%
2012	212	44	20.8%	40	18.9%	4	1.9%

The data in Table 35 show that the recidivism rate for Hermiston has changed dramatically over the past decade. Though recidivism is steady for one additional referral, we see a large drop in recidivism when considering two or more subsequent referrals. It is often these chronic referrals that move onto adult crime or create larger drains on police and juvenile services resources.

When developing a comparative tables for the CAB as compared to juveniles arrests throughout Hermiston (minus CAB attendees), and comparing to the UCCJ-YSD and state recidivism rates, Table 35 is created.

Table 36: *Recidivism Comparison, 2009-2012*

	Referrals	Subsequent Referrals ⁷	Recidivism Rate
Oregon	54011	15227	28.20%
Umatilla County	1454	457	31.40%
Hermiston Control	1129	257	22.80%
Hermiston CAB	220	31	14.10%

Assessment of Program Cost and Efficiency

One of the more difficult things in public service is to determine a method of measuring efficiency that meets both quantitative requirements as well as able to justify moral positions and the intangibles related to juvenile crime. Carroll, Ben-Zadok, and McCue utilized a method that took into account the costs of juvenile crime as well as measuring efficiency (2010). This position becomes more necessary with shrinking budgets and competing resources. Although program outcomes are necessarily a part of measuring effectiveness, financial restraints also require that efficiency be determined and monitored to keep programs viable.

Evaluation Question 12: Are resources being used efficiently?

Standard 12: The cost of the program and the cost of “normal” adjudication of juvenile offenders will be compared to the costs of juvenile crime to determine which method is more efficient with the current resources available.

Program efficiency measures the program inputs and their relationships with the outcome or effects. Carroll, Ben-Zadok, and McCue utilize a commonly accepted measurement of efficiency, that of the ratio of Outcome over Input (2010).

CAB Efficiency Ratio:

$$\frac{\text{Program Output (outcome)}}{\text{Program Input (Budget)}} = \frac{\text{Cost of Juvenile Crime}}{\text{Program Costs}}$$

For purposes of this study, the program input is simple to determine. As the CAB is being run completely separate from the YSD as a program of the police department, we can determine the program inputs by adding the cost of the Youth Service Officer (salary plus benefits) to any material and supply costs associated with the department, found within the City of Hermiston Operating budget, which is a public document and inquiries

to the city finance department for the cost of the position, obtainable through Freedom of Information (FOI) requests.

Determining the costs of juvenile crime can be quite complicated. To ensure that the results of this study are replicable and are therefore valid, an approach to using publically available information should be a prime objective. Snyder discusses the measurements of juvenile crime (2011), while Miller, Cohen, and Wiersema discuss measuring the costs of juvenile crime. Until a crime is cleared, it is not always likely that we can determine if the criminal was a juvenile or an adult; however as in statistics, the best approximation of population parameters can be determined through the use of sample parameters. We can use clearance rates to determine costs associated with victims and determine experienced costs to the community (1996). By reviewing several variables, we can utilize public information and make a determination of the approximate costs based on clearance rates reported to the FBI. The Hermiston Police Department is required each year to report crimes committed and cleared to the FBI through the Uniform Crime Reporting program. This is then combined with reports from all other law enforcement agencies to provide a picture of crime throughout the United States.

Table 37 displays these crimes as reported by the Hermiston Police Department to the FBI which publishes it annually with other reports in *Crime in the United States*. This study displays, in a condensed form, data from years 2003-2012. To measure the costs of juvenile crime, this researcher followed the technique used by Carroll, Ben-Zadok, and McCue to utilize information available from Table 8 under Oregon Cities, Hermiston, OR; specifically to list the total number of UCR crimes reported to determine a cost of these crimes as developed by Miller, Cohen, and Wiersema (1996). Once these

costs were determined, this researcher applied the Consumer Price Index to account for inflation to adjust these costs for the years of 2008 through 2012 based on the original 1996 research. These costs are determined through the use of these adjusted costs and the following formula:

Costs for each crime category:

*Number of Reported crimes (table 37) x FBI Clearance Rate (table 38) x
FBI Juvenile Arrest Rate (table 39) x estimated cost of Reported Crime
(table 40).*

Cost for All Crime Categories – *The sum of all Single Crime Categories*

Table 37: *Hermiston Crime Rate Reported by FBI, UCR reports, 'table 8'*

	Violent Crime	Murder	Rape	Robbery	Aggravated Assault	Property Crimes	Burglary	Larceny	Auto Theft	Arson
2003	11	3	4	4	0	837	172	601	64	4
2004	11	0	3	8	0	639	116	477	46	2
2005	19	0	4	9	6	1,051	179	771	101	1
2006	34	0	3	7	24	834	148	619	67	2
2007	67	0	5	12	50	972	163	739	70	5
2008	49	0	2	11	36	711	123	540	48	3
2009	50	0	3	11	36	655	108	500	47	2
2010	60	1	10	9	40	679	116	542	21	2
2011	46	1	2	14	29	765	154	548	63	0
2012	24	0	4	9	11	551	118	378	55	3
2013	18	0	6	9	3	575	96	404	75	1

Table 38: *Crime Clearance Rates, Reported by the FBI - Crime in the United States 2003-2013, Sub-table 25, Group V (municipalities under 25,000 population)*

	Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny	Auto Theft	Arson
2003	71.8%	42.6%	31.9%	61.0%	15.0%	22.2%	19.1%	26.4%
2004	74.4%	41.3%	33.0%	61.3%	14.9%	22.5%	19.4%	24.6%
2005	74.2%	42.0%	33.8%	62.7%	15.6%	22.5%	19.1%	26.4%
2006	73.6%	39.5%	32.6%	60.9%	15.1%	20.8%	18.2%	25.2%
2007	71.6%	39.5%	32.8%	60.2%	14.9%	22.4%	18.1%	23.7%
2008	70.9%	38.4%	32.7%	60.5%	14.7%	24.6%	17.9%	25.7%
2009	73.1%	39.4%	36.1%	62.5%	14.8%	26.2%	18.2%	25.1%
2010	72.3%	38.3%	36.0%	61.8%	15.0%	25.6%	17.6%	25.1%
2011	76.0%	38.8%	35.3%	62.0%	15.0%	26.4%	17.7%	24.2%
2012	70.1%	39.0%	36.2%	62.0%	15.4%	28.2%	18.2%	25.7%
2013	69.0%	39.2%	35.9%	62.5%	15.9%	29.4%	18.3%	27.1%

Table 39: *Juvenile Clearance Rates, Reported by the FBI-Crime in the U.S. 2003-2013, Sub-table 28, Group V*

	Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny	Auto Theft	Arson
2003	3.60%	13.20%	14.20%	14.20%	18.80%	21.90%	17.30%	48.20%
2004	1.80%	13.80%	13.60%	14.20%	17.70%	20.70%	15.90%	47.20%
2005	4.80%	13.00%	13.10%	13.80%	15.80%	19.20%	14.10%	44.70%
2006								
2007	5.40%	12.70%	14.50%	12.70%	17.00%	18.60%	14.30%	47.10%
2008	5.00%	11.70%	14.10%	12.40%	16.70%	18.70%	15.40%	45.10%
2009	4.90%	12.60%	12.90%	11.60%	15.10%	17.40%	13.70%	43.80%
2010	5.20%	12.60%	12.40%	10.70%	13.30%	15.90%	12.50%	40.60%
2011	3.00%	12.30%	11.00%	9.80%	11.50%	13.80%	12.60%	33.80%
2012	3.20%	12.60%	10.00%	9.00%	10.90%	11.80%	10.90%	32.90%
2013	3.60%	15.60%	9.00%	8.70%	9.10%	10.50%	9.70%	30.70%

**data from 2006 is not available and attempts to retrieve result in an invalid file type*

These costs are displayed in table 40.

Table 40: *Cost of Juvenile Crime as Defined by Miller et. al (1996), adjusted for inflation through application of the Consumer Price Index*

	Murder	Rape	Robbery	Aggravated Assault	Burglary	Larceny	Auto Theft	Arson
2008	\$0.00	\$9,918.94	\$6,045.49	\$37,825.93	\$6,298.67	\$13,694.76	\$7,294.56	\$8,289.59
2009	\$0.00	\$19,237.19	\$6,084.35	\$36,425.26	\$5,016.78	\$12,521.51	\$6,437.63	\$5,223.15
2010	\$166,797.36	\$63,356.15	\$4,850.17	\$37,519.78	\$4,889.10	\$12,317.95	\$2,579.55	\$4,920.96
2011	\$104,346.79	\$12,926.56	\$6,769.90	\$25,783.42	\$5,789.42	\$11,499.06	\$8,092.51	\$0.00
2012	\$0.00	\$27,171.09	\$4,141.27	\$9,167.43	\$4,406.06	\$7,394.64	\$6,414.38	\$6,448.56
2013	\$0.00	\$51,462.29	\$3,750.40	\$2,472.04	\$3,135.06	\$7,439.22	\$7,941.34	\$2,146.03

To determine the efficiency ratio of the CAB program the costs of juvenile crime are divided by the cost of the Community Accountability Program (CAB) to determine in layman's terms if there is more money being spent on the program than the cost of the crimes that the program is trying to reduce. Figure 18 displays the trends identified by Table 41.

Table 41: *Hermiston Community Accountability Board
Efficiency Ratios by Year: 2008-2013*

Year	Cost of Juvenile Crime	CAB program Cost	CAB Efficiency Ratio
2008	\$89,367.95	\$37,599.84	2.38
2009	\$90,945.86	\$72,346.20	1.26
2010	\$297,231.01	\$69,492.72	4.28
2011	\$175,207.65	\$72,849.42	2.41
2012	\$65,143.44	\$68,095.60	0.96
2013	\$78,346.38	\$78,869.92	0.99

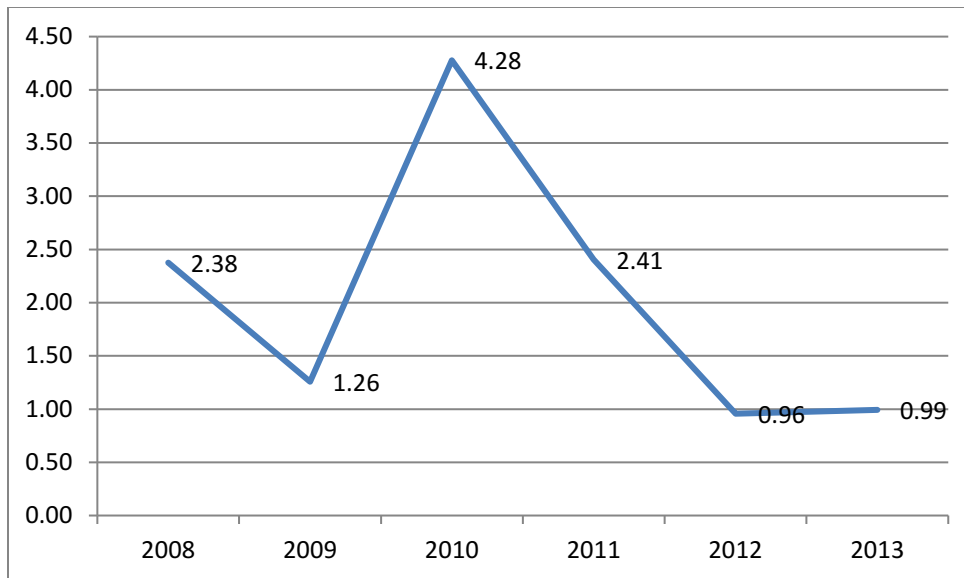


Figure 18. Efficiency Ratios of the Community Accountability Board 2008-2013

Utilizing a simple cost ratio, a ratio of 1 or greater would indicate that program is efficient or that it was spending the same or less money than the crime was costing the community. As demonstrated in Figure 18, the program is considered effective, though, in the latter half of the study, efficiency is shown to be dropping; this is an effect of a diminishing crime rate. As fewer cases are referred to the CAB, cost savings associated with cases going through the CAB also decrease. With the reduction in case assignment, this could be indicative of an opportune time to adjust the program by targeting higher risk offenders or pushing for greater family involvement in reducing recidivism.

Evaluation Question 13: Is the cost reasonable in relation to the magnitude of the benefits?

Standard 13: Is there at least a 5% reduction in cost with the Board in place than without it, based on costs per participant.

Table 42: *Juvenile Arrests 2003-2012*

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Juvenile Arrests	110	104	139	161	270	275	353	218	346	212
Female	14	13	24	29	54	58	103	54	106	57
Male	96	91	115	132	216	217	250	164	240	155
Caucasian	60	60	77	70	125	116	131	85	180	95
Non-Caucasian	50	44	62	91	145	159	222	133	166	117

Table 43: *Recidivism Rates for Hermiston Police Juvenile Arrests 2002-2012*

				1-2 subsequent		Chronic 3+	
	Juvenile Arrests	Subsequent Referrals	Recidivism Rate	1-2 Ref	1-2 rate	3+ Ref	3+rate
2002	88	18	20.5%	14	15.9%	4	4.5%
2003	110	29	26.4%	25	22.7%	4	3.6%
2004	104	22	21.2%	20	19.2%	2	1.9%
2005	139	32	23.0%	21	15.1%	11	7.9%
2006	161	38	23.6%	24	14.9%	14	8.7%
2007	270	82	30.4%	50	18.5%	32	11.9%
2008	253	53	20.9%	45	17.8%	8	3.2%
2009	353	77	21.8%	57	16.1%	20	5.7%
2010	218	56	25.7%	45	20.6%	11	5.0%
2011	346	80	23.1%	63	18.2%	17	4.9%
2012	212	44	20.8%	40	18.9%	4	1.9%

When considering the cost of juvenile arrests, this writer relied on the work of Dr. Julius Chaidez with the National Juvenile Justice Network, Washington, D.C. Random samples of 20 juvenile arrests over the years of 2009-2012, individually, were taken, for a total representative sample size of 80. Appendix Q contains the raw number for this sample. Table 44 displays the results.

Table 44: *Time Sample Analysis: 2009-2012*

	N	Minimum	Maximum	Mean	Std. Deviation
Minutes	80	8	755	155.16	133.64
Valid N (listwise)	80				

Table 44 shows the average time spent on a juvenile arrest by officers once the juvenile is taken into custody. This does not include the time that is spent on each case by the UCCJ-YSD, or time spent by administration and records departments in processing and preparing the paperwork, or the time spent by the CAB officer in reviewing each of these cases. As this author is attempting to find a cost benefit of the CAB, that officer's time will not be counted into the total time spent by the HPD on each juvenile. Administrative time (time spent approving reports, reviewing evidence and procedures) is estimated at 15 minutes per case. Records time can vary but is estimated at approximately 30 minutes per case for automated record update, citation and booking information processing, finger print processing, and record transferal to the UCCJ-YSD, for a total of 200 minutes of time per case, or 3.33 hours per case.

Dr. Chaidez's formula to determine the cost of juvenile arrests is as follows:

1. Determine the police budget for personnel, overhead, cost, etc.
2. Determine the number of full-time officers (FTE).
3. Budget by FTE for the Average Cost per Officer per year.
4. Divide Cost per officer by 1040 for hourly wage.
5. Multiply by the average time of each juvenile arrest, plus processing times for the Average cost of each juvenile arrest (2012, 11).

Table: 45: *Cost Determination of Juvenile Arrests*

	Cost of Personal & Overhead	FTE	Cost per Officer	Officer per hour	Average Time per Juvenile Arrest	Cost per Juvenile Arrest
2009	\$2,550,095	26	\$98,080.58	\$94.31	3.33	\$314.05
2010	\$2,574,007	24.5	\$105,061.51	\$101.02	3.33	\$336.40
2011	\$2,773,632	24.5	\$113,209.47	\$108.86	3.33	\$362.49
2012	\$3,160,236	27.5	\$114,917.67	\$110.50	3.33	\$367.96

**Originally estimated using 2080 hours as a divisor, (52 weeks x 40 hrs./week), the average time an officer is available, adjusted by industry standard is 1040 hours which takes into account, vacations, holidays, personal time, sick time and other excused absences from work.*

Table 45 shows that the average cost for the Hermiston Police Department is \$345.23 per juvenile arrest. Considering that CAB cases are generated from HPD Juvenile arrests, the only area to determine cost savings is in recidivism. As shown Table 43, we can see that the control group recidivism is 22.8%; whereas Table 35 shows that the recidivism rate for the CAB is 14.1%. If we assume that without treatment the recidivism rate would be that of the control group, 22.8%, when applied to the CAB group that would result in an increase of 19.1 additional juvenile arrests during the period 2009-2012. Multiplied by the average cost per juvenile arrest, we see direct savings to the police department of \$7,050.11, increasing to \$148,442.10 when considering the funds from the partnership with the Hermiston School District. This results in an overall cost savings based on police operations and costs per juvenile arrest of \$148,442.10 or 1.3% of total operations. Similarly, when calculated using the cost of crime to the community as opposed to cost to the police department, Table 41 shows that the cost of juvenile crime to the community from 2009-2012 is \$628,527.66 and the average cost

based on juvenile arrest is \$556.71, using the same 19 additional arrests, we see the cost savings is \$10,666.56, or a 1.6% reduction in the overall cost of juvenile crime.

Conclusion

The data obtained through this study will be more thoroughly discussed through Chapter 5, Discussion. For purposes of this study, all data was compared through trend analysis to identify any sudden changes. Budgetary changes were supported through review of budget messages contained within Umatilla County and Hermiston budgets, while when possible, calculations were reviewed for past practices prior to being used to ensure validity. Though many records were expunged or destroyed prior to the program's evaluation, there is sufficient data to support completing the evaluation and making determinations based on outcomes and efficiency measurements. Where assumptions needed to be made based on the missing or shortage of information, these assumptions have been listed.

Chapter V

DISCUSSION

This chapter is designed to review the data obtained through Chapter 4 and discuss its significance as well as to tie it into the purpose of the study. This chapter will review the original purpose of the study to develop context for the data, then will continue to review the data obtained in Chapter 4, using the previously listed evaluation hierarchical titles as subchapter headings. Each section will review that section's research/evaluation questions, the data obtained, and the reason for obtaining data in the manner it was gathered. Finally, each section will show a link to relevant literature and outside sources to discuss the implications for such data. The chapter will conclude with a series of recommendations for the current practice of the CAB and involved agencies, and discuss recommendations for future studies to develop points discovered during this report. The chapter will also discuss the current theory involved in this study and any recommendations for future theory development.

Purpose of the Study

As previously stated, the purpose of this study is two-fold. First to formatively and quantitatively evaluate the Hermiston CAB to determine if in fact it is having the effect of reducing juvenile recidivism, if applying mediated accountability for lower level offenses in a timely manner will result in a reduction in historic recidivism levels in the Hermiston, OR, area. The second part is to evaluate the effectiveness and efficiency of the program to determine if this program is supportable and should be continued, or if

additional research is needed to better meet the needs of the community and juvenile population.

The context of this study was formed (formulated) under the following research questions, as divided by the contextual program evaluation strata:

1. Needs Assessment,
2. Assessment of program design and theory,
3. Assessment of program process and implementation,
4. Assessment of program outcome/impact, and
5. Assessment of program cost and efficiency.

This is a management/outcome oriented project evaluation that has a secondary goal of determining if there is a theoretical basis to support it. A theoretical validation will support entreating other counties to emulate the program. In addition, this researcher selected a management orientation utilizing outcome based evaluation of goals and objectives due to this researcher's previous career in criminal justice management and continued employment as a public manager who addresses issues about crime, specifically juvenile crime and recidivism. Although recent reports determined the program is successful (Mills, 2010), once approached, there appeared to be confusion as to what success was and how to determine if the program was accomplishing its stated goals. As Oregon continues to feel the effects of the national recession, budgets continue to be stressed to use more efficient means of spending less money to accomplish similar goals.

As alluded the purpose of this study is to determine if the CAB is effective at reducing recidivism among the target population, if it is efficient in performing this

function as compared to the previous methods, and if there is any validity to complaints that the CAB unfairly targets non-Caucasians in the community. Due to the vagueness of this complaint, several avenues will be investigated; are non-Caucasians referred to the CAB in significantly greater numbers than Caucasians, if non-Caucasians fail to complete the CAB in significantly greater numbers than Caucasians, and if non-Caucasians are refused access to the CAB is significantly larger numbers than Caucasians.

Umatilla County is still experiencing reduced revenues even though it has seen an increase in population. It is this researcher's belief that this study will allow comparative values to demonstrate which parts of the program are most effective and if any improvements can be made the goal of this research is to determine if the CAB is effective in meeting its objective of reducing recidivism among first time offenders, and what impact this has on the overall recidivism rate among juvenile offenders in Umatilla County. This includes demonstrating the success of the program in the areas of reduced recidivism in the juvenile justice system and reduced criminal activity as the juvenile becomes an adult. A secondary goal, which could lead to additional analysis in the future, would be to determine common traits or environmental factors that would allow data to be used to support expanding the program. Such expansions could cover areas that due to their nature are currently excluded from being part of the program, such as status assaults and property crimes.

In August, 2012, Oregon was experiencing 8.9% unemployment rates, compared to the National average of 7.9%, making it the ninth highest rate in the country (Bureau of Labor Statistics, 2012). Umatilla County in particular has been hit hard during the last several budget cycles, with the latest budget decreasing by approximately 7% from the

previous year, resulting in the reduction of 12 Full-Time Employees (FTE). While budgets have had to be reduced to accommodate decreased revenues, the population has actually increased approximately 1.1% since the previous year. One of the largest issues facing Umatilla County is that most growth that supports tax revenue is being restricted to the incorporated city limits of Hermiston and Pendleton. In 2010 Hermiston became the largest city in Umatilla County and the largest and fastest growing in eastern Oregon, while experiencing a 27.3% growth increase, which appears to have been slowed down but not reduced by the recession. Hermiston has seen its demography shift as well, with the Hispanic population growing from 10% of the total population to 34.9%. This percentage is expected to increase as Hispanic is the fastest growing demographic within Umatilla County (Wozniacka, 2008).

With the changes being faced by the state, county, and in related ways by the local cities, there is no longer the luxury of being able to repeatedly try failed approaches influenced by popular trends. As referred to in the U.S. Department of Justice, Juvenile Accountability Incentive Block Grants Program (JAIBG) bulletin, allowing juveniles to escape accountability through diversion programs has proven to be unsatisfactory, only through teaching offenders to view their victims as people and to view themselves as being more in control of their choices (2003, 2) will we have continued and significant impacts on juvenile justice programs.

Summary of Evaluation and Methodology

Needs Assessment.

As previously mentioned, there are few records available from any meetings or actual agreements to create the CAB or how to manage it. With this limitation, it became

necessary to review the context in which the CAB was created by first reviewing demographic changes in the community, followed by interviews with subject matter experts and survey responses obtained by individuals that are presently associated with the CAB.

There are very few records available from the group that supported the creation of the CAB (Community Roundtable to Reduce Youth violence) or the original police records that supported those decisions, so a review of existing records attempted to recreate the context in which the CAB was created.

The first research question was concerned with the juvenile referral and recidivism trends. Interviews with the Chief of Police of Hermiston, UCCJ-YSD administrator and school officials indicated a general agreement that juvenile crime was worsening and that existing resources did not appear able to stem the tide. Appendices G, H, and I contain minutes from the Youth Violence Roundtable meetings (meetings with the juvenile department –UCCJ-YSD, the Hermiston School District, and Law Enforcement representatives within Umatilla County, OR). Appendix G discusses a sharp increase in aggravated (felony) criminal assaults among juveniles. Simultaneously, the then director of the UCCJ-YSD reported that the department was focused on restorative justice and not just holding juveniles accountable and needing more resources for chronic offenders, those that reoffend or recidivate more than three times within a year. Though a direct record of who or when the CAB was conceptualized is not available, Appendix I refers to an agreement between the Hermiston Police Department, the UCCJ-YSD, and the District Courts within Umatilla county that would make the

CAB a “go” and that all that was needed was more coordination between the school district and the police department prior to implementation.

To fill in the gaps left by these reports, a records review was conducted utilizing the Federal Bureau of Investigation (FBI) Crime in the United States, (www.fbi.gov) statistical reports for the years 2003-2013 and Oregon Juvenile Justice Information System (JJIS) to determine actual trends in the crime rate, juvenile arrest rates, and recidivism rates in Umatilla County. Table 4 shows during the period of 2003-2008 which is when the CAB was being sought and considered, the population of the Hermiston area specifically increased 11% in five (5) years from 13,719 to 15,186 and that this trend continued afterwards, but in the time immediately before the CAB, the population growth actually *slowed* dropping from 4% in 2004 to less than .2% in 2008.

To determine if this was being felt by all concerned, a request was sent to the Hermiston School District to analyze their student body populations and demographics. Since, in Oregon, the age of responsibility is 10, the request was for students from 10-17 years of age for the years 2003 through 2012. Table 7 shows the growth of this student population with consideration to demographics and race. A review shows the same slow change in population for these students with an average gain of 0% between 2003 and 2007, followed by a dramatic 22.6% increase in population during the 2007-2008 school years. This would have put a tremendous stress on the school district and associated disciplinary problems with overcrowding and population growth. The 2008-2009 school year also saw an additional 9.1% increase in population, bringing the student body from 2290-3064. It is important to remember that this did not include grades K-5 as they were outside the age range in which juveniles are generally held accountable, so there would

be additional stress on the school district as increase numbers could be seen on the horizon.

Table 8 shows that the population was changing demographic focus as well. In 2003-2004 the population was divided with Caucasian being the predominant race represented in the student population with 62.7% compared to 37.3% for Non-Caucasian at 37.3%. This began to shift, and continued through 2012. The 2008-2009 school year saw the Caucasian population decrease to 53.4% of the student population while the Non-Caucasian population rose to 46.6%. This had the effect of bringing on a change in social norms, a requirement to deal with students that may not have spoken English in the home as a primary language, and a requirement to increase the diversity of a school staff already dealing with growth issues.

Figure 8 demonstrates an aberration in the crime rate in dealing with juveniles. Utilizing data reported to the FBI from the Hermiston PD, we see a dramatic increase in violent crime beginning in 2004 and peaking in 2007. This rate stayed above average until approximately 2010 when the rate began decreasing again, creating an immediate reference point for need for the CAB to deal with the swelling population of juveniles as well as the large jump in violent crime. Though the population was increasing and demographics were shifting, referrals to the UCCJ-YSD remained rather constant from 2003-2008, seeing an overall slight drop from 630 cases a year to 558. Table 6 shows these trends. Though original referrals were not changing dramatically, what Table 6 further demonstrates is a significant increase in recidivism with juveniles. Subsequent referrals increased from 33.8% to 40.9% while chronic recidivism increased from 7% to 11.4%. Figures 5 and 6 show that these trends followed the basic trend at the state level

but the county had a significantly higher percentage of recidivism than other counties throughout the state, with increases also peaking around 2007.

While recidivism was on the rise, the UCCJ-YSD (Juvenile department) was undergoing changes on its own. Though the region was going through an economic recession, the department was able to balance personnel between case workers and detention staff. From 2002-2010 the Umatilla County budget office advised departments to reduce their budgets due to a declining projected revenue from property taxes. Reviewing the published county budget from 2003 through 2013, we can see that funding for the UCCJ-YSD was consistent immediately following implementation of the CAB. Funding for counselors, case workers, and low risk offenders increased (when calculated for inflation) by approximately 11.9% in 2015 dollars (http://www.bls.gov/data/inflation_calculator.htm). Detention services also increased approximately 13.6% during the same time period, though most local governments had been told since 2004 that the county could no longer afford to run its own juvenile detention program and that the detention center would be shutting down. This seems in contrast through to the population trends shown by Table 11, while Umatilla County increased its under 18 population by approximately 3.3%, Hermiston itself saw a 29.6% increase. It appeared the largest shifts in juvenile crime and population were centered in the Hermiston, OR area.

To determine possible needs of the target population, this researcher had to focus on published information rather than historical records as well as interviews with subject matter experts, and the use of a survey, located in Appendix J. The survey was

administered through the use of the website Survey monkey and was a combination of direct emailing and open website in order to protect the identity of those that participated.

Each administrator interviewed recognized the effects of a growing student population and a changing demographic from a primarily Caucasian population to that of a bi-racial community (Coulombe, 2011; Maiocco, 2012; Weissenfluh, 2012; Edmiston, 2015). With those changes came an increase in the crime rate that appeared to dissociate with the rise in population, as well as increasing financial stress on the institutions normally associated with dealing with such increases in crime. Recidivism was on the rise, leading to a perceived lack of accountability on the part of the UCCJ-YSD and an appeared to generate a need for an alternative solution to being able to successfully stem the tide. The survey instrument in appendix I focused on perceptions of those involved with the CAB at multiple levels.

Survey Questions 15 and 16 were open-ended questions, with each question consisting of three blanks to be filled in. It was this researcher's intent to find out not only what the CAB was officially doing, but what those associated with the CAB thought it was doing as well. For this reason grouped, open-ended questions were asked to draw a larger group of data from the participants. A peculiar trend was discovered when asking these questions. Question 15 asked what resources did the CAB need to complete its mission, while that mission statement was left out of the survey.

Question 15 asked what resources were needed for the CAB to complete its mission. Thirty two respondents answered this question in groups of three answers (N = 96). Table 17 shows a fairly even distribution of answers such as counseling (12), Community Services (12), Personnel (7), Mentoring (9), Liability (Holding teens

accountable) (14) with the largest answer given as “unknown” or “unsure” (40). This trend becomes more pronounced when the same respondents were asked what additional resources were needed at which time; “unsure” or “unknown” increased to 76 responses (N = 96).

Discussion and Implications

Studies assessing the efficacy of juvenile justice systems generally show all effects on recidivism and other outcomes (Levesque et al., 2012). Often times, as Lipsey and Cullen (2007) discovered, the reason for a lack of sustainable improvements is an error in the original needs assessment or improper implementation. The Needs Assessment moves beyond what has worked in other places and takes a critical look through a contextual lens to determine what might also work in the locality in question. For instance, in an era of increasing use of Evidence-based program, the question should not be simply if the program has been effective about other places, but if the program can be successful in the new locality (Levesque et al., 2012), and before that question can effectively be answered, the questions determining the current context of the new locality need to be understood. Kim, Merlo, and Benekos describe a trend within the United States; an increase in juvenile violence in the 1980s and 1990s created a moral panic which resulted in an era of punitive juvenile justice (2013), or a desire to ensure that juveniles are held strictly accountable as a message to others to not engage in similar behavior.

When reviewing the first three research questions, it is obvious that the stakeholders and survey respondents felt there was a need to hold juveniles accountable and that the current system did not appear to be working. When questioned about

particular reasons or resources both available and needed, a poignant fact was revealed. An important implication that is available through this analysis is that the majority of those interviewed either don't know what the CAB needs to do, or what exactly it is that they should be doing. The Needs Assessment is what allows us to determine courses of action to move forward and from reviewing the data available, it does appear that there was a known issue with an increasing population, changing demographic and increasing case load on the Hermiston Police Department and the UCCJ-YSD. Reviewing the available documents does not paint a clear picture of what process was used to determine that the CAB was the best choice, nor is there a record of any alternatives that were sought. After interviews and data research, there appears to have been frustration with the UCCJ-YSD in that juveniles were not being held accountable and were recidivating in increasing numbers, so it was not only frustration with a rising crime rate, but also in a perception that little was being done to stop juveniles from repeatedly re-offending, even if caught and prosecuted.

It is expected that at least basic needs assessment was conducted, but with the available data this researcher is unable to determine to what level it may have been conducted or what the initial recommendations are. Assuming that the contextual factors discussed earlier in this report were the primary ones considered, it is important for this and future studies that needs assessments are conducted and are conducted in a manner to determine what resources are available and the particular population and behavior that will be targeted for change (Shippen et al., 2014). Evidence Based Programs can be divided into those that are "brand name" and tested (Saldana, 2014) though neither stands on their own without a contextual setting that determines how resources are best to be

utilized, how staff is to be trained, and what effects are desired and will be measured. A lack of understanding of “what it takes” or how to install an EBP can have costly public health consequences including a lack of availability of the most beneficial services, wasted efforts and resources on failed implementation attempts, and the reluctance to try implementing EBPs after failed attempts (Saldana, 2014).

With a vague or non-specific Needs Assessment, it is possible that researchers will find contradictory findings or not be able to show a sustainable and direct relationship between project interventions and program outcomes (Lipsey & Cullen, 2007). Without this stable research base, it is likely that there will continue to be confusion regarding which programs to add and which to discontinue as it will be difficult to quantify when an intervention was effective and when change may have happened due to other factors. In the instance of the Hermiston CAB, it does appear that positive change was manifested, though it is difficult to determine if there was any change created by or for the growing Hispanic community, the growing juvenile population density, or if it is part of some other change. Statistical tests can confirm the presence of relationships but not isolate the possibility of unknown variables causing change.

Assessment of Program Design and Theory

Although, similar to Research Question 3, Research Question 4 is slightly different in that rather than relying on the needs of the target population, it focuses on what resources are available, related to but not directly tied to the needs of the target population. What Table 17 shows is that there is still considerable confusion as to what resources are available, 41.7% of the responses indicated that those involved with the

CAB did not know what resources were available. Further review indicates that the individuals surveyed were evenly split between the CAB providing counseling for juveniles or holding them accountable for their behavior, each topping out the choices at 14.8%. Next came community service which was identified as juveniles being required to work with city agencies and volunteer hours of labor to offset their behavior. Mentoring services were listed as third in significance, at 9.4% of the responses. This appears that there may be an image problem with the CAB between what those involved believes the CAB is doing and what it should be doing, as will be discussed later in this chapter.

The next several research questions focused on the type of program that Hermiston was putting together with the CAB. Research Question 5 assumes that those associated with the CAB have received their pre-requisite training and are familiar with what the CAB is trying to accomplish. When asked an opened-ended question as to if the CAB had attainable goals and objectives a majority agreed. Survey respondents overwhelmingly replied yes (62.3%) the CAB did have attainable goals and objectives. The rest were split as to if the program did not have attainable goals and objectives, or answered that they were unsure, with 18.8% each. This was peculiar in that when asked what those goals and objectives were again in an open ended question format, Table 19 shows that the group is pretty divided as to what those goals and objectives are. The largest group answer was that the respondents were unsure of what the goals and objectives were at 27.1% in an apparent contradiction to the above answer in which 62.3% believed the CAB had goals and objectives. Next were the goals and objectives of holding juveniles accountable (19.8%), Development (mentoring/counseling) (18.8%),

Crime reduction (17.7%), and serving as an alternative to the traditional juvenile court system through the UCCJ-YSD (16.0%).

During the preliminary interviews and the gathering of background information this was anticipated and is even mentioned in survey answers with respondents making comments that they are not kept abreast of what happens to juveniles that are sent to the CAB and therefore it appears there is a bit of distrust forming in the law enforcement community and area administrations as to the effectiveness of the program and the worthwhile of continued funding. This confusion can further be displayed by Figures 10, 11, and 12. Figures 10 and 11 are depictions of the answers for survey question 12, in which a modified Likert scale is used to measure the respondents' perception of;

- a. How well does the CAB meet its goals;
- b. How well does the CAB meet its objectives; and,
- c. How does the CAB perform overall?

Figure 10 shows that only one (1) respondent felt that the CAB was meeting its' goals in a less than satisfactory manner with most believing it was satisfactory(12) but closely trailed by both more than satisfactory (11) and Excellent (8). Figure 11 shows a similar trend with one (1) respondent feeling that the CAB fails to meet its objectives, 11 believing it met its objectives satisfactorily, 11 rating it as more than satisfactory, and 9 rating it as excellent. Figure 12 shows that when asked how the CAB performs in an overall manner, the overwhelming majority feel that the CAB is performing at a satisfactory or greater level, almost evenly split between satisfactory, more than satisfactory, and excellent.

With these answers in mind and some of the results anticipated, this researcher added another question to get beyond rhetoric and ask, after the respondents had been asked to rate their experiences and perceptions, what the purpose of the CAB should be. Though this should have matched goals and objectives such as the majority felt they knew, and they believed the CAB was meeting, the answer was a little surprising. Figure 13 depicts the data from Table 20 and shows that overwhelmingly, those surveyed believe that the purpose of the CAB should be the personal development of those that are assigned. That is counseling and mentoring as well as a second chance in order to make the juvenile a more productive, law abiding member of society. The primary response rate of 46.9% supported this position with holding juveniles accountable for their actions, crime reduction, and an alternative to juvenile court sanctions almost evenly spread out; 15.6%, 15.6%, and 18.8% respectively. Another surprise as displayed in Table 20 is that only one (1) respondent reported that they didn't know what the purpose of the CAB was at this point.

The Hermiston CAB was not a "brand name" evidence based approach, but based on The Youth Roundtable's interpretation of what was needed, therefore the organization of the program was organic in its formation. Restorative justice has had many examples and formats in recent years which provide some guidance on the formation of boards and their purpose (Greenwood, 2009; Tsui, 2014). Most boards, regardless of purpose have common traits in their structure. Reparative boards have at their center;

1. To repair harm,
2. Reduce risk, and

3. Empower the community (O'Brien, 2007; Smith, 2011; Welsh, Rocque, & Greenwood, 2014).

It appears that the Hermiston CAB was set up following this pattern. The Hermiston Police maintained administration of the program after receiving cooperation from the UCCJ-YSD and the Umatilla and Morrow County Circuit Courts. The Hermiston School district while cooperating with Hermiston Police Department further supported the program by supplying funding to assist in funding the position of the Youth Service Officer and associated costs.

Evidence based programs are those that have been evaluated through rigorous scientific study using experimental or quasi-experimental methods (Greenwood, 2010; Seave, 2011). Though the Hermiston CAB did not save records regarding its formation and as a matter of practice destroyed records involving their participants upon completion of the program, this is not the only organization that has done so. Though becoming more commonplace in mediation events, and specifically juvenile justice there is still work required in record keeping and data analysis to determine which programs should be maintained, and which programs should be attempted, or canceled. The lack of proper data tracking has been referred to as “science to service gap” (Fixsen, Blasé, & VanDyke, 2011). It is likely that without this data being maintained and reviewed that this program will be continued or more likely discontinued for political or budgetary factors rather than on the “worth” of the program (Greenwood, 2009; Westin, Barksdale & Stephen, 2014).

Similar to the manner in which such boards were discussed in Chapters 3 and 4, the Hermiston CAB attempted to not only meet the needs of the participants and be able

to empathize with their predicaments (Lancaster et al., 2011). Representatives on the board were limited to those that had a good grasp of issues involving juveniles while ensuring that proactive members of the community were assigned, in order to help create a sense of community and to allow the participant to realize that they were still considered part of the School District and the community as a whole (Stahlkopf, 2009 & Ryals, 2005). An interesting observation as that the purpose of the CAB, though not reflected in any goals and/or objectives, is clearly stated as a priority of those surveyed, the development of the participant and not just the punishment of those that are assigned to the CAB (Darnell, 2013), and again as discussed in Chapter 4 it is apparent that the rights of the juveniles are being respected and the focus of the program is on rehabilitation rather than retribution (Beck, 2012; Gerkin, 2012).

Hermiston also approached the perceived increase in juvenile crime with a strict enforcement of the Parental responsibility statutes within the city, particularly holding parents responsible for the actions of their children. Rather than a blanket approach, this technique was used to help modify the behavior of the parents for repeat offenders, including but not limited to gang related graffiti and vandalism. This may have had an effect on the rate of Hispanics charged by Hermiston Police Department discussed later in this chapter. Although not without its critiques, Coulombe reported success and by 2011 the trend in vandalism and graffiti had reversed and was down significantly. It was believed that this also had an effect on parents that were observed as not being supporting of their child's participation in the CAB which will also be discussed later in this chapter.

The Hermiston CAB currently consists of five members; two (2) members are Hermiston City Council members, two (2) members are from the Hermiston School

District/School Board, and one (1) member considered “at-large,” representing the general population. Each member is required to undergo initial training. According to the Community Accountability Board Training Manual, dated June 2008, each member is required to undergo an initial interview, followed by orientation and skill-building sessions focusing on their own interviewing skills, juvenile justice system, and the diversion process. In addition, each member is to undergo annual system-wide refresher training (p. 11). The CAB’s case management and supervision is through the Hermiston Youth Services Officer. Of the four respondents of the survey that identified themselves as CAB Board members (Question 4), or former CAB Board members, only one answered that he or she did not receive any training (Question 7).

Research Question 7 attempted to determine based on previous answers, that resources the respondents believed were necessary for the CAB to function as they believed it was supposed to. Table 21 shows that again, there was another plurality with 14.8% believing that additional counseling was necessary; while 14.8% also felt that the program needed to hold juveniles accountable. It should be noted though that this was also an opened-ended, multiple response question and in reviewing the results, mentoring was not considered part of counseling. If these two were added to support the previous questions, 24% believe that the program should increase resources in this area, while the highest percentage reported they did not know what resources should be added (41.7%).

Discussion and Implications

The importance of program design and theory increases as the stakes in program success increase. For instance, it should be noted that a vague understanding of what needs to be done during program implementation can in turn result in an excuse for lack

of performance, or undesired outcomes at the completion of a program (Bleich, 1989), and that vagueness should not be an acceptable variable (Greenwood, 2007). This requirement comes into clearer focus when we look beyond immediately measureable goals and objectives and attempt to quantify a result in a human being, years after contact.

Studies have shown that programs that involve parents through school programs (Hazen, 2012), counseling (Warner & Cannon, 2004) or faith based mediation programs (Armour et al., 2008) with a focus on support and development have been successful in reducing recidivism (Alaird & Montemayor, 2012; Maschi, Schwalbe & Ristow, 2013). These studies have also shown that reparative boards are having greater than expected success with higher risk and violent offense juveniles, often showing greater reductions in recidivism than programs that focus only on low level or first time offense programs (Bergseth & Bouffard, 2012; Wilson & Hoge, 2012). Faith-based and Parental development focused boards have also show significant improvements in recidivism rates amongst multi-ethnic groups of juvenile offenders, specifically showing Hispanic participants were significantly less likely to reoffend if attending counseling *with (emphasis added)* family members (Lancaster et al., 2011).

One of the biggest problems in adjusting or planning for resources is that an evaluator needs to ensure that resources are targeted at the behavior or patterns that the evaluator is trying to adjust. Though simple sounding, increasingly, criminal justice policy makers have come to realize the need to understand long-term impacts of policy changes occurring to the whole system of criminal justice (Livingston, 2006). For this reason, advanced planning and securing of resources is a necessity, in general it has been

proven to be difficult to prevent adolescent problem behavior without a comprehensive and measurable plan to target specific areas of concern (Simmons-Morton et al., 2005), and oftentimes failed or abandoned programs are the result of failing to attend to the actual needs and concerns of involved youth (Krinsky, 2010).

Research Question 5 focused on goals and objectives, and as previously discussed, almost every member surveyed or interviewed agreed that they were familiar with the goals and objectives, yet in interviews with the Hermiston Police and the Youth Service Officer demonstrated that there were no such goals or objectives in place. Success was being determined by ongoing statistical information regarding successful completion of the program which was further obscured through the lack of a consistent operational definition as to what is success. Goal based evaluations have been the dominant approach since the 1940s (Youker, 2013), for the predominant reason that it allows objective evaluation based on identified criteria (Welsh, Rocque, & Greenwood, 2014). These criteria should determine what should be changed, how those changes may result in improvement, and how will improvement be recognized (Groomes et al., 2015). In this manner subjectivity can be limited and results can be verified by outside persons. As organizations begin to focus on evidence-based practices, it becomes even more important to have clear operational definitions. Public demand for transparency, ease of public information, and the continued engagement and support of the stakeholders require objectivity (Mathur & Clark, 2014).

Restorative justice practices, such as demonstrated by the CAB indicate that when implemented, becomes a relational theory (Llewellyn et al., 2013). For this reason clear goals and objectives, elements such as staff training and selection, or in the CAB

situation, board member training becomes a matter of accomplishing direct tasks and allows for better record keeping (Llewellyn et al., 2013). As the demands of multiple stakeholders increase, clear and stated goals and objectives become the measure not just of what the program is supposed to accomplish but ready measurements of what has been accomplished and what is the likelihood of success (Chemers & Reed, 2005). Traditional programs usually have laudable goals but are seldom structured in a manner that allows ease of measurement (Oberweis, Bennett, & Harris, 2004).

Assessment of Program Process and Implementation

Again, Research Question 8 was hampered by a lack of records and had to be recreated. In order to determine a fair and consistent standard for measuring time between referral and being offered a FAP/L, this researcher attempted to gather information from the Youth Service Officer. Referred back to the roster, it was revealed that there was one CAB session a month, usually during the second week of the month, and that there were months in which sessions were delayed or cancelled due to other commitments or low levels of participants. Since one of the areas of concern developed during the Needs Assessment was that the UCCJ-YSD was not handling juvenile cases in a timely manner, it was anticipated that this standard of 80% receiving a formal accountability letter/program would be easily met.

This researcher took the list of CAB participants and compared that to Hermiston Police Department arrest records to determine the actual date of arrest or referral and then determined through the CAB records what was the most likely day that juveniles were offered the accountability letters. Since there were no letters retained in record keeping, it was determined that attending the CAB was paramount to accepting a Formal

Accountability Program/Letter (FAP/L) and as such the CAB date for that month was used as the acceptance date for a FAP/L. Figure 14 displays the majority of participants did accept a FAP/L between 30-60 days, though that was not within the standard. Further investigation shows in Table 23 that only 15.9% of CAB participants met the 30 day period. Another 45% accepted a FAP/L between 31-60 days, but it was not until the bracket of 61-90 days that we have a cumulative percentage of over 80% of CAB participants accepting a FAP/L (82.7%). Although the standard required 100% of CAB participants accepting a FAP/L within 90 days, we do not see 100% participation until more than 121 days. It does not appear that the CAB was in fact saving time between CAB referrals and juveniles being accountable for their actions. Table 24 shows that the range of days between referrals and accepting a FAP/L was a minimum of 4 days and a maximum of 294 days. Though the maximum was affected by a few cases, the mean number of days between referral was 60.54 days with a standard deviation of 37.7 days.

Evaluation Question 9 required a stricter operation definition that it had originally. At the beginning of this study success completion was used interchangeably with reduced recidivism and is often used indicating that more the 90% of the CAB was successful in completing the program and not recidivating within one (1) year. During the data collection in Chapter 4, this researcher discovered that this was not entirely accurate. There were several examples of participants being referred again either prior to or immediately after attending the CAB. Interviews with the YSO showed that these offenses may have been overlooked if the participants were meeting all other aspects of their FAP/L, but without records indicating what may or may not have been overlooked a stricter operational definition is necessary to allow for more definite conclusions to be

drawn from data analysis. The standard for completion of the CAB was changed to include only the program itself and did not include recidivism in the operational definition. Table 25 shows that with this new definition, according to the CAB reports obtained through the YSO, 94.5% of the participants did successfully complete the program. This not only exceeds the goal, but indicates that the program has sufficient controls; ensuring that the participants are met by the board, interviewed, given the opportunity to participate in the formal accountability agreement, are monitored through the program and as such may have a part in creating a sense of accountability within the successful participants (Greenwood, 2009).

To properly determine if there was bias in the CAB several tests were necessary as this was a multi-step series of events. As demonstrated already, the Hermiston area was undergoing a period of population expansion, demographic shifts, and a changing identity. Evaluation Question 10 required that Caucasians and Non-Caucasians be represented within 75% of their expected probability to demonstrate that the program was not biased against Non-Caucasians and still allow for deviations and random effects.

The first part of this question required the determination of the population demographics when government census reports were not sufficient to show population shifts other than every 10 years. This researcher first reached out to the Hermiston School District to determine what the year to year demographic changes were. Considering that in the state of Oregon the age of responsibility without a special court hearing is limited to those juveniles that are 10 years of age or older. Since children younger than this were not eligible to participate in the CAB and instead forwarded directly to the juvenile department (UCCJ-YSD). These were not considered in this data

collection. A request for demographic make-up of school years from 2007 through 2013 was requested, for students between 10-17 years of age. This information was obtained through the “Power School” software package and was determined by school staff and then delivered to this researcher. Table 7 shows this information and states that the student body was in a period of flux. Overall increasing, the population increased until 2009 and then slowly decreased again. What is more significant is that the breakdown of Caucasian versus Non-Caucasian continued to change during this period. Table 8 shows that Non-Caucasians made up approximately 37.3% of the student body in this age bracket in 2004, yet increased to 47.4% by 2012. Caucasian representation declined from 62.7% to 52.6%. It should also be noted that there were other races represented; however, due to an agreement with the Hermiston School District, these two categories were used to ensure that less populated racial categories couldn’t inadvertently reveal the students identity by year group or race. Tables 26 and 27 demonstrate the race of individual juveniles arrested or referred by the Hermiston Police Department and of the bi-variate defined populations respectively. Using a normal probability distribution of these known values, we can see that in 2009 there is less than a .01% chance that the police would arrest the stated number of Caucasians or less in 2009 and 2010 than they did, in other words, it appears that Non-Caucasians are arrested in greater numbers than their population representation, in a statistically significant amount. It should be noted that during this time the police were focused on graffiti and gang related juvenile offenses and in the Hermiston area these individuals are generally Non-Caucasian. For this reason, caution should be used before reporting that the HPD is arresting based on race and more investigation would need to be done prior to such a report. In 2011 it appears

(Table 28) that there is a 34.8% chance that the number of arrests would occur randomly, and in 2012 there is a 1.2% chance that this would occur. Utilizing the same normal distribution, Table 29 shows that Caucasians are admitted to the CAB at 55.9% of the total population while Non-Caucasian's are assigned at 44.1% of the total. These results are almost in line with the population representations for all juveniles in the Hermiston area aged 10-18. In fact, using the same normal distribution calculation, when using the data available in Table 29, we find that the standard deviation is 7.40 and the z score obtained is .748. When using a z score table we find that the probability of arriving at these participation numbers is .7734 or 77.3%, therefore there does not appear to be any discrimination in assignment to the CAB.

Continuing on this line of calculation, Table 30 provides a cross tabulation showing that of the 220 CAB participants, 117 Caucasians and 91 Non-Caucasians completed the CAB whereas 6 Caucasians and 6 Non-Caucasians. This gives us a bivariate cross tabulation with Race being an independent variable and completion being the dependent variable. Using a Chi-Square test and a simple null hypothesis and hypothesis at this point of

H₃: Caucasians successfully complete the CAB in greater numbers than Non-Caucasians.

Using a degree of freedom of 1, $(N-1) \times (N-1) = df$, we have an expected Chi-Square result of 7.88. Table 31 shows that SPSS version 22 shows a calculated Pearson's chi-square of .180 computed for a 2 x 2 table. Since the calculated Chi-Square is smaller than the anticipated Chi-Square result, we cannot reject the null hypothesis and therefore accept it in place of the Hypothesis, so in this case there appears to be no difference in

completion rates of the CAB based on race. Though not directly associated with race another variable has been mentioned in successful completion of the CAB and that is of parental support. It was mentioned during several preliminary interviews and an interview with the YSO, Erica Sandoval that parental support made a big difference in successful completion of the CAB. Though a request for records was met in similar fashion, there was enough data to reconstitute the majority of the records. For those that there was not enough evidence to validate as either supporting or not supporting the juvenile attending the CAB, unsure was utilized as an answer. This created a multi-variate table where the independent variable of parental support had three responses; yes, unsure, or no, and the dependent variable of successful completion remained a yes, or no answer. Due to the complexity of these calculations, SPSS was used directly and Kendall's *Tau-c* test and Gamma was used as well as the Chi-Square to determine not only that there was a relationship but the direction and strength of the relationship. To determine the effect of parental support hypothesis 4 was developed along with its null.

H₄: Family support results in an increase in successful completion of the CAB.

The first test, a Chi Square test shows that the expected value of Chi-Square was 10.6 with 2 degrees of freedom. The calculated valued value, as shown in Table 33, is 32.9. Since the value far exceeds the anticipated value, this researcher can reject the null hypothesis and accept Hypothesis₄, in that it appears that parental support does in fact have an effect on completion of the CAB as earlier posited. Table 46, below, was calculated to determine the strength of the relationship and its direction. Gamma indicates a relative weak negative relationship of -.264 or suggesting that parental support causes a reduction

in successful completion of the CAB. This is supported by Kendall's Tau-c, utilized as Table 32 is a rectangular table, the relationship is slightly negative.

Table 46: *Symmetric Measures Parental Support and Completion Rates in the CAB*

		Value	Asymp. Std. Error ^a	Approx. T ^b	Approx. Sig.
Ordinal by Ordinal	Kendall's tau-c	-0.036	0.041	-0.867	0.386
	Gamma	-0.264	0.273	-0.867	0.386
N of Valid Cases		220			

a. Not assuming the null hypothesis.

b. Using the asymptotic standard error assuming the null hypothesis.

It is unsure at this point if the relationship is skewed by the high number of 'unsure' responses categories, which if determined as either yes or now would have the ability to shift the results in either direction.

Finally, direct survey responses were used to determine if any bias had been observed or reported by those involved in the CAB which may or may not be indicated by base results of the program itself. Figures 15, 16, and 17 are based on survey responses in regards to questions asking of respondents have observed any cases of bias in participants being assigned to the CAB. When answering approximately 1/4 -1/3 of respondents answered they were unsure if there was bias in selection to the CAB as several respondents claimed to not know how participants were selected to be part of the CAB. The answers remain predominantly positive as when asked if there was bias I the CAB operation, 24 of 32 said no with 8 stating they were unsure. When asked if they had observed bias in the completion of the CAB, 21 stated no while 11 stated they were unsure. When coupled with the previous calculations it does not appear that there is bias in the selection to, operation of, or completion of the CAB, though there does appear to

be a communication break down between the YSO and the members of the CAB board and members of the local police department.

Discussion and Implications

Program process and implementation can be viewed as the mechanics of a program evaluation. It is important that the preliminary work such as a Needs Assessment (identification) is completed and target populations are identified. It is just as important that an entity also have a plan for how to implement a program that also allows periodic review to ensure that the plan that was put into place is working or if it needs to be adjusted. A lack of understanding this process can result in inappropriate data being saved or disposed of and a general likelihood of program failure (Collins & Lennings, 2013; Saldana, 2014). A review of best practices and the context of previous studies allows the researcher to see what has worked before and what is likely to work in a particular situation, avoiding mistakes or similar contextual issues that may have caused a program to fail in the past (Groomes et al., 2013). In the case of this study, several evaluation questions were considered to determine how the program was being implemented and if used in the future could provide benchmarks for continued operations. First, was Evaluation Question 8, which referred to the timeliness that clients were being processed by the CAB. Second, Evaluation Question 9 reviewed the completion rate of the CAB. Third, Evaluation Question 10 researched the proportions of Caucasian versus Non-Caucasian to answer questions of inequality and what effect the program was having on a changing demographic. This question resulted in hypotheses being developed for bivariate and multivariate testing to determine what, if any relationships existed.

The standard for Evaluation Question 8 was determined after interviews with members of the Hermiston School District, Hermiston Police Department, and the UCCJ-YSD, all agreeing that timeliness was an important factor in juvenile sanctions and even the organization responsible for juvenile sanctions (UCCJ-YSD) admitting that it was taking too long for juvenile referrals to be held accountable. The entire idea of mediated accountability was focused on the assumption that juveniles would wait for up to three (3) before being held accountable (adjudication) and as a result the only outcome was the juvenile would be empowered by not being adjudicated and would move on to offend again, either at the school or social level. Each administrator and individual interviewed agreed that one of the biggest problems was how long it took for adjudication and a lack of accountability afterwards. Several studies shows that this does in fact create a risk to additional recidivism if the time between being held accountable and original offense goes past several weeks (Greenwood, 2008) and that even support from normally supportive families begins to dissipate and turn into dis-interest (Westin, Barksdale, & Stephens, 2014; Welsh, Rocque, & Greenwood, 2014). Based on these studies, it seems more imperative than convenient that these times between referral and assignment are shortened (Phillippi et al., 2013).

Evaluation Question 9 reviewed the completion rate of the CAB. When reviewing the data for this seemingly straight forward standard, at which the CAB was regularly touting an above 90% success rate, that the original operational definition was not accurate. In both published material (Mills, 2008) and interviews with the Youth Services Officer the original operational definition of success was to complete the program and all sanctions and not re-offend or receive an additional referral during the

next calendar year. When reviewing the individual arrest/referral listings produced by the RIMS computer system, it was obvious that several juveniles were referred again either immediately after being assigned to the CAB or a shortly thereafter. When this was discussed with the YSO, it was determined that if a client only committed a minor infraction and was proceeding with their sanctions under the CAB then those issues could be overlooked. This actually works well for the program in a holistic sense, but without records as to why or how such incidents were handled it became impossible to quantify them with the others in the program. Changing the operational definition by removing reference to recidivism allowed this researcher to focus on the outcome of the project based on individual cases. As the original information supplied from the police department references but did not identify CAB failures this became even more important to be able to quantitatively review all juvenile arrests during the 2009-2012 time period.

Evaluating Question 10 was more difficult to determine. Is there bias against Non-Caucasians in the assignment to, or the completion of the CAB? Based on an early interview with the Director of the UCCJ-YSD, Kim Weissenfluh, it was discovered that a complaint regarding targeting of Hispanics by the CAB had already been raised, purportedly by a member of the Hermiston Hispanic Advisory Committee, a sub-committee formed by the Hermiston City Council to focus on and promote Hispanic issues in the community. To answer the complaint, the question was broken into several sub-parts. First, were Non-Caucasians arrested/referred in greater numbers than Caucasians? Second, were Non-Caucasians being assigned to the CAB in greater proportions than Caucasians, and were Non-Caucasians completing the CAB in lower proportions than Caucasians? To determine an accurate number of juveniles, by race,

over the years of the study during a period referred to as a demographic shift, required the assistance of the Hermiston School District. Utilizing school records, the district was able to provide a non-identified list of students meeting the criteria of;

1. Assigned to the Hermiston School District in 2009-2012;
2. Between 10-18 (18 not inclusive) years of age; and,
3. Identifying gender and race.

Using this information, this researcher was able to build Table 7 and Table 8; demonstrating the demographics of that sub-population during each year 2004-2012, which showed a growing population that was also shifting from strongly predominant Caucasian to an almost bi-racial community as shown in 2012. These steps were necessary as data from the U.S. Census Bureau and the Portland State University Population Studies department did not have this level of detail.

As Table 28 demonstrates, an argument could be made that Hermiston Police were arresting far more Non-Caucasians than Caucasians at the beginning of the study than at the end. There are a host of understandable reasons that a police agency may arrest one race more or less than others; lack of cultural understanding, an attempt to maintain the status quo, a sense of racial identity (Crutchfield, Fernandes, & Martinez, 2010; Duran & Posades, 2013). Unfortunately, though the department does track contact data, since changing record maintainers, race is not identified on initial calls or officer initiated activity, so it is difficult to determine if the cause of these disparities is due to officer initiated activity or outside influence.

The Chief of Police has been aware of issues such as this, monitored for any problems, and taken steps to foster an environment favoring non-biased treatment. These

steps include, but aren't limited to yearly reports summarizing officer complaints and outcomes, issuing uniform mounted video cameras, and public meetings. This proactive approach is further supported by the fact that although, there may be more Non-Caucasian arrests than Caucasians, this disparity did decrease, and is not evident in assignment to, or successful completion of the CAB, as determined through analysis of H₁, H₂, and H₃. These are shown to follow racial trends as displayed by Table 29 and 30. To verify these findings, a binominal probability distribution was used, showing a greater than 75% chance that the results were random and not an unexpected finding. In addition, the department has taken efforts to increase its own diversity and has held several awareness/sensitivity training sessions to allow officers to have a better understanding of the changing demographics and how unintended actions could have larger results (Duran & Posades, 2013; Kirk, 2008; Griffen, Sloan & Eldred, 2014)

Assessment of Outcome/Output

The assessment of the program outcome or output is limited to the effect that the CAB has on crime rates and recidivism rates. Since the program is based on reducing offenses rather than removing recidivism, it is a greater indicator of output than merely completion and is more directly than trying to determine if changes in the crime rate can be directly or indirectly associated to the CAB.

Evaluation Question 11 examines if the outcome goals and objectives are being met. As this study has demonstrated, there are no measureable, direct goals and objective associated with the CAB. For developing the success standard for this question, it became necessary to combine and quantify the purposes of the CAB that was most often noted, that of reducing recidivism. Quantifying this, it was determined that a 20%

decrease in recidivism would be reasonable, though any decrease could be validated as a success. Utilizing 20% provides a goal for the YSO and board to aim for while allowing regular monitoring against the county and local statistics.

Investigating the data for this evaluation revealed a particularity in how data was being collected. Up until the end of 2008, the UCCJ-YSD was tracking all juvenile offenses/referrals and recidivism within Umatilla County. Once the CAB began, a mistake in intention resulted in referrals no longer being sent to the UCCJ-YSD so from 2009 through 2012, the data tracked by the UCCJ-YSD did not include information from the Hermiston Police Department in regards to participants in the CAB.

Data for the UCCJ-YSD is compiled with data from other counties throughout Oregon and is published annually under the Oregon Juvenile Justice Information System and is available online by year at

http://www.oregon.gov/oja/pages/jjis_data_eval_rpts.aspx

Table 5 summarizes these reports for years 2003-2013 based on original juvenile referrals, subsequent referrals or recidivism, and then breaks down these between those that reoffend once or twice, as compared to those defined as chronic recidivists or those that reoffend three or more times within a year. When the same data are developed for juveniles that are handled specifically by the Hermiston PD and state wide averages we are able to Tables 34, 35 and 36. Table 34 displays the overall recidivism rate for CAB participants showing a recidivism rate of 14.1%. The Hermiston Police Juvenile recidivism rate is displayed in Table 35, showing recidivism has gone up and down, reaching a high point in 2007 of 30.4%, prior to CAB implementation and returning to a low of 20.8% in 2012. Table 36 demonstrates that the recidivism rate in Oregon between

2009 and 2012 was 28.2%, Umatilla County (UCCJ-YSD) was 31.4%, and the Hermiston Control group was 22.8% and the CAB having a recidivism rate of 14.1%. At first review this appears to not meet the 20% reduction and results in a reduction of 17.3% but once the CAB group is applied back to the UCCJ-YSD group as should have been originally we have we can see that it is in fact close to 20% reduction.

Discussion and Implications

Though often confused with the following section on efficiency, Program Outcome analysis demonstrates if the program can be judged successful by determining if it actually brings on some measure of beneficial change in the given social arena (Rossi, Lipsey, & Freeman. 2004), in this case reducing juvenile recidivism. Though this section consists of only one Evaluation Question, Evaluation Question 11: Are Outcome Goals and Objectives being met? This researcher had to take several steps to identify a quantifiable concept as all previous data suggested there were no formal goals and objectives put into place, nor a Program Theory established prior to implementation. In addition, there was little development in the area of program impact theory. With those limitations, the outcomes were based on the repeatedly stated desire to reduce juvenile recidivism, with the implied goal of reducing juvenile crime.

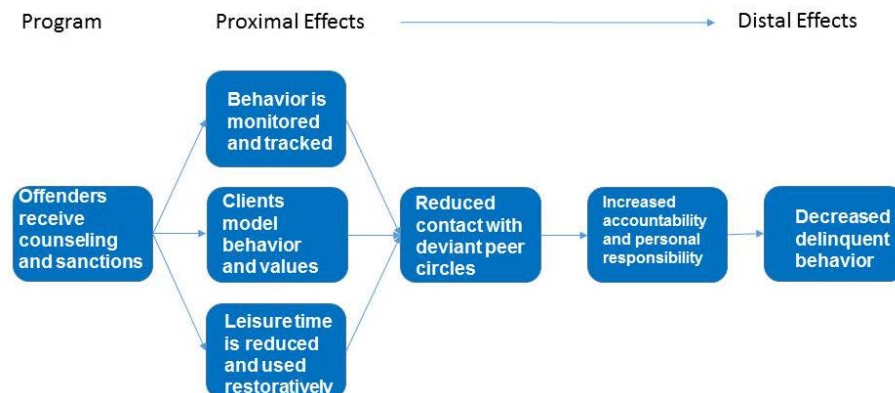


Figure 19: Program Impact Theory Model

Figure 19 demonstrates what this researcher determined would be an adequate Program Impact Theory model, based on the umbrella goal of reducing juvenile recidivism. When determining what a successful program will look like it becomes important to not only identify what the expected success is, but intermediate steps to determine if the program is on track to achieve its stated goal, or if there are unintended consequences to the program that is being implemented. As the model depicts, there are proximal effects as well as distal effects, or the goal of reduced recidivism. As the program is implemented, proximal effects are those changes that occur that lead to the more distal effects. In other words, in order to reduce recidivism we have to affect the variables that lead to increases in recidivism and make changes that will be sustainable and lead to the desired outcome (Hodges et al., 2011).

Using Rossi, Lispey, and Freeman's process for measuring program outcomes (2004), this researcher was required to differentiate between the Outcome level, the Outcome Change, and the Program's Effect. The Outcome level was considered the manner that the program outcomes were being measured and reported already. The recidivism rate for the members of the CAB was determined by reviewing arrest/referral records and creating a dichotomous variable with a yes or no answer. The arrest/referral that resulted in the juvenile being referred to the CAB was plotted and the next calendar year was examined. As most of the successful client records were destroyed, the date of referral was used to start the time period as this could later be verified. If the client did not commit another action that resulted in a referral the answer was no, meaning the individual did not recidivate. If the person was referred again during that calendar, the answer was yes, which meant the juvenile had recidivated. This number was divided by

the total cases during the time period of 2009-2012 to determine the recidivism rate of 14.1% shown in Table 36. This amount differed in the reported recidivism rate reported by the CAB itself, with a possible explanation being a different calculation. As discussed, the CAB had leeway to forgive certain offenses if the juvenile was successfully meeting all other CAB requirements. These actions could not be verified by this researcher, so a more appropriate interpretation of the operational definition was required. Where the success rate had been reported as 94%, using this stricter interpretation resulted in a similarly defined success rate of 85.9%, though a smaller percentage is still impressive and an indication of a successful program. What it does not tell us is the Outcome Change or the Program Effect.

When determining the Outcome Change, it needs to be re-iterated that due to a misunderstanding, the UCCJ-YSD was not tracking the juvenile referrals that were assigned to the CAB; therefore it is more complicated to determine what overall effect the program had. First, though not a best practice, this researcher was left with having to use a quasi-scientific design to determine changes. As the groups were not formed randomly, a Non-equivalent Comparison Design was originally used, which creates concerns for the validity of the data. In order to reduce these concerns, the age brackets were adjusted for to make the groups more alike. Since the age of responsibility in Oregon is 10 years old, and the CAB training material refers to juveniles under 18 but over 10 years of age, all offenders that were under 10 when they committed their referral action were removed from consideration. In addition, comparison demographics from the school district were obtained, for the same age bracket to ensure a more similar grouping. The recidivism rate for all juveniles for the Hermiston PD was determined

(these would have been referred to the UCCJ-YSD if failing the program or not eligible) and as Table 36 shows the result was 22.8% for an almost 50% reduction. Further to avoid errors when viewing percentages of percentages, the results were adjusted to consider the control group recidivism rate if the program had not been in effect, which provided the result of a 17.3% reduction in recidivism had the CAB not been utilized; therefore the Program Effect is a reduction in recidivism of 17.3%, which does not meet the stated standard, yet is a significant impact on the community as discussed in the next section. Figure 20 displays the three variables and their relation to the program and themselves.

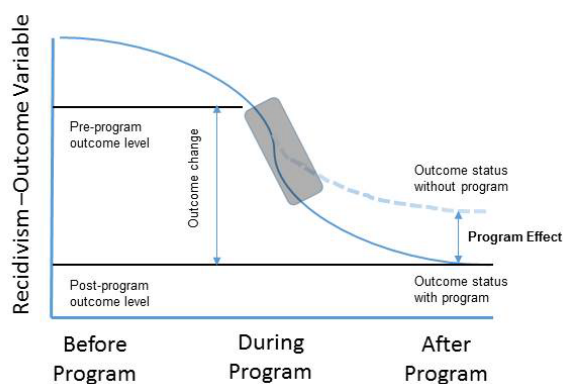


Figure 20: CAB Program Effect (modified from Rossi, Lipsey, & Freeman, 2004)

As this section has shown, the question about Outcomes deals only with the results, and not the costs or efforts associated with those. Having a strong Program Design Theory allows an organization to determine what an acceptable outcome is and how to get there. Relying strictly on a distal outcome can be dangerous as there are often many unobserved variables that will affect the more distal changes (Lipsey, 2009). The use of a Program Impact Theory Model would provide recognition of intermediate steps that could be more precisely targeted for a greater distal impact.

Assessment of Program Cost and Efficiency

To determine whether this program was efficient or not required a review of the available literature to find similar measurements capabilities to determine not only the cost of crime but the cost of the program to combat that crime. Carroll, Ben-Zadok, and McCue utilized a simple formula to determine the costs of crime and an efficiency ratio:

CAB Efficiency Ratio (2009)

$$\frac{\text{Program Output (outcome)}}{\text{Program Input (Budget)}} = \frac{\text{Cost of Juvenile Crime}}{\text{Program Costs}}$$

Input for this formula was fairly simple to determine. The CAB program is comprised of volunteers and a Youth Service Officer whose salary is paid in part by the City of Hermiston and in part by the Hermiston School District. As mentioned in Chapter 4, the cost of Juvenile Crime is a bit more difficult to describe, as this researcher found out that local agencies and the UCCJ-YSD was not tracking the piece of information. Miller, Cohen, and Wiersema developed a system for determining the cost of juvenile crime based on confirmable percentages in the reported crime rate and a series of surveys (1996). This information was tabulated, but was a bit dated requiring this researcher to apply inflation through the use of the archived consumer price index to translate all costs to 2015 dollars equivalents.

In order to determine the costs of juvenile crimes in a manner than could later be replicated the FBI's Uniform Crime Reporting numbers were used available from their website, FBI.gov. This allowed a standard, as reported by the Hermiston Police to the FBI each year since 2003. There are eight (8) crime categories that are tracked via all law enforcement agencies in the United States, the first four (4) are person to person crimes and consist of; Murder, Rape, Robbery, and Aggravated Assault. The second four

(4) are property crimes; Burglary, larceny, Auto Theft, and Arson. There are in fact many more crimes that occur but as mentioned above, these categories are reported nationally and are comparable across jurisdictions. Table 37 tabulates these crimes, from the FBI data base with aggregate columns for violent crimes, consisting of the first four (4) person crimes, and Property crimes, forming an aggregate of the next four (4) property crimes. Table 38 displays the reported crime clearance rates as reported by Hermiston to the FBI and displayed on their Table 25, Group V (Municipalities under 25,000 populations). By using this information, we can avoid complications on the definition of cleared crimes. Although we cannot tell who committed crimes that the department has not been able to solve, a representative proportion of crimes cleared that had a juvenile offender can be juxtaposed to represent how many crimes are likely to have been committed by juvenile offenders. Once we extrapolate using the juvenile clearance rate found in Table 39, we can then multiply by the number of reported crimes, and determine the cost of each type of crime as estimated by Miller, Cohen, and Wiersema (1996).

The formula for each crime category is explained as *Number of Reported Crimes (Table 37) x FBI Clearance Rate (Table 38) x FBI Juvenile Arrest Rate (Table 39) x Estimated Cost of Reported Crimes (found in Table 40)*. Then each crime category is added, to determine a total cost of crime for that year, as displayed in Table 40 and calculated in Table 41.

Once we know the costs of crime for each year, we can divide by the program costs to determine the efficiency ratio of the program in relation to the costs. Table 41 shows that the efficiency ratio moved from 2.38 to a high of 4.28, and in 2012 to a low of

.96. That means that during the time period under evaluation, as Figure 18 shows, the CAB was efficient, in that the costs associated with the CAB were equal to or less than the costs associated with juvenile crimes in the area. A ratio of 1 would indicate the program is efficient in that it is spending what it is saving, the higher the number, for instance the 4.28 in 2010 shows that the program was costing approximately only 25% of the money that juvenile crime was costing. Reviewing the CAB roster and Hermiston Police Arrest data, it appears the program is falling into inefficiency because of declining participation, i.e., the program was successful and is now at risk of being the cause of its own funding reductions.

When developing the data for this answer, it was determined that the most efficient manner of doing so would be to determine the cost per referral or arrest as that is the immediate reduction in seeing a decrease in recidivism. Although there are numerous ways to reach this type of value, this researcher relied on the work of Dr. Julius Chaidrez with the National Juvenile Justice Network in Washington D.C. The first step was to determine how much time officers were spending in dealing with juvenile arrests in order to determine a savings associated with reducing those arrests. Notwithstanding CAB participation, a random selection of 20 arrests for each year (2009-2012) was taken (Appendix Q). Table 44 shows that the average time that an officer spent on an arrest was 155.6 minutes. The range was 8 to 755 minutes with a standard deviation of 133.640 minutes. This does not include time spent on these cases by UCCJ-YSD, court, or administration and records time. That time was estimated by assuming administrative time would be approximately another 15 minutes with an additional 30 minutes for report

reviews, finger print processing, and record distribution, increasing the time to 3.33 hours per arrest, or 199.8 (rounded to 200 minutes) per arrest.

Once the time for an average juvenile arrest was determined, the costs associated with the officers were determined. For purposes of this study, this researcher deviated a bit from Dr. Chaidrez as the costs for vehicle maintenance, officer maintenance, and associated costs were not included in the computations, as these costs would exist regardless of the number of juvenile arrests.

Dr. Chaidrez' formula required:

1. Determine the overall police operations budget
2. Determine the number of full time police employees.
3. Divide the budget by the FTE to determine the Cost per Officer/per year.
4. Divide the cost per officer by 1040 for an hourly wage. *The original formula used by Dr. Chaidrez was based on a 2080 hour work year (40 hrs per week, 52 weeks a year). When vacation, court time, holidays, and time away from assignment was computed the industry standard is 1040 hours available for patrol.*
5. Multiply the average time of each arrest plus processing times by costs per officer per year for the average cost of each juvenile arrest (2012, 4).

These costs are displayed in Table 45 for each year for 2009-2012, increasing from \$314.05 per juvenile arrest in 2009 to \$367.96 per juvenile arrest in 2012, or an average of \$345.23 per juvenile arrest.

When considering the effect of the CAB the original costs per juvenile need to be included as this is where the referrals for the CAB are coming from, yet assuming that each CAB attendee requires a minimum of 4 hours during a three month course for case review, supervision, meetings, and assessment, this cost per juvenile increases to \$732.47 per juvenile referral that is assigned to and completes the CAB. Using the cost per juvenile arrest, \$345.23, and adjusting the control group recidivism rate to match CAB recidivism rate of 14.1%, the result is 98 fewer juvenile arrests during that 4 year period, or a cost savings of \$33,832.54 in reduced juvenile arrests. The costs of dealing with the CAB over the same time period would be \$732.47 per referral for 220 referrals, or a total of \$161,209.40. This obviously is more costly than absorbing the cost of the additional 98 arrests, however since the Hermiston Police Department does not work in a vacuum, the results cannot be viewed in isolation either. The additional crimes that those 98 juveniles would have cost the city would have totaled \$54,557.71 for an offset of \$88,390.25 for the Hermiston Police Department.

During the time that this data was being collected, Kim Weissenfluh, administrator for the UCCJ-YSD was contacted and information was requested regarding the cost per referral. Her response was twofold. The cost per referral for her agency was estimated at \$1892.59. Coupled with the cost of juvenile arrest by the Hermiston Police, any juvenile referred to the UCCJ-YSD from the Hermiston Police Department had an aggregated cost from referral to adjudication and supervision of \$2,237.82, so the 220

juveniles attending the CAB would have cost approximately \$161,143.40 between 2009 and 2012. If recidivism could have been reduced by the same 98 juveniles mentioned above, the cost savings to the UCCJ-YSD would have been \$219,306.36 or an overall cost savings of 26.5% to the criminal justice community of Umatilla County.

Considering the results in reduced recidivism (Table 36), if the same processes could be applied to the UCCJ-YSD and the county recidivism rate could be lower to 14.1% as the CAB results were, the total savings to the criminal justice community from 2009-2012 would have totaled approximately \$563,899.31.

Discussion and Implications

When determining the value of a program, many organizations will focus on outcomes only, such as a task force, or multi-agency approach. This approach can be dangerous as too intense of focus may overlook obvious problems with a program, not the least of which, could alternatives reach the same outcome while costing less, or although it may appear successful because of outcome/goals, the costs required outweigh the intervention's benefits (Marsh, Chalfin, & Roman, 2008; Mathur & Griller-Clark, 2014). As the region continues to recover from the recession, it should be noted that not all area agencies are necessarily receiving more revenue from taxes, though they may be losing less, therefore budgetary constraints are not only present but will continue to guide manpower and program decisions for the foreseeable future.

Focusing on the efficiency of a program adds knowledge about the quality of performance in criminal justice programs (Carroll, Ben-Zadok, & McCue, 2010). As budgets go down, and demands for public transparency rise, it is likely that efficiency measurements will become more commonplace among public service organizations, not

just in special programs (Zedlewski, 2009). New programs, or the continuation of existing programs such as the CAB require stakeholder buy in, especially when different organizations pool money from their own resources towards a common goal (Phillippi, Cocozza, & DePrato, 2013). As research (evaluations) move away from efficacy (can an intervention work), to questions of effectiveness (does an intervention work in practice), questions of efficiency (what are the costs and consequences of the intervention) become increasingly important (Ollson, 2012).

Measuring efficiency also becomes a litmus test for whether similar or smaller agencies could implement a similar program with the same expected results. Kim Weissenfluh, Director of the UCCJ-YSD mentioned that juvenile services throughout the state are moving towards Evidence-based approaches/programs. This is exactly where efficiency measurement comes into relevancy. If a program has been successful but requires a staff of ten employees for each case, it is not as likely to be successful in an organization that doesn't have the manpower to effectively staff or fund the program. As organizations move towards best practices and need data to determine how they may implement those best practices, the efficiency of the program becomes the focus (Groomes et al., 2015). In this current evaluation, prior discussion and data collection shows that the program is effective, recidivism has been reduced and it appears that the CAB is at least partially responsible for these decreases. A review of the efficiency as mentioned above shows the program, through the loss of prospective clients is falling into inefficiency when costs are compared to outcomes. When reviewed on a periodic basis, this then forms following research questions such as, how is the success of the program going to be continued or duplicated. When speaking with both the Youth Services

Officer and the Director of UCCJ-YSD this researcher was told of possible changes to entry criteria, to allow low risk offenders to be treated by the CAB rather than only first time, low risk offenders. This could increase the work load, and if results could be carried through to the new clients result in an even greater efficiency as recidivism continues to decrease. There are other issues that will be discussed later in this chapter under Recommendations for Practice, but the potential for continued success, or to partner with other programs to share success are a definite possibility. In addition, such a change could be tracked to allow for random selection of an experimental group and conduct a scientific evaluation.

One of the limitations of this study has been that the effects of the program are felt throughout several organizations, but a lack of data tracking and cooperation have hindered the researcher's ability to draw conclusions regarding implementation and efficiency on specific issues, rather having to rely on larger picture viewpoints. This is why the final evaluation question was added to the study. It is important to determine the outcome of the project and its efficiency, but it is just as important to see what type of system impact this has throughout the school district and the juvenile justice system as well as the Hermiston Police Department. As Welsh, Rocque, and Greenwood discuss, it is becoming more and more important that anyone in a position to create, continue, enhance, or terminate a program be able to do so while looking more closely not just at what a program does but how it does it and if there are areas for improvement (2014). The current situation has both the school district superintendent and the Chief of Police in a position where each is responsible for answering to their stakeholders not only what path this program takes, but why and what the worth is. When comparing the costs to the

police department and the juvenile department (UCCJ-YSD) there appears to be a stronger need for collaboration between those two entities than presently exists between the school district and the police department. Additional studies would need to be undertaken to determine if the CAB has had an impact on school discipline issues.

Recommendation for Practice

This project has revealed several positive outcomes and achievements for the Hermiston CAB as well as identified a few areas for improvement. This project was conducted near the time the Hermiston Police Department is considering another program, this time focusing on familial relationships utilizing a faith-based mentoring program. As such the timing for these recommendations is fortuitous and may provide an excellent feedback mechanism for future program improvement.

Needs Assessment

One of the recurring recommendations that this researcher had was for improved records management. There is so much data that could have been available if those original records had been maintained. A thorough Needs Assessment, focused on the current demographics and needs of the target population would have revealed that although the demand for action was increasing, there was actually a nationwide decrease in juvenile arrests (Kim, Merlo, & Benekos, 2013). For purposes of this study, the Needs Assessment was recreated based on historical data, but used in a proactive manner this program could have been targeted to specific social needs at the time. Several pieces of data for this study have revealed there may have been cultural issues as the Hispanic population increased which led to increased arrests, and the decline of the single population majority could have resulted in more calls for service based on a loss of the

status quo or feelings of helplessness or fear (Kirk, 2008). At the very least, these may have been accounted for to reduce complaints of biased enforcement or assignment to the CAB. Due to the increase in Evidence Based programs, the Needs Assessment can be an excellent opportunity to review programs that are working in other areas in a contextual manner to determine what could also work for the local entity, or provide ideas for improvement (Rossi, Lipsey, & Freeman, 2004). In addition, this could also have established a more precise management of stakeholders, in particular the use of the juvenile department (UCCJ-YSD) in more of a partnership role in the CAB rather than as a bystander, which would also have met needs of the Hermiston School District.

As Hermiston continues to grow the value of a Needs Assessment for new social issues is increasing as well. Websites, such as <http://www.colorado.edu/cspv/blueprints/> lists numerous programs as well as what issues may have come about during their implementation, success rates, and reliability so that an agency needing to deal with a particular issues can easily review what has already been successful and prepare to modify such a program for their own issues. The “It’s Just Dinner” program that Hermiston is starting is an excellent area to ensure that the mentoring problem avoids problems other have discovered and is able to be fully support existing programs for a greater overall impact. This study on the CAB revealed the large impact that Parental Support can have on program success, and with the supporting literature showed the influence this variable could have large distal outcomes. A program targeting parental relationships with troubled teens, or those identified with current referral issues, could have a geometric effect on juvenile offenses and recidivism. The bottom line is that if a

local agency can identify what the problem is, it becomes easier to determine what is needed to be changed, and what that change needs to incorporate (Hodges et al., 2011)

Assessment of Program Design and Theory

This was an area that, based on existing records, was lacking with the current CAB. For practical purposes, it appeared that the goal of the CAB was to hold juveniles accountable for their actions, and to reduce juvenile recidivism. It is inferred that the process to do this was direct supervision and sanctions where possible, and counseling services when necessary. It can be assumed that a directed approach at Program Design would have revealed the misunderstanding that led to the UCCJ-YSD not reporting CAB clients through their normal channels.

Further evaluation of this section revealed that, as a consequence of not having a firm program design, there were no definite goals and objectives for the program. In hindsight this was not as much of a hindrance as it may first appear as the program was successful. As budgets continue to tighten and resources become harder to find, stakeholders will require additional supportive information before committing to programs (Saldana, 2014). In addition, the program theory can result in a model such as Figure 19, showing the Program Impact Theory model, identifying desirable proximal outcomes which could be monitored and adjusted for a greater final impact (Welsh, Rocque, & Greenwood, 2014). Goals and objectives need to be defined and be obtainable. There are numerous aids to facilitate developing these, such as the SMART acronym, where goals are listed and objectives become the stepping stones for how to reach those goals, needing to be Specific, Measureable, Achievable, Relevant, and Time-Bound. Though this is just one method, it allows evaluation of the objectives and

provides accountability for each assignment. In this case, the goal of reducing juvenile crime could have had several actionable objectives that would lead to success.

Program organization can rely on past practice of other evidence based approaches, or could be modified to fulfill a specific problem or resource limitations. The CAB was successful while utilizing the community board pattern with the Youth Services Officer managing the administrative side of the program. In addition, the YSO was responsible for providing training for the CAB members as well as administrative record keeping. A recommendation for future practice would be to have a co-manager, such as an administrator from the UCCJ-YSD to ensure that all available resources could be brought to the table and available to assist in meeting objectives with each juvenile, and to assist with record keeping laws and data storage.

Assessment of Program Process and Implementation

It is not uncommon to evaluate programs and determine that they are not implemented and executed to their intended designs (Rossi, Lipsey, & Freeman, 2004), nor is it uncommon for programs to fail because they were not implemented properly (Phillippi, Coccozza, & DePrato, 2013). A recommendation that has been mentioned already is that of record keeping. A questionnaire similar to that used by the YSO with new CAB clients would be satisfactory. The form can be randomly numbered with a perforated section which would allow record keeping for data tracking purposes, but the perforated section containing the clients name and case number could be removed when the files were expunged, thereby removing identifiable information and saving only the variable information for each case involved. The specific questions on the form could be

modified to meet with future program design or goals and objectives that are designed for the CAB.

Another recommendation would be an attempt to reduce the amount of time between referral and attending the CAB. It appeared that several events occurred that caused more time to transpire than desired, relevant literature reveals an inverse relationship with time between offense and accountability in both client treatment and family support (Kim, Merlo, & Benekos, 2013; Groomes et al., 2015). The lack of family support can cause a negative reinforcement loop which can actually cause recidivism to increase, negating any impact the CAB would otherwise be having.

In regards to race and the CAB, it appeared there was an aberration near the beginning of the CAB implementation, but this has not been reflected into assignment to the CAB or the successful completion of the CAB. A recommendation would be to continue to monitor to ensure that this does not become an influencing variable, additional record keeping could be adjusted to capture racial data on calls for service, officer initiated activity, and/or traffic stops if this appears to develop into a problem at a later date.

Assessment of Outcome/Output

The strongest recommendation in this area parallels previous recommendations; Goals and Objectives be developed and a Program Theory Model be developed to allow for continual monitoring and subsequent program alterations in order to meet those goals and objectives. This recommendation can be used to support future programs as well without being incompatible. For instance there were several areas that if objectives were reversed and developed through activity of the program. First was the ambiguous

influence of parental support as an independent variable in regards to successful CAB completion. This researcher recommends the implementation of the “It’s Just Dinner” program as a response to these results and to positively influence parental support if a juvenile is assigned to the CAB. Taken to the next step, it could be used a corrective action for families demonstrating a lack of support or interest. Combining these two programs has the potential of having a large impact on outcomes of juvenile recidivism.

Assessment of Program Cost and Efficiency

The Hermiston CAB appears successful in reducing recidivism and several recommendations have been made to support the program and improve it in the future. This section will continue to build on these findings with the understanding that budget constraints are likely to continue and stakeholders may need additional incentive to continue supporting a program that isn’t as efficient as it could be. As demonstrated previously in this study, the CAB is efficient but appears to be slipping into inefficiency not because of a lack of success but because of a lack of criminal activity and clients. In addition, the UCCJ-YSD has started to take a controlling interest in the CAB by reviewing all cases prior to admittance in the CAB to increase oversight on who is successful and provide contextual information for who is not. This is an opportune time to adjust the eligibility of participants, currently limited to first time, low risk offenders; to low risk offenders. This will increase the number of clients authorized to attend the CAB and has the potential of keeping the CAB operating at an efficiency ratio of greater than 1, and coupled with a program similar to “It’s Just Dinner” has the opportunity to save local agencies approximately \$500,000-\$800,000 of current budgeted operating costs.

Throughout the course of this study, it became apparent that each of three organizations had their own goals through the use of the CAB. The Hermiston School District was concerned about increasing juvenile violent crime on campus and growing gang activity. The Hermiston Police Department was concerned about a lack of communication and a general experience that they were dealing with the same juveniles over and over again. The UCCJ-YSD was suffering through budget and personal cuts and was having a difficult time in handling all referrals in a timely manner. Working more closely together, in partnership, the CAB has the potential of saving each organization costs as well as personal time and resources. One of the recurrent complaints was a lack of communication between agencies. The Hermiston Police Department did a good job at advertising its success with the program, but this left many questions unanswered. Officers were not advised as to the results of their cases. Though the juveniles' records were to be expunged upon successful completion, Officers have access to the records already and could be notified by the CAB administrator. A monthly roll call training activity could be to brief officers on who has been assigned to the CAB and current progress of those attending the CAB. This has the effect of creating awareness and allowing the CAB to have that many extra eyes to determine if their clients are being successful or not, as well as creating a team approach to reducing juvenile recidivism.

The final recommendation for this study is also for additional collaboration between the organizations. The briefings that are presented to the officers at roll can be shared at these joint meetings. School District officials could share disciplinary records with the Board to allow a review of the effect CAB participation is having on reducing

district discipline issues, if any. Finally the UCCJ-YSD could attend and share trends occurring throughout the rest of the county, with the possibility of having probationer's families attending meetings such as "It's Just Dinner" to improve the family support processes and improve the success of probation for juveniles, even if not attending the CAB. To summarize, the recommendations are;

1. Complete a Needs Assessment for future programs or adjustments to current programs.
2. Identify possible Evidence-Based Programs through published sources such as Blueprints for Violence Reduction and modify based on Needs Assessment.
3. Target client's needs, particularly for the CAB focus on parental support, even if by combining programs.
4. Develop firm goals and objectives for each program. Build a Program Theory Impact Model to focus on proximal and distal effects.
5. Quarterly collaborative meetings between UCCJ-YSD, HPD, and HSD.
6. Monthly roll-call briefings to inform officers of CAB progress and outcome of their individual cases.
7. Increase availability of the CAB by removing the first time offender requirement.

Recommendation for Future Policy Research

The term mediated accountability was coined for the program theory behind the CAB, and rather than strictly a new theory, it attempts to bring together parts of other successful theories in an effort, which is not uncommon in Evidence/Integrated Policy Models. Mediated Accountability evolved through the research of several later models attempting to explain juvenile crime and recidivism. This research indicated that several

theories are supported by the results of the evaluation and just as importantly lead to areas of recommended further research, but the strongest relationship to currently accepted theories is to Hirschi's General Theory of Crime and his definition of Self-Control. Although not strictly a theory, Lipsey's Evidence Based approaches provide a practical method for implanting various policies into a working project, such as the CAB.

The influence of parental support as investigated in Table 32 and further analyzed in Table 33, indicate that Hirschi's idea of self-control appears to be validated utilizing his General Theory of Crime (1997; Hirschi & Gottfredson, 1990). Similar to their initial findings, this study also revealed that sex, age, and race were not that significant in effecting recidivism (Nofziger, 2009). This study also draws attention to a significant risk; that associated with drawing too strong a conclusion from a weak relationship, particularly one that is skewed due to a lack of viable information such as found in the case of the CAB. As Greenwood mentions, quasi-scientific studies have the risk of results being misinterpreted, especially with smaller samples (2008). Parental influence is the most influential determinant in how self-control is learned and how it is applied and it is usually established in juveniles by age 8 (Hirschi & Gottfredson, 1990). When family members support the goals and objectives of the juvenile offender through treatments, the program is more likely to succeed. When family members appear disinterested or disapprove of the treatment program, success is severely jeopardized (Lambert, 2012). For these reasons, this researcher strongly recommends additional study, in the effects of parental support, to the point that parental support is operationally defined and is monitored through the course of the program or additional programs.

Another aspect of self-control, related but not unique to deterrence theory is the idea that accountability needs to be timely in order to be effective. Studies have shown that to be effective, discipline needs to be meted out in close proximity to the crime (Khromina, 2007; Fitzgerald, 2011; Ball, 1995). Chapters 1 and 3 both indicate that most stakeholders considered timely accountability to be a primary goal of the CAB, yet as Table 24 demonstrates, this was a goal that wasn't met. This variable was difficult to determine an effect as a result because of the manner in which the quasi-scientific control and experimental group were utilized. This researcher would suggest that in the future a more scientific approach to randomly selecting a control group and an experimental group be utilized. In this way, the amount of time that transpires between committing the crime and being held accountable can be accurately determined and compared to the literature to determine if time has an inverse relationship with recidivism; to which, a more timely accountability will result in lower recidivism rates.

Conclusion

The CAB is a successful program despite distractions listed throughout this report. With that being said, it is possible that by adopting the above listed recommendations, with a focus on archival or data analyses, that the program can continue to grow, remain efficient, and be coupled with other programs that will allow Hermiston to continue to reduce juvenile recidivism while focusing on the best interests of all involved. These recommendations can be shared with the UCCJ-YSD and assist in bringing Umatilla County below the state average for recidivism. It would be a mistake to point out any particular organization or individual as being the cause of declining success or efficiency, rather focus should be on collaborative agreements which will

support all organizations and improve the quality of life in the Hermiston/Umatilla County area.

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APPENDIX A:
Acronyms and Definitions

Acronyms and Definitions

CAB	Community Accountability Board
FAL/A	Formal Accountability Letter/Agreement
HPD	Hermiston Police Department
HSD	Hermiston School District
SRO	School Resource Officer
UCCJ-YSD	Umatilla County Community Justice-Youth Services Division (Juvenile)
UCR	Uniform Crime Report
YSO	Youth Service Officer (Hermiston Police)

APPENDIX B:

Hermiston Police Department Cooperation Letter



HERMISTON POLICE DEPARTMENT

330 S. First Street ★ Hermiston, OR 97001
PHONE (541) 567-5510 FAX (541) 567-0468
EMAIL records@hermiston.or.us

August 12th, 2014

To Whom It May Concern:

I am aware that Timothy M. Beinert is conducting a research study as part of his dissertation as a doctoral candidate with Valdosta State University. This study is identified as a project evaluation of the Hermiston Police Department Community Accountability Board (CAB). Tim Beinert has shared with me the details of his project.

During the course of this study, he will be reviewing arrest reports, CAB records, attend CAB meetings, and may conduct interviews with adult staff members. Due to the nature of his research, data collected will be coded to protect the identity of those involved, and original data containing identifying information will be left with this agency.

Prior to beginning his research, we would require Tim Beinert to provide us a copy of the Valdosta State University Institutional Review Board (IRB) approved application with any restrictions/over-site notes that the IRB may require. As many of the records that he will have access to contain personal information, he will be required per department policy to de-identify his data prior to publishing his report. Interviewees may be identified providing the interviews were conducted in a conventional manner; to include IRB provisions, and full informed consent forms documenting the purpose of the interview and use of the information obtained.

The Hermiston Police Department requires the identities of juvenile offenders be kept completely confidential in the research results, to the extent required by the Oregon Open Records law.

Sincerely,

A handwritten signature in black ink, appearing to read "Jason Edmiston".

Jason Edmiston – Chief of Police
Hermiston Police Department
330 South 1st Street
Hermiston, OR 97838
541-667-5107 direct line

APPENDIX C:

Umatilla County Community Justice-Youth Services Division

Cooperation Letter

***Umatilla County Community Justice
Youth Services Division***

Kim Weissenfluh
Administrator

Mark Royal
Director

Melva Lee Carter
Office Manager



September 2, 2014

To Whom it May Concern:

Timothy M. Beinert has contacted Umatilla County Community Justice – Youth Services Division (UCCJ-YSD), formally known as Umatilla County Juvenile Department, regarding the research study he is conducting as part of his dissertation as a doctoral candidate.

Umatilla County Community Justice – Youth Services Division is willing and able to aid and assist in the identified areas with regards to data and reports of juvenile referrals within Umatilla County.

It is our understanding that UCCJ-YSD specifically will be providing reports of juvenile referrals broken down into gender, race and age, along with recidivism rates over the past several years and any other information determined necessary to complete this project.

We are committed to providing any data requested that is allowable by law. We also understand that any data that is needed on a youth specific basis will be coded, and measures will be taken both internally as well as within Mr. Beinert's efforts to keep the data confidential.

UCCJ-YSD looks forward to working with Mr. Beinert on this endeavor, and welcomes the results of the project in reviewing processes and procedures related to decision making with regards to Juvenile Justice within Umatilla County.

If you have any questions or concerns feel free to contact me at 541-278-5447 ext. 123 or kim.weissenfluh@umatillacounty.net.

Sincerely,

A handwritten signature in cursive script, appearing to read "Kim".

Kim Weissenfluh
Administrator

817 S.E. 13th St. Pendleton, OR. 97801
PH: 1-800-578-1056
PH: 541-278-5447 Fax: 541-278-5445

APPENDIX D:

Hermiston, Oregon School District Cooperation Letter



Hermiston School District 8R

502 W. Standard Avenue, Hermiston, Oregon 97838-1890

Phone: (541) 667-6000 Fax: (541) 667-6050

www.hermiston.k12.or.us

September 12, 2014

DISTRICT ADMINISTRATION

Fred R. Maiocco, Jr., Ph. D.
Superintendent

Wade Smith
Deputy Superintendent

Bryn Browning
Assistant Superintendent

Miranda Cortabertia
Communications Officer and
Exec Assistant to the
Superintendent and Board

Mike Key
Exec Director, Operations

Jon Mishra, Ed. D.
Exec Director, Special Programs

Robert Silva
Technology Director

Katie Saul
Business Manager

Patrick Reilly
Charterwells Food Service

Cindy Nicholson
MidColumbia Bus Co.

PRINCIPALS

Jocelyn Jones
Hermiston High School

Tom Spoo
Armand Lucero Middle School

Larry Usher
Sandstone Middle School

Michael Roberts
Desert View Elementary

Rand Risher
Highland Hills Elementary

B.J. Wilson
Rocky Heights Elementary

Devin Grigg
Sunset Elementary

Kevin Headings
West Park Elementary

Subject: Use of Student Educational Records for Research Purposes

To Whom it May Concern,

I am aware that Mr. Timothy M. Beinert is a doctoral candidate with Valdosta State University and is planning to conduct a research study as part of his dissertation preparation. This study is identified as a project evaluation of the Hermiston Community Accountability Board (CAB). Mr. Beinert shared the details of his project, including his research methodology.

During the course of this study, Mr. Beinert may review educational records and data pertaining to the general student population of the Hermiston School District and specifically those students assigned to the Community Accountability Board. He may also conduct interviews with adult staff members. Due to the nature of his research, data collection will be coded to protect the identity of juveniles involved, and the original data containing identifying information or cross referencing original data to coded data will be left with the school district.

In addition, he will be required to aggregate data that involves subgroups with fewer than 30 students in order to prevent individual identification. Mr. Beinert proposes to address this issue by aggregating the raw data into two distinct groups. It is our understanding that he can obtain the information needed by dividing racial groups into Caucasian and Non-Caucasian rather than each identifiable racial group.

Prior to beginning his research, we require Mr. Beinert to provide us a copy of the Valdosta State University Institutional Review Board (IRB) approved application with any restrictions/oversight that the IRB may require. As many of the records that he will access are part of official educational records and may contain protected information, he will be required per district policy to de-identify his data prior to publishing his report. Adult interviews must adhere to generally accepted research practices and include fully informed consent sign off by the interviewee. Finally, costs associated with reproduction and staff time required to research and support this inquiry may be assessed a fee consistent with district policies.

Sincerely,

Fred Maiocco, Jr., Ph. D.
Superintendent of Schools

**"Serving the needs of all children with rigorous program choices,
high expectations, mutual respect, and excellence in all endeavors."**

APPENDIX E:
Valdosta State University Institutional
Review Board Exemption



*Institutional Review Board (IRB)
for the Protection of Human Research Participants*

PROTOCOL EXEMPTION REPORT

PROTOCOL NUMBER: IRB-03110-2014 INVESTIGATOR: Timothy Beinert
PROJECT TITLE: Hermiston Community Accountability Board: A Program Evaluation

INSTITUTIONAL REVIEW BOARD DETERMINATION:

This research protocol is exempt from Institutional Review Board oversight under Exemption Category(ies): 4. You may begin your study immediately. If the nature of the research project changes such that exemption criteria may no longer apply, please consult with the IRB Administrator (irb@valdosta.edu) before continuing your research.

ADDITIONAL COMMENTS/SUGGESTIONS:

Although not a requirement for exemption, the following suggestions are offered by the IRB Administrator to enhance the protection of participants and/or strengthen the research proposal:

NONE

- ☐ If this box is checked, please submit any documents you revise to the IRB Administrator at irb@valdosta.edu to ensure an updated record of your exemption.

Elizabeth W. Olphie 10/16/14
Elizabeth W. Olphie, IRB Administrator Date

Thank you for submitting an IRB application.
Please direct questions to irb@valdosta.edu or 229-259-5045.

Revised: 12.13.12

APPENDIX F:

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APPENDIX G:

Hermiston School District Youth Violence Round Table Meeting Minutes:

February 4, 2018

Youth Violence Round Table Meeting Minutes

February 4, 2008¹

Participants present: Tricia Baker, Buzz Brazeau, Ed Brookshire, Connie Caplinger, Don Coulombe, Dean Gushwa, Darla Huxel, Chuck Logan-Belford, Fred Maiocco, Terry Rowan, Heidi Sipe, Phil Starkey, Kim Wilson-Noisey, Stacey Wilton, Delores Pierson.

Chief Coulombe distributed a handout that illustrated the comparison of the juvenile arrests in the city of Hermiston between 2006 and 2007. He said they have seen a significant rise in the number of aggravated criminal assaults – from 23 in 2006 to 53 in 2007. They have also seen an increase in the number of thefts and auto related incidents. Interestingly, monthly data comparisons consistently show an increase in juvenile detainments during the months of May and October. Buzz Brazeau, Principal of HHS, confirmed this same trend at the high school.

Currently, there are 5 different gang groups active in the Hermiston area with influences from the Irrigon and Boardman areas.

When Dr. Maiocco asked which indicators the schools should be looking for, Chief Coulombe responded with the following information:

- The drug of choice seems to be swinging back to marijuana.
- Because of the lack of available meth labs and the response to advertising showing the adverse effects that meth can have on the body, meth usage is decreasing.
- New labs are showing up in the midwest using alternate methods of production.
- Education on drug usage is the key to prevention.
- Seems to be an increase of use and abuse of prescription drugs.
- Newest fad – inhaling “canned air”.

Chuck Logan-Belford reviewed the mission statement of the Umatilla County Juvenile Department. Their emphasis is on restorative justice processes that promote victim restoration and also ensure that juvenile offenders not only fulfill their obligation, but also gain insight and understanding into how their illegal actions harm others. He also reviewed data from 1/1/2006 - 11/16/2007 regarding the youth living in the city of Hermiston and Umatilla County; data includes: ethnic breakdown, age, gender, referrals, re-offense data, offense types, drug offenses.

Hermiston High School Principal, Buzz Brazeau, commended the SROs for letting the principals know what the kids are doing outside of school. This often ties to affiliate behavior in the school. He said they are studying alternative settings to serve at-risk kids.

Round Table discussion:

- Communication is essential. Good to see all becoming involved in common ground on issues.

¹ Provided by Brianna Cortaberria, Executive Assistant to the Hermiston School District Superintendent and Board

- Use evidence based research to narrow options.
- Need more resources for chronic offenders. Need more communication between community resource people that provide direct services.
- Need collaboration between police and school. Welcome suggestions on what else the schools could be doing.
- Look outside of normality to new options. Find creative way to do more – behavior is not the way out.
- More coordination with community – what are other communities doing? Get a grasp of what the problem is; coordinate community, schools. Target neighborhood that seem to consistently have problems.
- Educate younger kids, make parents more accountable.
- Protection of kids and restoration is important.
- Much research is available. Look locally – don't count on "soft" money.
- Hold students to higher accountability. Be creative to make kids more accountable.
- Think out of the box. Take care of it now while we still can.
- Consider involving state legislators to pursue additional resources where appropriate.

Next meeting date: March 31, 9:30 – 11:30, Hermiston School District Office, Building B.

Kathy Nichols
Recorder

APPENDIX H:

Hermiston School District Youth Violence Roundtable Meeting Minutes:

March 31, 2008

Youth Violence Roundtable Meeting Minutes²
March 31, 2008

Participants present: Tricia Baker, Buzz Brazeau, Phil Starkey, Connie Caplinger, Darla Huxel, Kim Wilson-Noisey, Stacey Wilton, Kevin Headings, Fred Maiocco, Jason Edmiston, Dianna Veleke, Dennis Doherty.

District Attorney Updates: Stacey Wilton said that they are trying to hold kids more accountable and to move them through the process more quickly. The DA's office has been more aggressively charging graffiti cases. Backlogged cases seem to be decreasing. Good coordination with local law enforcement.

Umatilla County Youth Services Update: Kim Wilson-Noisey reported that Youth Services now have the capability to put kids on GPS systems; this means they spend less time in detention initially. The GPS systems have the capability to lock the offender down to specific geographic locations or out of a specific geographic area. There is also an emphasis on identifying and responding to female gang members. Connie Caplinger suggested the "Seeking Safety" program as one option to help these girls.

Law Enforcement Updates:

Darla Huxel, Umatilla PD: The Umatilla Community Accountability Board is placing more emphasis on interaction with families and has received positive feedback as a result. They are currently working on a plan to share more information between departments. Umatilla is willing to share information/documents with the Hermiston as HPD seeks to form a CAB.

Jason Edmiston: Hermiston PD is routinely citing parents for "Failure to Supervise" in graffiti violations. The graffiti problem moves from one enforcement area to another and crosses all cultural boundaries. While it seems to be primarily in the cities, increased enforcement moves it more to the rural areas. Collaboration between the enforcement areas is essential; there is a lot of information that the departments are missing.

Chris Huffman, SRO from HHS, will be assigned as the second gang enforcement officer for the Hermiston Police Department. Office Edmiston said that the HPD has received grant monies to be used for MIPS. There will be a concentrated effort on enforcing MIP's this summer.

School District Updates:

Umatilla said that they use a 3 step process to handle their behavioral problems which seems to work well. Their alternative school in Irrigon is used to serve students with severe behavioral challenges.

Stanfield said they don't experience many of the problems of the larger schools but keep their eyes open for new gang trends.

² Provided by Brianna Cortaberria, Executive Assistant to the Hermiston School District Superintendent and Board

Hermiston:

ALMS Middle School sponsored gang presentations on two consecutive days. They were not well attended but the reception was positive; will look at doing it again next spring. Tricia Baker said that an enforcement officer has been assigned to support summer school. She also said that they have been experiencing a rash of Body Boxing – seems to be a new trend. Supervision of bathrooms etc. has been increased.

Buzz Brazeau, HHS, said they have been seeing an improvement in behavior because of collaboration with the Hermiston PD. The probation officers are in the school more often. The kids are listening and providing more information regarding street names and identities. They have been able to keep gang activity off campus. Coordination between the DA, county, and schools has been improving.

Connie Caplinger expressed concern about the number of teen pregnancies in Umatilla County. Buzz estimates that there are 50-100 school age teen parents that are not in school. Umatilla County Youth Services has been working with Head Start to establish contact with these teens.

District wide:

- We are looking at expanding our alternative programs to include middle school
- Fred has met with the student leadership group in each school discussing with them the problems of drugs, alcohol, gangs, bullying etc. and he said they feel that there has been an improvement in those areas.
- The district will be adding additional coaching support for teachers regarding behavioral issues.
- We have had good support from all of the agencies represented here.
- The HPD is conducting a safety audit of Hermiston Schools and it should be ready by the end of the year.

Next meeting date: May 19, 2008

9:30 – 11:30 AM

Hermiston School District, Building B

Agenda for next meeting:

- ✓ **Alternative school programs**
- ✓ **Teen Parents**
- ✓ **Invite State Legislators**

- ✓ Please reflect on information sharing between agencies: what do we have; what is needed; how to provide???

APPENDIX I:

Hermiston School District Youth Violence Roundtable Meeting Minutes:

May 19, 2008

YOUTH VIOLENCE ROUND TABLE Meeting Minutes

May 19, 2008³

Participants present: Tricia Baker, Buzz Brazeau, Dan Coulombe, Chuck Logan-Belford, Fred Maiocco, Heidi Sipe, Mike Turner, Stacey Wilton. Guests: State Representative Bob Jensen; Darcy Kilsdonk, Headstart; Jacque Erickson, HHS Teen Parent Program; Mike Kay, HSD Athletic Director; Devin Grigg, Assistant Principal, ALMS; Clint Kittrell, Behavioral Specialist; Jenny Galloway and Amanda Beckley, CARE Team; Genni Lehnert, Umatilla County Public Health.

Agency updates:

- Hermiston Police Department: Chief Dan Coulombe
 - ✓ Slight rise in call load. Expect more when school is out.
 - ✓ CAB officer is a “go” as far as the City is concerned. Dialogue with the School District continues to clarify guidelines.
 - ✓ Making a higher than average clearance on cases.
- Oregon State Police: Sgt. Mike Turner
 - ✓ Seeing some change in drug trends – meth use is decreasing because of successful enforcement efforts; however, cocaine and heroin is on the increase because it’s easier to make and sell.
 - ✓ Looking for increased activity when school is out.
- Juvenile Services: Chuck Logan-Belford, Director of Umatilla County Youth Department
 - ✓ Good success with the GPS monitoring system. Currently have 7 bracelets in use and are ordering several more.
 - ✓ Working with HSD on a grant regarding Day Reporting Center. Grant is due May 30.
- Umatilla School District: Superintendent Heidi Sipe.
 - ✓ No new trends. Attended the Safe Schools Seminar – discovered that the law enforcement personnel and school staff were not on the same page regarding vocabulary describing situations. Will be working on educating staff for better communication with law enforcement.
- Hermiston School District:
Mike Kay - HHS
 - ✓ Prom went well without incident.
 - ✓ The gang activity is relatively calm right now.
 - ✓ Occasional tagging.
 - ✓ Have initiated a teacher supervision plan in the high school which appears to have made significant changes in student behavior and attendance. Will continue to monitor the data and make some small changes for next year.

Tricia Baker, Principal ALMS

 - Biggest problem right now is graffiti – working with the SRO to control the issue.

³ Provided by Brianna Cortaberria, Executive Assistant to the Hermiston School District Superintendent and Board

Fred Maiocco, Superintendent

- Appreciated the work done on the comprehensive Safety and Security Review compiled by the Hermiston Police Department. We will continue to digest the material and use in planning in the 2008-2009 school year.
- District Attorney's office: Stacey Wilton
 - ✓ The Hermiston Police Department is doing a good job on enforcement of "tagging" cases and the DA's office is still working on coordinating repainting/clean up by the offenders.
 - ✓ The DA's office is finally fully staffed and is catching up on back-logged cases. Stacey invited agencies to call her for updates on cases that have been in the system a long time.

Reports/Information:

- Darcy Kilsdonk presented a brief PowerPoint on the teen pregnancy situation in Umatilla County. There are over 100 teen parents requiring services in the County and many are not in school because of barriers regarding transportation, child care and other needs. The biggest factor in teen pregnancies is lack of education.
- Amanda Beckley and Jenny Galloway described the services provided by the CARE Team.
- Mike Kay and Devin Grigg gave an update on the status of the Alternative Education program at HHS and ALMS.
- Clint Kittrell, Behavioral Specialist, outlined the CREW program in the district. The data supports the success of the program. Representative Jensen suggested that the program be put before the legislature for possible funding opportunities.

Next meeting date is set for Friday, September 26, 2008, at the Hermiston School District Office.

APPENDIX J:

Hermiston Community Accountability Board Participation Survey

This survey is intended to gain information on the Hermiston Community Accountability Program. It should take approximately 10-15 minutes to complete. Your answers will help identify conditions that support the CABs creation, its implementation, and recommendation for future use. Your answers are very important to us. Unless you specifically ask, your identity will be protected and your answers will not be reviewed until aggregated with other submitted surveys. If you want contact or would like to "go on record" with a suggestion, please contact the survey administrator, Tim Beinert.

This survey is sanctioned by the Institutional Review Board of Valdosta State University and a copy of that certificate is available upon request. Any questions can be directed to me at email: tmbeinert@valdosta.edu Thank you!

Welcome to my Survey

1. Are you male or female?

Female
Male

2. Are you White, Black or African-American, American Indian or Alaskan Native, Asian, Native Hawaiian or other Pacific islander, or some other race?

White
Black or African-American
Hispanic
American Indian or Alaskan Native
Asian
Native Hawaiian or other Pacific Islander
From multiple races
Please explain if other _____

3. What is your age?

17 or younger
18-20
21-29
30-39
40-49
50-59
60 or older

4. Please chose the answer from the drop-list that best describes your relationship with the Hermiston Community Accountability Board.

5. How long (years) have you been associated with the Hermiston Community Accountability Board?

6. Were you involved in the creation of the Hermiston Community Accountability Board?

Yes
No
Unsure

7. Have you received training on your role in the Hermiston Community Accountability Board?

Yes
No
Non Applicable

8. If you answered yes to Question 7, do you feel your training was adequate to prepare you for your role in the Hermiston Community Accountability Board?

Yes
No
Non Applicable

9. If you answered no to Question 8, what type of training do you feel would be of greatest assistance to you?

10. Are you familiar with the goals and/or objectives for the Hermiston Community Accountability Board?

Yes
No
Unsure

11. In your own words, please list the goals and/or objectives of the Hermiston Community Accountability Board?

Goals/Objectives 1 _____
Goals/Objectives 2 _____
Goals/Objectives 3 _____

12. How well do you feel the Hermiston Community Accountability Board performs at meeting its goals and/or objectives?

Meets Goals

Not at all	Less than Satisfactory	Satisfactory	More than Satisfactory	Excellent
1	2	3	4	5

Meets Objectives

1	2	3	4	5
Performs overall				

1	2	3	4	5
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* 13. In your own words, please describe what you feel is the purpose of the Hermiston Community Accountability Board.

* 14. In your own words, please describe the Hermiston Community Accountability Board's target clientele, or who it is designed to assist

15. In your words, what resources does the Hermiston Community Accountability Board have to accomplish its mission? (Counseling, alternative sentencing, mediation, etc.)

Resources -----
Resources -----
Resources -----

16. Are there additional resources you would like to see used by the Hermiston Community Accountability Board?

Resource -----
Resource -----
Resource -----

17. Do you believe the Hermiston Community Accountability Board is/was necessary?

Yes
No
Unsure

18. Can you describe the juvenile crime rate before the Hermiston Community Accountability Board was created?

Low		Average		High
1	2	3	4	5

Other (please specify)

19. Please describe your opinion of the current juvenile crime rate.

Low Average High
Other (please specify)

20. Do you believe that the CAB is responsible for any change you noted in the juvenile crime rate? Why or why not?

Yes
No
Unsure
Please explain your answer

21. Do you feel, or have you observed bias or discrimination in how the CAB operates?

Yes
No

Unsure
Please explain your answer

22. Do you feel, or have you observed any bias in how juveniles are assigned to the CAB?

Yes
No
Unsure
Please explain your answer

23. Do you feel, or have you observed any bias in juveniles successfully completing, or not completing the program?

Yes
No
Unsure
Please explain your answer

APPENDIX K:

Open-Ended Answers: What are the Goals and Objectives of the Community

Accountability Board, Question 11?

Goals and Objectives

Accountability	Development	Crime Reduction	Juvenile Court Alternative	Unknown/No Answer
provide a plan to help juveniles with minor offences	Develop Responsibility and offer guidance to troubled student involved	Decrease juvenile crime in Hermiston	Moving misdemeanor youth offenses out of the juvenile justice system and into a community based judicial board	?
Ensure accountability	Reach out to students and families in our area	Reduce juvenile crime/offenses	Divert youth from Juvenile Department	?
hold youth accountable	Bring the family closer together and involved	Reduce abhorrent juvenile behavior	Reduce burden on Juvenile System	?
Provide accountability in a timely manner to first time offenders	provide services to youth and their families	Reduce recidivism	keep juveniles out of the system	?
Hold juvenile responsible	Give youth an opportunity to interact with prosocial, positive adults from Hermiston	Lower Juvenile recidivism	To reduce the load on the juvenile court system	?
Hold juveniles accountable for their actions/ violating the law	to provide a plan of action to help the offender to deal with the issue	Positively impact juvenile crime rates	Reduce backlog in court system	?
Provide accountability to the offender	Give the parents of first time teen offenders some help and encouragement	Structured environment to lessen recidivism rates of juveniles	To provide the first time youth offender with a second chance.	N/A
Hold juveniles accountable for their actions	To help parents/guardians and offender with community connections and resources to help them learn how to deal with bad situations or avoid them.	Prevent juvenile crime recidivism	To keep minor offenders outside of the court system, yet still hold them accountable for their delinquent behavior.	N/A
Hold parents accountable	Linkages	Reduce recidivism	Get Kids Back on Track	N/A
Juveniles and parents are part of the Judicial process	Provide support for the offender and their family	Assist with sentencing for juvenile offenders to make non-repeaters	Alternative to the legal system for non-chronic or first time offenders	
to deal with first time offenders in a quick manner	Rapport building between juveniles, their families and police	provide a plan & support so the juvenile does not reoffend	Assist first time offenders	
swift and appropriate sanctions	Collaborate with stakeholders to identify needs of youth(s)	Support the community with a process to remediate delinquency	Quick response to correct or guide behavior	
Expedite time frame from behavior to consequence	Help first time youth offenders see why they got into trouble and help guide them in a better direction	to provide support so that the individual does not re -offend.	To work with low level and or first time offenders prior to them being pushed to the county level and having to go through the traditional court system	
More timely imposition of sanctions/consequences	To teach the offender how their behavior effects the community	Work with students and families to decrease recidivism	alternative to criminal sanctions for first time minor offenders	
Render timely, appropriate sanctions for youth offenders, which might otherwise languish in the criminal justice system or otherwise go unresolved.	Educate	reduce recidivism	To keep first time minor offenders out of the Juvenile system but still keep them accountable for their actions	

Allow for expeditious handling of minor crimes and aberrant behavior	Assist youth	reduce recidivism	Give first time teen offenders an option to juvenile court	
provide resolution of the issue in a timely manner	Learn	Address risk factors that are present that indicate youth is more likely to get another referral.		
Agree on appropriate requirements for the offender, based on the offense and the information acquired from the offender and hi/her parent(s).	Be part of the solution			
Provide avenue for restitution for situation				

APPENDIX L:

Open-ended Answer: What is the Purpose of the Community Accountability
Board, Question 13?

Purpose of the CAB

Accountability	Development	Crime Reduction	Juvenile Court Alternative	Unknown/No Answer
hold youth accountable	To offer an avenue for delinquent students to make amends to their community and better their circumstances with guidance and support.	Reduce abhorrent juvenile behavior	To take care of juvenile offenses at the local level	
To help Juveniles be accountable for their minor offenses	preventing youth offenders from a life of crime	Decrease juvenile crime	to keep lesser offenders out of the system	
Provide an opportunity for youth to be accountable to their community.	Proactive approach to at risk behavior	reduce juvenile crime	to set up a plan of action in a timely manner that will resolve the juvenile's offense	
To hold juveniles accountable for committing minor crimes and violations in a timely manner. This will help in preventing juvenile recidivism and allow for the opportunity to build a rapport with a police officer and, possibly, other mentors (CAB board members, It's Just Dinner Mentors)	Assure parents and juveniles are educated in the Judicial process and if the juvenile continued break the law, how their actions can and will effect their future.	The CAB is there to help prevent further criminal activity in youths	To keep our minor offenders out of the courts, but still hold them accountable for their delinquent behavior.	
Provide accountability for first time offenders in hopes they do not continue on further into the system.	Help first time youth offenders see why they got into trouble and help guide them in a better direction	Allow for the handling of minor crimes committed by juveniles to reduce repeat offenders	To work with low level and or first time offenders prior to them being pushed to the county level and having to go through the traditional court system	
	provide support to first time juvenile offenders		The board gives first-time juvenile offenders a chance to avoid the criminal justice system by putting them in a	

			diversion program.	
	To encourage parents and students to change behaviors, so can be successful citizens	Reduce Juvenile crime/recidivism		
	To provide support for offender and family			
	The purpose is to provide youthful offenders with an opportunity to push a reset button. It provides a chance for the offender to remove a dumb mistake from the record while still having consequences. It also gives som tools to make changes in their lives.			
	Give right direction to kids			
	Educate first time offenders.			
	It is intended to provide youth offenders an opportunity to change their behavior and avoid criminal sanctions for first time offenders.			
	To support local youth as they recover from poor decisions providing a structured path to follow and keep them out of the justice system			
	To keep good kids that make poor decisions out of our failing legal system providing them with mentoring, counseling and a path back in the right direction			

	<p>The CAB is a collaboration of identified stakeholders with a charge of identifying at risk youth who have committed minor offenses with the goal of providing sanctions and wrap-around services to lessen the likelihood of that youth (and younger youth in the family structure) re-offending.</p>			
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APPENDIX M:

Open-ended Answer: What is the Clientele of the Community Accountability
Board (coded), Question 14.

Clientele

First Time offenders	Minors	Low Risk Offenders	Families
The young first time offenders, who have made a recoverable error.	Youth under the age of eighteen.	Teenagers in the Hermiston community who have made delinquent choices and could benefit from a means to fix their mistakes and make amends to the community.	Secondary age students and their families
First time teen offenders	juveniles ages 10 - 18	juveniles that have misdemeanor offenses	local youths/juvenile offenders/families
youth first time offenders	Juveniles ages 10-17 who are first-time, minor offenders and their parents/guardians	minor crimes	Answered in #11
to provide support for first time juvenile offenders to follow a plan to deal with their offense & to keep them from re-offending	Juvenile offenders residing within HSD 8R boundaries	low risk first time offender youth	The entire family
first time offenders	Kids That made bad choices	Non-violent juvenile first offenders of minor crimes	
Students with a minor, first time and/or non-chronic offense	At risk youth	Trouble juveniles who have committed a crime, Officer Sandoval from HPD and other members from the community, unknown names	
first time juvenile offenders of lesser or entry level crimes		The CAB is intended clientele are those youth that are generally good citizens that have made a poor choice and committed a crime. The CAB program provides an opportunity for change for these youth.	
First time offenders		Low risk youth offenders	
Low risk first time offenders		Borderline kids	
first time minor offenders		The Hermiston CAB is designed to assist juvenile's offenders,	

(misdemeanants and lower)		the school system and ultimately the community.	
It is designed to assist the first-time juvenile offender of most lower crimes and violations (excluding traffic-related items).			
The clientele has been first time minor offenders with a trickle down impact (hopefully) of other children in that house environment/structure.			

APPENDIX N:

Open-Ended Answer: What Caused Changes to the Juvenile Crime Rate,
Question 20

Changes to the Juvenile Crime rate

Alternatives	Interagency Cooperation	Unsure	Reduced Recidivism	Reduced YSD workload	Reduced crime rate
By giving hope to the first time offender that might have been riding the fence and seeing that change is possible, they move on to being productive members of society instead of just another offender in the system.	The program has been successful because of the great partnerships that exist between the Police Department, school district officials, city officials, district attorney, community members and parents. We want students to be successful and we want to help them see that they can make better choices.	Really hard to say - probably helpful but I doubt that it is seen as a deterrent to keep teens out of trouble	Very low rate of repeat offenders	I believe the CAB program has played a tremendous role in helping alleviate an overcrowded Justice System. Before the CAB was formed, a Juvenile with a minor offense would have been given a ticket and then possibly but not likely had to go and see a Judge. Now, these Juveniles are required to see a group of people to help them be accountable for their actions.	Reported numbers are on the decline
Provides an opportunity for our students to change behavior prior to them getting involved in more serious crime and or repeating	I believe the CAB along with many other evidence based, wrap around programs offered by our Juvenile department all play a significant role in the downward trend of juvenile crime statistics we have experienced over the last few years. .	Not sure, because it is unclear about who is actually being seen before the CAB itself, versus having contact with Erica and then being closed.	The number of juveniles who have re-offended has been extremely low.		In conversation, not actually witnessing, it appears that CAB has been effective to the point of not having meetings now due to not having students meet the current requirements.
Although CAB has provided an excellent alternative to many students and it is reflected by a very low return offender, I am unsure if it reflects the over-all juvenile crime rate in our community		Without having much interaction with the youth of CAB, it is hard to determine if the program is effective in changing the behavior of the youth. Officers don't know who the youth are, but deal with the same youth on a regular basis. For all we know it could be some of these youth.	Helps first time offenders and parents with resources to change behavior.		Believe crime rate is still average and has not changed due to re-offenders and upcoming juveniles not yet in the system.

Excellent proactive approach		I have heard from numerous parents/youth that once they were referred to the CAB program they never heard anything from anyone. I am not really sure what the CAB is doing to hold youth accountable. I feel it is a great program, but the follow through appears to be lacking? Or at least the communication once they have been referred is lacking.	Prompt imposition of sanctions and anecdotal reports from CAB participants indicate the diversion program is achieving its goals and reducing recidivism.		
Anytime the public, in the case the parents and juveniles are educated about our community expectations (ethics and moral) crime will reduce.		I haven't noticed any change in the crime rate, however due to the nature of the CAB, its success of failure is very subjective in nature.	In the first three years there was some dramatic results in the lack of repeat offenders		
The CAB targets the first-time offender with the goal of by holding them accountable at this stage, they will learn and experience consequences for their poor decisions. Hopefully, getting the juvenile to make a better decision when faced with a similar incident to what they were, originally, charged. After going through the CAB, the juvenile has learned of the consequences of their actions and poor-decision making and if they commit a crime or violation, they are now making an INFORMED decision.		?	The rate of repeat offenders has decreased		

I believe the CAB has had a positive impact as we have dedicated resources to the problem of juvenile crime. This is not just specific to Hermiston but the entire county. Our juvenile crime rate as well as rates in other cities have declined.		?	As of January of 2014, 239 juveniles have gone through the program and 94% of them have not had any repeat offenses.		
		?			
		?			
		?			
		I do not know			
		?			

APPENDIX O:

Open-ended Answer: What are the Present Resources of the Community

Accountability Board, Question 15

Present Resources					
Counseling	Community Service	Personnel	Mentoring	Liability	Other
Counseling by trained professionals, the court system, the Faith Based council	Hermiston Parks and Rec Program	Officer Sandoval is a huge help/resource to these teens	It's Just Dinner Program	alternative sentencing	No Answer/Unknown
counseling/mentoring	Hermiston school district	Dedicated liaison	Chaplain & It's Just Dinner	Alternative sentencing and sanctions	?
Counseling	Youth Services Intake	theft prevention classes, police officer supervision and assistance,	"It's Just Dinner" created to provide mentoring	Fast sentencing, showing children a consequence for their action	No answer
Counseling	School	Officer Sandoval	Parental involvement	Alternative sentencing	No Answer
Resources like counseling	They have the same resources available as any other agency in the county. I am unaware of what ones they use.	Adult volunteerism	Several members from the community involved.	Alternative sanctions, tobacco cessation resources, mentoring	No Answer
Counseling, community service	The Parks and Rec Dept. (work for comm service), Family mentoring		The HPD "It's Just Dinner" program.	Alternative sentencing in relation to juvenile services	No Answer
Counseling	Community people willing to help including the parks dept.		It's Just Dinner program for more intense mentoring	community service	No Answer

	for community service		for both teen and parent(s)		
resource referral - chaplain, counseling,	Invested community members		it's just dinner program	Freedom to assign sentencing according to the Juvenile and the crime (alternative sentencing)	I do not know
Mediation	Hermiston police dept.		Its just dinner	community service	No Answer
Access to wider array of counseling	Backing by Council and School Board		Family Support	Alternative sentencing (community service, essays etc..)	No Answer
Counseling	Courts			probation program from 1 - 6 months	No Answer
Counseling	Parks and Rec's assistance for community service hours to be worked by juveniles, and many more including "outside of the box" possibilities that the CAB members may suggest			alternative sentencing	No Answer
Social services specific to the Hermiston area				Timely follow up	No Answer
				Restitution	No Answer
				finances/apology letter	No Answer

				Financial (HSD and HPD)	No Answer
				Options for restitution	No Answer
					No Answer
					No Answer X20

APPENDIX P:

Open-ended Answer: What Additional Resources are Needed by the Community

Accountability Board, Question 16

Additional Resources Needed					
Counseling	Community Service	Personnel	Mentoring	Liability	Other
Mental Health Services	Additional community service opportunities	Other officers	Mentoring/Teaching	Retribution Oriented	No Answer
counseling	Funding for school supplies or sports equipment for juveniles in the program	Officer involvement	Big Brothers, Big Sisters Program	Jail	No Answer
family counseling		Hermiston teachers/counselors /staff	Made to Thrive		No Answer
Stronger coordination with mental health providers (as needed)		Previous offenders that completed program	Camps Life		No Answer
Formal counseling with school resources		Intern possibilities for juveniles interested in different careers and support for a program on internships	Parenting Classes for parents		No Answer
		Bilingual services for parents that don't speak English	Enhanced ties to Faith-Based community		No Answer
			A resource to assist empowering parents when needed to help support their child in their learning and goals		No Answer
					No answer x 59

APPENDIX Q:

Juvenile Arrest and Processing Times, 2009-2012,

Random Selection (x 20 per year, N = 80)

Random Sample of Juvenile Arrest Times 2009-2012							
Case	Minutes	Case	Minutes	Case	Minutes	Case	Minutes
1	12	21	90	41	236	61	112
2	143	22	270	42	78	62	50
3	8	23	25	43	122	63	131
4	92	24	237	44	77	64	83
5	24	25	141	45	279	65	74
6	20	26	334	46	77	66	74
7	444	27	155	47	155	67	32
8	50	28	308	48	122	68	25
9	50	29	51	49	176	69	224
10	135	30	755	50	41	70	31
11	444	31	184	51	226	71	288
12	247	32	44	52	302	72	102
13	75	33	53	53	89	73	189
14	498	34	355	54	96	74	84
15	124	35	154	55	134	75	51
16	279	36	160	56	71	76	102
17	53	37	65	57	219	77	303
18	45	38	156	58	132	78	17
19	31	39	456	59	137	79	52
20	355	40	197	60	111	80	190