

DOCUMENT RESUME

ED 055 155

VT 013 088

AUTHOR Trotter, Joseph A., Jr., Ed.  
TITLE Project Crossroads. Final Report  
INSTITUTION National Committee for Children and Youth,  
Washington, D.C.  
SPONS AGENCY Manpower Administration (DOL), Washington, D.C.  
PUB DATE 71  
NOTE 91p.

EDRS PRICE MF-\$0.65 HC-\$3.29  
DESCRIPTORS Correctional Rehabilitation; \*Delinquent  
Rehabilitation; \*Demonstration Projects; \*Job  
Placement; \*Manpower Development; Out of School  
Youth; Prisoners; \*Probationary Period; Recidivism  
IDENTIFIERS District of Columbia; \*Project Crossroads

ABSTRACT

In this pilot program, pretrial manpower services were provided for first offenders in juvenile and adult courts in the District of Columbia. The project offered intensive services to selected youthful arrestees during a 90-day continuance of their trials. At the end of this period charges could be dropped on the recommendation of the project staff. The demonstration phase began in 1968 and ended in February 1971, at which time the project became an independent component of the Superior Court of the District of Columbia. A related document is available as ED 048 445. (BH)

ED055155

# Project Crossroads

VT013088

THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

ERIC  
Full Text Provided by ERIC

PROJECT CROSSROADS STAFF

Leon G. Leiberg, Project Director

Joseph A. Trotter, Jr., Assistant Director

James H. Davis, Supervisor, Court Services

Frederick L. Hill, Senior Job Development Officer

Daniel S. Little, Manpower Specialist

Norman C. Baptist, Senior Community Worker

Suzanne I. Simmons, Community Worker

Roosevelt McIlwain, Community Worker

Randall B. Moore, Community Worker

Leonard H. Logan, Community Worker

Glenn R. Graham, Job Development Officer

B. Shelton Givens, Job Development Officer

Alfred E. Warren, Community Worker

Montrose M. Johnson, Secretary

Sylvia P. Jeter, Secretary

CONSULTANTS

Roberta Pieczenik, Sociologist:  
"Program Evaluation"

John F. Holahan, Economist:  
"Cost-Benefit Analysis"

VOLUNTEERS IN SERVICE TO AMERICA (VISTA)

John Gabel  
John Krell  
Eugene McCabe

Sally Waldron

Antonio Modica  
Paul Nurick  
James R. Steel

EDITOR: Joseph A. Trotter, Jr.

U.S. DEPARTMENT OF HEALTH,  
EDUCATION & WELFARE  
OFFICE OF EDUCATION  
THIS DOCUMENT HAS BEEN REPRO-  
DUCED EXACTLY AS RECEIVED FROM  
THE PERSON OR ORGANIZATION ORIG-  
INATING IT. POINTS OF VIEW OR OPIN-  
IONS STATED DO NOT NECESSARILY  
REPRESENT OFFICIAL OFFICE OF EDU-  
CATION POSITION OR POLICY

ED055155

**A FINAL REPORT TO THE  
MANPOWER ADMINISTRATION, U. S. DEPARTMENT OF LABOR**

**PROJECT CROSSROADS**

A Demonstration Investigation of the Reaction of First Offenders,  
Male and Female, Ages 16 to 25, Provided Intensive Pre-Trial Man-  
power Services as an Alternative to Delinquency Adjudication or  
Criminal Prosecution in the Juvenile Court and Court of General  
Sessions of the District of Columbia.

Leon G. Leiberg  
*Project Director*

**THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH**

Washington, D. C.

1971

This report on a special manpower project was prepared under Contract Number 82-34-68-15 with the Manpower Administration, U. S. Department of Labor, under the authority of the Manpower Development and Training Act.

Organizations undertaking such projects under Federal Government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor. The contractor is solely responsible for the factual accuracy of all material developed in this report.

"PERMISSION TO REPRODUCE THIS COPY-  
RIGHTED MATERIAL HAS BEEN GRANTED  
BY  
NATIONAL COMMITTEE FOR  
Children + Youth  
TO ERIC AND ORGANIZATIONS OPERATING  
UNDER AGREEMENTS WITH THE U.S. OFFICE  
OF EDUCATION. FURTHER REPRODUCTION  
OUTSIDE THE ERIC SYSTEM REQUIRES PER-  
MISSION OF THE COPYRIGHT OWNER."

Copyright National Committee for Children and Youth, 1971.  
Reproduction in whole or in part permitted for any purpose of the United States Government.

TABLE OF CONTENTS

	<u>Page</u>
FOREWORD.....	v
INTRODUCTION.....	vi
I.    SUMMARY AND FACT SHEET .....	1
II.   OBJECTIVES .....	7
III.  RECRUITMENT AND ENROLLMENT .....	11
A.  Overview .....	11
B.  Court of General Sessions.....	11
C.  Juvenile Court .....	12
IV.  EMPLOYMENT SERVICES .....	15
A.  The Local Manpower Situation .....	15
1.  Needs.....	15
2.  Area response .....	16
3.  Employment assistance to non-enrollees .....	19
B.  Project Employment Services.....	19
1.  Placement procedures .....	20
2.  Employer contacts .....	21
3.  Employment assistance to non-enrollees .....	21
C.  Employment Characteristics of Participants While Enrolled .....	22
V.   COUNSELING.....	24
VI.  EDUCATION SERVICES .....	28
A.  VISTA Utilization.....	28
B.  The Program .....	28
C.  Procedures .....	28
D.  Problems.....	30
VII.  DIVERSION AND RECIDIVISM .....	33
A.  Diversion .....	33
B.  Recidivism .....	34
VIII.  SUMMARY OF ANALYTICAL REPORTS.....	36
A.  Measurement of Program Impact .....	36
B.  Benefit-Cost Analysis.....	41
IX.  TRANSITION .....	47
<u>APPENDIX</u> .....	49
A.  Expanded General Sessions Court Criteria .....	50
B.  Expanded Juvenile Court Criteria .....	51
C.  Correspondence Regarding Project's Transition to D. C. Superior Court .....	54
D.  Letter of Intent Between Project and NYC .....	66
E.  Research Design .....	68
F. <u>Congressional Record</u> Reprints .....	76

## ACKNOWLEDGEMENTS

The National Committee for Children and Youth and the staff of Project Crossroads thank the following persons and organizations who have helped in making the program a reality:

- The staff of the Office of Research and Development, Manpower Administration, U.S. Department of Labor, in particular:  
Mr. Seymour Brandwein, Director  
Mr. William Throckmorton, Project Officer
- The staff of the D.C. Court of General Sessions, in particular:  
The Honorable Harold H. Greene, Chief Judge  
The Honorable James A. Belson, Associate Judge  
Mr. Dallas Grasty, Coordinator, Criminal Justice Assignment Division  
Mr. Gene Johnson, Law Clerk
- The staff of the U.S. Attorney's Office for the District of Columbia, in particular:  
Mr. Thomas Flannery, United States Attorney  
Mr. Luke C. Moore, Chief, Criminal Division  
Mr. Charles Work, Assistant U.S. Attorney  
Mr. Frederick Watts, Assistant U.S. Attorney  
Mr. John Jungans, Chief Clerk  
Mr. David Sullivan, Deputy Chief Clerk
- The staff of the District of Columbia Bail Agency
- The staff of the Legal Aid Agency for the District of Columbia
- The District of Columbia Manpower Administration, in particular:  
Mr. Maurice L. Hill, Director, Office of Employer and Technical Services  
Mr. Lorenzo M. White, Chief, Division of Job Opportunities  
Mr. Jack Smith, WMA Job Bank  
Mr. Frankie L. Carson, WMA Job Bank
- The staff of the United States Civil Service Commission
- The staff of the United Planning Organization and affiliated WCEP Centers.
- Mrs. Mary Gormley, D.C. Board of Education
- The Washington Post and Washington Star Newspapers
- Radio Stations: WWDC, WMAL, WAVA, and WAMU-FM
- Mr. Joel Abramson, Counsel for Senator McC. Mathias (Maryland)
- Mrs. Patricia Wald, Attorney
- Mr. Thomas M. Rosser, Business Manager, The Brookings Institute
- The Metropolitan Board of Trade, in particular:  
Mr. Edward Parlati
- Mr. Jack Lemay, Drug Fair Corporation, Washington Office
- Mr. Hanson Buchner and Associates

Finally, our thanks to the many individuals and agencies not listed who, through their active support and encouragement, contributed substantially to the fulfillment of the goals of Project Crossroads.

## FOREWORD

Crime has become one of the most virulent diseases of our society--a disease for which no certain prevention or cure has been found. The President of the United States, in his 1969 State of the Union Message, called for ". . . war against the criminal elements which increasingly threaten our cities, our homes and our lives." The President asked for "new and stronger weapons" to wage this war. Perhaps, in this report of Project Crossroads, we may identify a few "weapons" which we believe can be effective in the continuing search for answers to this growing problem.

Project Crossroads, the National Committee for Children and Youth's pilot pre-trial intervention program for youthful offenders, began January 15, 1968, and became part of the services to youth of the court system of the District of Columbia on February 1, 1971. During the three years we have worked with young people in their first conflict with the law we have learned many things about them. Given an opportunity for a job that pays a decent salary and provided adequate training to qualify for one that holds hope for advancement, the majority will choose work rather than crime. Youth have little patience, however, and even the best job may become boring, so it is essential that supportive services be available. There is no simple solution, of course, for each youth presents a different problem and a new challenge.

If these young people can be turned aside from lawbreaking before they have established a "record," there is greater hope that they will refrain from committing further acts of delinquency and crime. One of the most crippling handicaps a young person can have in seeking a career is a record of conflict with the law. If redirection and new motivation can be achieved before the habit of lawbreaking has been established, prevention, the most powerful weapon against crime, is in our hands.

Whatever gains or successes have been achieved are due, to a large degree, to the tireless devotion of Leon Leiberg and his capable staff. Mr. Leiberg's creative approach to the needs of young people in trouble has produced an innovative program of delinquency and crime prevention and social justice.

The National Committee for Children and Youth is honored that the Manpower Administration of the Department of Labor has seen the merit in our proposals for programs to assist young people in the urban setting and we are grateful for the financial support which made Project Crossroads possible. We wish the Courts of the District of Columbia success as they carry forward the program that has been Project Crossroads. We are pleased that many of the staff of the project will be working in this new court program and we particularly congratulate the Court on securing the services of James H. Davis to direct it. NCCY will continue to endeavor to develop new approaches to the many problems facing young people in our complex society.

Isabella J. Jones  
Executive Director  
National Committee for Children and Youth



## INTRODUCTION

This final report on Project Crossroads attempts to present the implications, problems, and achievements of an experimental and demonstration project involved in pre-trial intervention with first offenders in Washington, D.C.

While the documents describe, review, and analyze what has taken place during the project's existence, much by necessity is left unsaid. The development and the implementation of this contract by NCCY for the Office of Research and Development, U.S. Department of Labor, was a most challenging and difficult effort, the total flavor of which cannot possibly be recaptured in writing. Nevertheless, we have attempted to produce a document which should stimulate and assist others wishing to improve the quality of justice by introducing the concept of intensive manpower services in the pre-trial period as a meaningful tool for offender rehabilitation.

We also hope that the reader will recognize this limited effort in action research as germane to the problems faced by our communities, particularly as they relate to the administration of justice, and as offering alternatives to crime in an age of confrontation.

The support and assistance received from the judicial and prosecutorial authorities of the District of Columbia was a constant reminder to all of us that the confidence placed in the project's aims had to be earned by the highest level of performance every individual on the staff was capable of giving. The recognition given the project by incorporating its essential elements into the ongoing operations of the court at the conclusion of the demonstration period is proof that the individuals who administer the system are not wholly bound by tradition, but deeply interested in the quality of justice in rapidly changing times.

The non-traditional workers who have staffed the project deserve special recognition because they were able to recognize and to live by the rules and objectives of an experimental effort which was not created primarily to serve the poor nor to organize them.

The project was intended to explore a particular method, to analyze experiences in developing that method, and to determine whether the method is valid and viable, and can be developed at a reasonable cost. We believe we have proven the method is a good one and hope that the success of our effort will help to produce policy changes in an area fraught with controversy and misunderstanding.

We are grateful to all individuals and agencies who have helped us in making Crossroads a reality.

Leon G. Leiberg  
Project Director

January, 1971

## I. SUMMARY AND FACT SHEET

Project Crossroads was initiated in January 1968 as an investigation of the feasibility and effectiveness of offering young first offenders a program of intensive manpower services in the pre-trial period as an alternative to delinquency adjudication or criminal prosecution and possible subsequent incarceration through the courts of the District of Columbia. The concept of pre-trial intervention embraced by the project had three points of focus: the criminal defendant himself, the criminal justice system which must respond to his social deviance, and the community to which both belong.

In the first instance, the project aspired to provide accused offenders with an assist along the road to social and economic viability through the application of intensive manpower services. In the second area, the project undertook to demonstrate a feasible method of increasing the flexibility of the criminal justice system and rendering it more effective as a rehabilitative vehicle. The former was achieved by building into the system an alternative to the three traditional dispositional possibilities: discharge without supportive services, release on probation (formal or informal) with a modicum of support, or incarceration, usually the least desirable of all. At the same time, the system's effectiveness of rehabilitative and deterrent mechanism was enhanced by the availability of relevant, personalized, and intensive services for young offenders who may be on the threshold of a criminal career, and for whom normal court processing would not, in all probability, be a helpful or rehabilitating experience. Thirdly, if this intervention strategy was successful, it was anticipated--and demonstrated--that the community as a whole would gain from a reduction in recidivism among the group served, as well as from their improved employability and productivity.

Project Crossroads was designed for implementation over a three-year period, the first year of which was devoted to exploration and development in the areas of program concepts, staffing, administration, human services, and the utilization of community and VISTA volunteers.\* The second phase concentrated on testing program effectiveness by measuring the impact of services on the 825 participants. At the time of this writing the project is slated to become an independent component of the new Superior Court of the District of Columbia in February 1971.

### HOW THE PROJECT OPERATES

#### Organization and Staffing

The project staff of 14 paid workers and seven VISTA volunteers is divided into three components: counseling, employment services, and education. The counseling section of five community worker-counselors and one supervisor is responsible for both the screening of prospective enrollees and the provision of close guidance and supportive services for assigned caseloads which average about 20-25 youths per counselor.

The employment section of three placement officers and a manpower specialist has a task of evaluating the employment and training needs of enrollees and placing them in positions offering skill upgrading, good pay and upward mobility.

The education section of the project is staffed by seven VISTA volunteers assigned by OEO to provide community involvement in the Crossroads program. The VISTAs recruit and coordinate a volunteer staff of about 45 tutors to provide individualized tutoring and test preparation services to project participants and other youths referred by community agencies.

\*For a complete report on first year operations, see Project Crossroads Final Report - Phase I, National Committee for Children and Youth, 1969.

Backing up the three operational components are a project director, an assistant director, and two secretaries.

One of the project's experimental and demonstration features has been the utilization of non-professional staff in what have been traditionally professional occupational roles. Consequently the project is staffed primarily by non-professional workers, most of whom are culturally and experientially similar to the participant population. These workers have demonstrated their ability and dedication to the goals of the project and have earned the respect and praise of their professional counterparts in other community agencies.

### Recruiting Participants

Project Crossroads recruits participants from both the Juvenile and General Sessions (adult) Courts of the District of Columbia. In the adult jurisdiction, project recruitment procedures closely parallel normal court processing of defendants. Project community workers screen all defendants detained in the court cellblock prior to each day's arraignment, and interview those who meet enrollment criteria. If an eligible defendant desires to participate in the program, the consent of the United States Attorney's Office and of assigned defense counsel is then obtained and an identifying card attached to the defendant's court papers. When the defendant's case is called, usually within 2-3 hours of his initial interview, his case is continued for 90 days to permit project participation and the youth goes directly from the courtroom to the project office only one block away.

Recruitment procedures are different for the project's Juvenile Court program. There court Intake Officers, who interview each youth referred to the court on a delinquency complaint and decide whether or not he is to be petitioned for a court hearing, refer cases meeting Crossroads criteria to a project community worker stationed in the court. If the youth desires to enroll after the program has been explained to him, the intake officer is notified and the youth is invited to the project office, preferably with a parent or guardian, to be formally enrolled and assigned a counselor-community worker. The cases of juvenile participants are also calendared, whenever possible, to permit a 90-day project enrollment period.

Following are the project's enrollment criteria as of September, 1970:

1. SEX, AGE: Males and females between 16 and 26.
2. RESIDENCE: Washington, D.C., Metropolitan Area.
3. EMPLOYMENT STATUS: Unemployed, underemployed, or job in jeopardy because of arrest; for juveniles, tenuous school enrollment or school dropout.
4. PRESENT CHARGE:\* Petit larceny, auto theft (attempted), receiving stolen property, false pretenses, forgery, soliciting for prostitution, attempted burglary II, simple assault (relative), unlawful entry, presence in illegal establishment, destroying property, procuring. Irrespective of charge, drug addicts, alcoholics, and defendants with serious psychological disorders are excluded.

\*Offense criteria were expanded in December 1970, to include burglary, possession of amphetamines and barbiturates, and robbery (pocketbook snatch where there is no injury to the victim). The criteria were also expanded to include defendants through 40 years of age.

5. PRE-TRIAL RELEASE STATUS: Must qualify for personal recognition under the criteria of the District of Columbia Bail Agency.

6. PRIOR RECORD: For adults, no previous adult conviction nor incarceration for more than one year as a juvenile; for juvenile participants, no adjudication of involvement within preceding 12 months, no pending case less than six months old, no previous incarceration for six months or more.

### Counseling and Personal Assistance

Each new Project Crossroads participant is assigned a community worker-counselor who is responsible for providing supportive services for the duration of his project program and for submitting biweekly evaluation reports on his project performance to the appropriate court.

The initial contact between counselor and participant is usually the "intake interview" conducted on the latter's first visit to the project office after recruitment. During this interview the program is explained in detail and the counselor ascertains the youth's immediate needs--usually employment and, in many cases, emergency financial assistance--and any personal or family problems that may require referral to local social welfare agencies.

During the first couple of weeks when a participant's project program is being developed, his counselor maintains frequent or even daily contact with the youth. When the participant is settled into a job and/or school situation, the counselor is expected to maintain personal contact with him at least once weekly and telephone contact as frequently as possible. Home visits are the primary focus of personal contacts, since any rehabilitative efforts must take into account the factors of a youth's home environment which may be somewhat responsible for his social problems. Visits to a participant's job as well as school and neighborhood contacts are also emphasized.

Although group counseling is not an integral part of the project's supportive services, counselors are encouraged to hold group sessions with members of their caseloads whom they feel will benefit from group discussion of mutual problems.

An important facet of Project Crossroads is its role as a middleman between participants and local social welfare service organizations. While many participants and their families have needs far beyond the budgetary and staff capabilities of the project, they often lack knowledge of the availability of appropriate resources or of the necessary procedures to obtain access to them. These needs range from medical and dental care to legal assistance, to emergency food, shelter and clothing. Liaison has been established with public and private organizations able to address these various needs and arrangements made for expedited access to services for participants and their families.

### Employment and Training Placement

After his initial interview, each participant is accompanied by his counselor to the project's employment section where a job placement officer discusses the various employment and vocational training opportunities available to him through the project. The employment staff arranges employment interviews for the youth in the occupational area of interest to him, and will continue to do so until a suitable placement is made. If the participant desires and is qualified for a job not then available, the staff attempts to develop an appropriate opening.

Application forms for government jobs and most of the local manpower training programs are kept in the employment section and all necessary arrangements for testing or interviewing for such positions can be made directly from the project office. There is

a close working relationship with the Manpower Training and Employment Security Administration (MTESA) of the District of Columbia, with sharing of information and mutual support.

The employment staff and counselors periodically review the status of each participant to determine if a change in employment is necessary or advisable, either because of job dissatisfaction, lack of upward mobility, or the availability of new jobs for which the participant is better suited.

### Education Services

Each new participant is given an orientation on the project's remedial education program by one of the VISTA volunteers responsible for that component. Individual tutoring is available four evenings per week in the project office and specialized programs such as preparation for the high school equivalency diploma examination, remedial reading, job test preparation, and preparation for armed forces qualifying examinations are offered. The participant is encouraged to avail himself of the education program to any extent he desires and which is compatible with his job or school schedule. The education staff also provides assistance to youths who wish to re-enroll in school and those who are seeking admission to colleges. A scholarship fund donated by friends of the project has been established at two local colleges for qualified project participants.

Ancillary activities conducted by the education component include field trips, films, seminars with guest speakers, and intra-project sports competitions.

### Court Review

Biweekly progress reports on each enrollee are forwarded to the appropriate court for inclusion in the youth's case file, with copies to defense counsel and/or parents.

At the end of the prescribed 90-day period, a participant's counselor may make one of three recommendations to the court at a disposition conference: (1) dismissal of pending charges based on satisfactory project participation and demonstrated self-improvement; (2) extension of the continuance to allow the project staff more time to work with the individual; or (3) reversion of the defendant to normal court processing, without prejudice, because of unsatisfactory performance in the program. In addition, at any time during the 90-day period a participant may be unfavorably terminated and revert to normal court processing and trial either because of chronic uncooperativeness or the commission of a new offense.

### RESULTS

From the start of court recruitment in April 1968, through September 1970, a total of 825 young offenders had been enrolled in the project, 74 of whom were still active. Charges against 467 enrollees had been dropped due to their successful project participation, while 283 were returned to normal court processing, primarily because of unsatisfactory program performance. The respective dismissal rates for program participants were 76% for General Sessions Court (adult) enrollees and 40% for Juvenile Court enrollees.

In keeping with the manpower orientation of the project, approximately 1000 job and training placements have been made for participants, including non-enrollees, and over 6000 hours of remedial education and test coaching was provided by volunteer tutors under the direction of the project's VISTA component.

Independent research studies\* of the project's adult component indicated that the intensive supportive services provided by project staff during the three-month enrollment period has a substantial stabilizing effect on participants in the post-project period. For example, the employment rate among former adult enrollees a year after leaving the project was double their employment rate at enrollment, and this despite the fact that almost none were in their Crossroads-obtained jobs a year later. The increased job stability among former enrollees, despite job changing in the post-project period, is reflected in the finding that more than half were employed 80% or more of the 12 months following Crossroads termination, while only 30% of the group had been employed for that large a percentage of the year preceding their enrollment.

The quality of their labor market participation was also substantially enhanced. Less than 8% of the enrollees had earned a wage higher than \$2 per hour during the year prior to their enrollment, including less than 2% who earned more than \$2.75. The respective percentages for the total group during the year after leaving the project were 28% and 12%. In addition, the percentage of employed enrollees in skilled and clerical-office positions doubled from 7% to 15%.

Increased stability and job improvement in the labor force participation of former enrollees were accompanied by much lower recidivism rates among the Crossroads group compared to a similar group of adult first-offenders who did not receive project services. When the 15-month recidivism rates of both groups are compared, the overall recidivism rate of favorably terminated Crossroads participants is less than half that of the control group as a whole (22.2% versus 45.7%), as well as that of those controls who had their charges dismissed in the course of normal court processing (44%). Furthermore, the recidivism rate for all former participants--favorable and unfavorable--is still a third lower than that of the control group as a whole (31.4% versus 45.7%).

Equally as encouraging as the favorable employment and recidivism data from the point of view of program replication, the project resulted in a benefit-cost ratio of 2:1, and a program cost of little over \$500 per enrollee.

More important than the apparent statistical "success" of the project, however, are those accomplishments and findings which have far-reaching implications for the criminal justice system itself: (a) the successful utilization of non-professional staff, including ex-offenders, in professional caliber roles within the criminal justice system; (b) the coordination of community-based rehabilitation services for defendants in the pre-trial period with the requirements of judicial due process; (c) the development of a feasible alternative to adjudication and probable sentencing to probation with its consequences of a criminal record; and (d) last but not least important, the demonstration that private sector involvement in the mission of a social institution can be constructive and mutually beneficial when undertaken in the spirit of cooperation and dedication to a common goal.

These are the accomplishments which we hope will stimulate broader experimentation with the pre-trial intervention concept so that when techniques, methodology and orientation are refined, and the evaluations completed, court systems throughout the nation will adopt the concept as a valuable tool in achieving the criminal justice system's goal of rehabilitating the social deviant.

\*Summaries of these are included in the present report. The complete studies have been printed separately by NCCY and may be obtained upon request. The research design is presented in Appendix E.

PROJECT CROSSROADS FACT SHEET

January 15, 1968-September 30, 1970

OPERATING AGENCY: The National Committee for Children and Youth

FUNDING AGENCY: Manpower Administration, U.S. Department of Labor  
Office of Research and Development - Division of  
Experimental Operations Research

STARTING DATE: January 15, 1968 (Court Operations: April 22, 1968)

COMPLETION DATE: May 15, 1969 (Phase I)-September 15, 1970 (Phase II)

PROGRAM DESCRIPTION: A demonstration investigation of the reaction of 750 first offenders, male and female, ages 16 to 25, provided intensive pre-trial manpower services as an alternative to delinquency adjudication or criminal prosecution in either the Juvenile Court or the General Sessions Court of the District of Columbia.

AREA OF OPERATION: District of Columbia Metropolitan Area

STATISTICAL DATA:

Total Participants .....		<u>1421</u>
- Enrollees .....	(825)	
General Sessions Court .....	[528]	
Juvenile Court .....	[297]	
- Unofficial (non-enrolled) participants.....	(596)	
Legal Status of Inactive Enrollees at		
Termination .....		<u>751</u>
<u>Adults</u>		
- Charges dismissed upon project recommendation .....	(356)	
- Reverted to court for unsatisfactory participation .....	(109)	
- Others (deceased).....	( 1)	
<u>Juveniles</u>		
- Charges dropped at enrollment.....	( 72)	
- Charges dismissed upon project recommendation .....	( 39)	
- Other adjudication .....	( 59)	
- Recommended for dismissal.....	[ 30]	
- Still awaiting judicial action at termination.....	(115)	
- Recommended for dismissal.....	[ 43]	
Active Enrollees as of October 1, 1970.....		<u>74</u>
- Employed full-time.....	( 43)	
- Full-time school.....	( 7)	
- Unavailable for employment .....	( 12)	
- Unemployed.....	( 12 or 16%)	
Total Employment and Training Placements by Project.....		<u>983</u>
- Enrollees .....	(517)	
- Unofficial participants .....	(466)	
Total Placements of Enrollees by Project .....		<u>517</u>
- Jobs .....	(299)	
- Training or pre-vocational positions.....	(218)	
Total Participants in VISTA Education Program .....		<u>306</u>
Hours of Remedial Education Provided.....		<u>6295</u>
Total Number of Participants Rearrested While		
Enrolled.....		<u>78 (10%)</u>
Program Cost per Enrollee .....		<u>\$506.52</u>

\*\*\*\*\*

## II. PROJECT OBJECTIVES

Perhaps because stoicism is not a common quality among persons attracted to the social sciences field (particularly those engaged in operational projects) experimental and demonstration (E & D) projects have a built-in psychological fail-safe. This is the underlying assumption that a program has reached its objectives--in E & D terms--if it is innovative, develops a feasible approach to the problems at which it is directed, and documents both its innovative techniques and practicability so that others may learn from the experience. Accordingly, an E & D program differs from a pure research project in which flexibility in innovation and procedure is restricted, and from a straight action project in that its impact on the problem to which it is directed is of a policy nature.

Project Crossroads was conceived as an E & D project, its primary objective being to explore the feasibility of intensive pre-trial manpower services as an intervention strategy in a court-based program; secondarily, the project was to measure its impact on recidivism and labor force status of the participant group, as well as conduct a cost-benefit analysis of the program. It was decided to undertake latter tasks subsequent to an initial period of exploration and innovation with program design, staffing, operational approaches, and the establishment of program linkages with the police-court-corrections system and other community agencies.

This approach entailed many difficulties, not the least of which was the problem that the research and cost analysis would, of necessity, be based on data from the earliest stage of the program to permit longitudinal evaluation. Thus, final measurements arrived at would reflect program effectiveness and cost-benefit ratios during a period in which the project's design and services were still being "experimented" with, in order words, before the program established a standard operating procedure, and would be very conservative. More important from the researcher's standpoint, a research design had to be imposed ex post facto and upon a staff oriented toward operations rather than research. Despite these and other problems, however, the pressing need for hard data on not only the feasibility but the effectiveness of the manpower-oriented pre-trial intervention programs justified the less than ideal conditions and program mix. Moreover, the measurement techniques developed to evaluate the impact and cost effectiveness of the project, and the problems encountered, would be useful in developing a uniform evaluation system for all types of offender programs.

Because the findings and implications of the project's research objectives are presented in detail in Chapter VIII, the present chapter discusses only those findings and recommendations generic to the project's experimental and demonstration objectives;

1. "To demonstrate that a coordinated system of pre-trial manpower services can be developed effectively with the police-court-corrections system to offer selected youthful offenders, arrested but not yet tried, an alternative to delinquency adjudication or criminal prosecution."

- Finding

That intervention is feasible and acceptable to the authorities administrating the system. The principal attraction of this strategy to prosecutors in particular is that it permits them to retain control over a defendant's case during the participation period.

- Recommendation

In order to obtain the approval of the authorities, it is important that negotiations take place before a pre-trial intervention program reaches the operational stage to clearly define responsibilities, obligations, and procedures to be followed by those administering the project. Such agreements should ideally be incorporated in a formal document and be subject to periodic review and amendments. It is not realistic to expect immediate implementation of a theoretical program design by a



project staff. As in any endeavor, a planning phase is necessary to determine the practical difficulties likely to be encountered in program implementation and to anticipate the capability of responses to such contingencies.

2. "To utilize non-traditional staff, including former offenders and service volunteers, in an integrated manner, with promotion based on accomplishment and merit, not on credentials."

● Finding

Such personnel have been found to be very effective but it is a fallacy to assume that any indigenous, non-credentialed worker can perform at a high level of proficiency without training or supervision because of his "innate empathy" with the client group.

In-depth screening and orientation to the aims of the program before the non-professional is given work assignments must be required. A continuing in-service training program, focused on work requirements, is imperative.

● Recommendation

Ideally, the staff needs to be selected and receive a period of training before the project reaches the operational stage. New staff cannot be simply assigned and be expected to achieve efficiency by osmosis. A training program must be developed and administered during "project life" by trained staff to impart knowledge in the broad areas of human services. Individuals unwilling to learn or incapable of working in a team setting should not be retained.

3. "To test different approaches to the various problems which affect program efficiency in the area of human services and the delivery of manpower services to offenders."

● Finding

The inherent freedom of experimentation in a demonstration program has to be interpreted to agency personnel closely associated with the project. Since an extensive documentation is required reporting on changing procedures in program development, the wide dissemination of periodic project reports is useful. Thus, it is possible to share findings and receive feedback without impeding basic programmatic experimentation.

● Recommendation

Periodic written summaries covering every facet of program development is a must. Input, however, has to be required from all sections of the project in order to obtain an in-house capability and to foster analytic thought. A report should not simply be a document to a funding agency, contractually required, but must become an instrument of communication and training within the program itself.

4. "To perfect techniques for measuring the extent to which such services aid the individual to become and remain gainfully employed and deterred from future criminal activity, and the social costs and benefits, in economic terms, of providing these services."

● Finding

Unless program personnel are given the opportunity to assess impact, services rendered a client group are largely

meaningless in view of the enormous needs. Placement and counseling efforts must reflect the aims of the effort and be subject to frequent review to avoid stratification and artificial restrictions in the delivery of services. A program must acquire an in-house assessment capability to compare the proficiency of effort with the results obtained.

- Recommendation

The utilization of consultants with specific capabilities is urged in order to strengthen program aims and to complement staff efforts. Consultants must, however, be prepared to interpret their views to the operational staff and be sensitive to the issues reviewed.

5. "To assess the impact of project services on its participants, the criminal justice system, and the community at large."

- Finding

Asking the recipients of services for comments on how they view program efforts is necessary and provides for a good evaluative contribution.

At the same time the objective assessment on the part of the court-police system through review of official records of the actions and behavior of program participants provides for impact measurements independent of emotional considerations.

- Recommendation

The client group, participants, and the court-police system must be involved in viewing program aims in terms acceptable to them. Such an involvement provides for many benefits, not the least of which is an objective presentation to the public at large by persons other than project staff.

6. "To effect a transition of the Crossroads program, if successful, from an experimental pilot project to a permanent pre-trial intervention program for offenders in the District of Columbia Court system."

- Finding

The receptivity of court administrators to view the project in long-range as well as short-range terms was reflected in the relationship established from the onset of the program.

The willingness to consider new intervention strategies to reduce criminality made possible the institutionalization of manpower services in a court setting.

- Recommendation

To obtain results derived from E & D experience in the judicial context, legal requirements and methods have to be understood and respected. Only if the collaborative effort is methodical, avoids duplication, and results in a better delivery system can it be expected to become permanent, provided that it improves the administration of justice.

7. "To provide technical assistance in program development to agencies and organizations interested in initiating manpower programs for offenders, and develop a replication model of the Crossroads program."

- Finding

The importance of sharing with interested parties the experience obtained is mutually beneficial and crucial in avoiding costly and unnecessary mistakes. While geographical and political realities ultimately determine the flavor of a program, much of the experience gathered can be utilized irrespective of locale simply because of the advantage in time and the earlier conceptualization.

- Recommendation

The creation of a replication model serves as a testing ground and provides a point of departure for improved methods and a more efficient utilization of funds. It provides also a concrete example of possible intervention and a foundation upon which others can build.

### III. RECRUITMENT AND ENROLLMENT

#### A. Overview

New enrollments averaged about 30 per month throughout the project, but the rate of new juvenile enrollments during Phase II was less than half that of Phase I, despite expansion of recruitment criteria for the Juvenile Court program. New adult enrollments during Phase II, however, increased by more than 40% a month, with no changes in the recruitment criteria. The steep decline in juvenile caseloads in conjunction with steadily increasing adult enrollment necessitated dissolution of the project's separate counseling components for Juvenile Court and Court of General Sessions enrollees (each with a supervisor and two or three counselors). The project's entire counseling staff was eventually consolidated under one supervisor, with one of the five counselors handling juvenile cases only.

The 825 total cumulative enrollment in both phases of the project as of September 30, 1970, consisted of 297 juveniles and 528 young adults--and the contractual obligation to service 750 participants was satisfied earlier than anticipated while maintaining agreed upon selection criteria.

#### B. Court of General Sessions

Recruitment in the Court of General Sessions of adult defendants between 18 and 26 years of age improved both in volume and efficiency during Phase II. Three hundred forty-five new adult participants were recruited through September 1970 of the second phase, an average of 23 per month. This average was approximately 40% greater than the monthly enrollment rate during Phase I, about double the percentage increase in General Sessions court defendants between fiscal years 1969 and 1970.\* The following chart shows total project enrollment during Phases I and II by court recruitment source, and the increase in average monthly recruitment from each source during Phase II.

RECRUITMENT SOURCE	ENROLLMENT		% CHANGE IN AVERAGE MONTHLY RECRUITMENT
	PHASE I (9/1/68-5/15/69)	PHASE II (5/16/69-9/30/70)	
Lockup	70	174	+28%
U. S. Attorney	19	64	+74%
Defense Counsel	36	99	+42%
Citation Cases	14	34	+22%
Judge	4	9	+32%
Other	---	5	--
<b>TOTALS</b>	<b>143</b>	<b>385</b>	<b>+39%</b>

As indicated above, most of the increase in recruitment was attributable to U.S. Attorney and defense counsel referrals. Most participants recruited from these sources were defendants whose original charge fell outside the scope of project offense criteria and thus could not be recruited by project personnel directly from the court lock-up. By breaking the disqualifying charges down to acceptable misdemeanors (e.g., Burglary II to petit larceny and destruction of property), the prosecutor's office provided access to rehabilitative services for first offenders who appeared good risks but were arbitrarily

\*Report of Chief Judge Harold H. Greene to Attorney General John M. Mitchell on General Sessions Court operations during FY 1970.

excluded from the project and at the same time permitted the project staff to test its effectiveness with a broader range of offenders.

The project's maintenance of a high success rate with defendants charged with more serious offenses prompted the U. S. Attorney's Office to ask for an official request from the project director to expand the Crossroads offense category criteria to include many of the offenses which previously disqualified a participant for enrollment unless "broken down." This request was submitted in July 1970 to Mr. Luke Moore, Chief of the General Sessions Court Division of the United States Attorney's Office, and approved in December 1970. The expanded criteria are presented in Appendix A.

### C. Juvenile Court

The most pronounced change in project recruitment and enrollment during the second phase was the substantial reduction in the rate of juvenile enrollment compared to Phase I. During the latter period, an average of 16 juveniles per month were enrolled in the program, while during Phase II this rate declined to six per month. As was noted previously, the situation was reversed in the case of adult defendants recruited in the Court of General Sessions: the monthly enrollment rate for this group increased from 16 to 23 per month during Phase II.

The decline in juvenile enrollment was the result of several factors. Most significant was the increased emphasis during the second half of the project on enrolling only those juveniles who were first offenders. During the earlier phase of the program the project was accepting every juvenile referred by the Intake Division of the Juvenile Court (supposedly meeting criteria for enrollment) and almost half of these had one or more previous charges still pending against them in the court. This category of juvenile offender not only proved relatively less amenable to project services than the juvenile experiencing his first court contact, but was less likely to receive a favorable court disposition even with a favorable recommendation from his project counselor. Consequently, in the second phase, we impressed upon court intake officers the necessity of maintaining the project's effectiveness as a pre-trial diversion program, which could only be accomplished by working with those youths who were (1) relatively more amenable to short-term rehabilitative services, and (2) most likely to receive favorable adjudication if successful in the project (i.e., the first offender). The result was a sharp reduction in the number of referrals from court intake officers due, we were told, to the restrictive nature of the criteria when applied only to 16- and 17-year olds. In fact, to appreciably affect the recruitment rate of juvenile first-offenders, it would have been necessary to recruit 13- and 14-year olds, but this was considered incompatible with the manpower orientation of the program.

A related factor which contributed to the decline in juvenile enrollment was the specific delineation of acceptable offense categories in the project's juvenile enrollment criteria, which were formally revised in September 1969 (Appendix B). Just as during Phase I the project enrolled a substantial number of juveniles with prior charges pending, many of the other youths, while first offenders, were charged with felony-type offenses such as robbery, aggravated assault and burglary, which were outside the range of the project's misdemeanor orientation. This group, too, was less likely to receive favorable court action (understandably so, in many cases) solely on the basis of satisfactory project performance. In keeping with the second phase objective of structuring the Juvenile Court program along the lines of our General Sessions Court operation, and in order to secure the Juvenile Court administration's agreement to a standard pre-trial period for participants, specific offense category criteria were delineated and observed. Since these offense criteria did not embrace the range of offenses accepted by the project during Phase I, this, also, reduced the reservoir of 16- and 17-year olds who could be referred to the project.

A third factor which undoubtedly affected the project's effectiveness in the Juvenile Court, though to what extent is not known, was the several changes in supervisory personnel in the project's juvenile component. This undoubtedly affected the readiness of

some court intake officers to refer youths to the project and contributed to the less than whole-hearted commitment of the chief judge to the project's intervention objective. One particularly interesting aspect of the effect of these changes in project relationships with Juvenile Court personnel is illustrated by the following excerpt from a report by the project's third Juvenile Court program supervisor:

We were assured that the low rate of referrals, two or three a week, was the result only of the absence of eligible youths being processed at court. According to court personnel the trend among young offenders was towards committing their first offenses at a continually younger age and towards committing more and more violent crimes. To establish this we did our own screening of the police complaint sheets to see how many youths actually did fit our criteria. This had two results: (1) it verified the fact that only very few cases seen by the intake section met even our expanded criteria, and (2) it resulted in an even lower rate of referral to the project as the intake workers seemed to have taken offense at our incursion into their sphere of influence. As soon as we stopped the practice of screening names and alerting the intake officers to possible participants, the rate of referrals returned to its previous level of about two per week.

Another factor that may have influenced referrals to the project, though it was not recognized by project staff until the program evaluation stage of Phase II, was the incidence of recidivism among juvenile project participants after leaving the project. The juvenile group overall had a recidivism rate of almost 49%, and first offenders among them had an almost 30% rearrest rate.

The inefficient calendaring procedures at Juvenile Court created frequently the conditions for disrespect to acceptable behavior on the part of delinquent youth since cases took an incredible amount of time to receive final disposition, thus resulting in negative attitudes and a feeling of unreality. \*

The chart below presents Project Crossroads juvenile enrollment, by court recruitment source, for both Phase I and Phase II, through September 1970:

JUVENILE COURT RECRUITMENT SOURCE	ENROLLMENT				TOTAL JUVENILE ENROLLMENT
	PHASE I (4/22/68-5/15/69)		PHASE II (5/16/69-9/30/70)		
Intake Division	180	(40)	88	(21)	268
Judge	18	( 6)	1	( 1)	19
Defense Counsel	3		1		4
Child Support	3	( 3)	3	( 3)	6
<b>TOTAL</b>	<b>204</b>	<b>(49)*</b>	<b>93</b>	<b>(25)*</b>	<b>297 (74)*</b>
* ( ) = Number whose court cases were already closed when enrolled in the project.					

Approximately one-fourth of the juvenile participants enrolled during each phase of the project were not pending judicial action at enrollment, their cases have been closed upon referral to the project by court authorities. Juveniles with no charges pending were provided the same services--counseling, education, employment--as those pending court action and remained enrolled until their counselors felt that their progress (or lack of progress) made further participation unwarranted.

\*See Washington Post editorial reproduced in Appendix, p. 53.

**PROJECT CROSSROADS**

527 - SIXTH STREET NW

(202) 628-7885

(202) 783-8853

LEON G. LEIBERG  
Project Director

M E M O R A N D U M

November 5, 1970

TO: Court of General Sessions Personnel and  
Defense Attorneys

FROM: Director, Project Crossroads

SUBJECT: Expansion of Eligibility Criteria

The United States Attorney's Office has recently approved expansion of Project Crossroads enrollment criteria to extend the opportunity for pre-trial diversion to a broader range of defendants. The modified criteria, which are effective immediately, are as follows:

1. SEX, AGE: Males and females between 16 and 40 years of age.
  2. RESIDENCE: Washington, D. C., Metropolitan Area.
  3. EMPLOYMENT STATUS: Unemployed, underemployed, or job in jeopardy because of arrest; for juveniles, tenuous school enrollment or school dropout.
  4. CHARGES: Petit larceny, auto theft (attempted), receiving stolen property, false pretenses, forgery, soliciting for prostitution, burglary II, simple assault (involving a relative), unlawful entry, presence in illegal establishment, destroying property, procuring, pocketbook snatch where there is no injury to the victim, possession of amphetamines or barbiturates. Special cases referred by Assistant U. S. Attorneys and judges.
- NOTE: Drug addicts, chronic alcoholics, and defendants with serious psychological disorders are excluded.
5. PRE-TRIAL RELEASE STATUS: Must qualify for personal recognizance under the criteria of the District of Columbia Bail Agency.
  6. PRIOR RECORD: First offenders and second offenders with reasonable lapse of time between previous conviction and current charge.

LGL/mmj

Memorandum of Understanding Between the  
Juvenile Court of the District of Columbia and the  
National Committee for Children and Youth-Project Crossroads

I. CRITERIA

The eligible group will consist of:

1. Juveniles, male or female, 16 years of age or older;
2. Who are not currently under the jurisdiction of the Court, nor awaiting a hearing on a prior delinquency charge;
3. Who have never been committed to a juvenile institution as a result of being adjudged involved in a delinquency offense;
4. Who have not been adjudged involved in a delinquency offense within one year prior to project referral; and
5. Who suffer neither from drug addiction nor severe personality disorders at the time of project referral

Youths who meet the above criteria may be referred to Crossroads for any of the following offenses:

Assault: Simple	Receiving Stolen Goods
Burglary II	Taking Property Without Right
Disorderly Conduct	Tampering with Auto
False Pretenses	Unauthorized Use of Auto (as a passenger)
Petit Larceny	Unlawful Entry
Prostitution	

Under special circumstances, youths charged with the following offenses who otherwise meet the first five criteria may be referred to Crossroads at the discretion of the Intake Officer and with the approval of the Head of the Intake Division, or an officer designated by the head of the division for that purpose:

Aggravated Assault	Property Damage
Burglary I	Purse Snatch
Carrying Dangerous Weapon (not including gun)	Robbery (Fear, Force and Violence)
Forgery	Unauthorized Use of Auto (Driver)
Grand Larceny	

II. REFERRALS

Referrals will be made by the Intake Division of the Juvenile Court. In the event that referrals are made to Crossroads from other sources (attorneys, friends, etc.) Crossroads will consult with the Intake Officer of the proposed participant as to his eligibility.

III. PROJECT SERVICES

1. Education: By providing individual remedial education and assistance to return to school, if out of school.
2. Employment: Full- or part-time remunerated employment at not less than minimum wage scale in occupations providing for the possibility of continuing responsibilities, training and increased income.



3. or Training: In both the public and private sector with primary focus on area manpower training programs, and in occupational areas of interest to the participant.
4. Housing and Family Needs: By making full use of Welfare and Health Department resources of the District of Columbia to insure that critical needs are being met.
5. Counseling: Using intensive short term individual and group counseling techniques to attempt to stabilize the individual in an effort to modify attitudes which will improve employability and deter from further anti-social behavior.

#### IV REPORTING REQUIREMENTS

1. Weekly Report - Crossroads will submit weekly to the Chief Judge, the Director of Social Services, and the Intake Division a report setting forth the names, ages, charges, and sources of referrals of all participants accepted into the project the previous week.
2. Program Letter - Within three weeks of the date of referral Crossroads will submit to the Intake Officer a letter outlining the focus of the program planned for the individual participant and acknowledging his official enrollment in the project.
3. Final Letter - At the end of project participation a final letter will be submitted describing the progress, activities, cooperation, and attitudes of the participant while in the project.

#### V. TERMINATION FROM THE PROJECT

A termination letter will be forwarded to the Court in the case of marked non-cooperation with the project or in the case of a new law violation, and the juvenile will then be subject to the usual Court procedures. Hearings for the juveniles who have responded favorably to the project will be scheduled before the Hearing Officer approximately three months from the date of referral to the project. An Assistant Corporation Counsel is to be given advance notice of all such hearings before the Hearing Officer. At the hearing the juvenile will be represented by an attorney. A Project Crossroads worker will also be present. The Hearing Officer may recommend to a judge that the petition be dismissed, or he may direct that the petition be heard before a judge who may close it without a finding, continue for disposition, or continue for disposition, or continue for trial.

\_\_\_\_\_  
Chief Judge, D.C. Juvenile Court

\_\_\_\_\_  
Director, Project Crossroads

DATE: September 26, 1969

# The Washington Post

AN INDEPENDENT NEWSPAPER

...\*

THURSDAY, JUNE 25, 1970

PAGE A18

## The Damaging Image of Juvenile Court

The most recent report on Washington's Juvenile Court turns out to be more than the usual depressing account of case backlogs, inadequate facilities and outmoded operating procedures. It details the disturbing record of a system that seems to be promoting rather than helping to solve the problems of juvenile crime here. The two-year study, made by a team of judges and lawyers, concludes that the court's disorganization is so thorough that it thwarts the primary mission of any court: to deter offenders from further crime.

The case delays alone would be enough to shatter public respect. Many youths are not tried until two or three years after their alleged offenses—and may wait as long as a year before charges are formally lodged against them at initial hearings. Some spend months in the Receiving Home waiting for court hearings. Others "frequently tell social workers and others that their cases have been 'dropped' when in fact their cases are pending as part of the backlog," the team points out, adding that any deterrent effect from immediate apprehension and trial is lost to begin with. Beyond that, a youth's case is likely to be processed by two or three social workers, two or more attorneys and different judges—all contributing to the bafflement of the delinquent.

Even when the court orders an action, it may go unexecuted "because the individuals and agencies most involved with the court do not feel any sense of urgency or obligation." Often there aren't even reliable statistics or reports upon which to base decisions. Rehabilitation efforts—supposedly the key to real success in the juvenile delinquency field—have occupied only about 5 per cent of the

court's time. The panel also found that judges and defense lawyers have in some instances agreed to place a delinquent on probation if he admitted involvement and dropped his demand for a jury trial.

These problems also infect our system for handling adult suspects and it is understandable that many of them have no respect for the courts. But to expect any comprehension of crime, punishment or rehabilitation on the part of errant youths in such a setting is literally against the odds. Furthermore, the report stresses that "streamlining present procedures will not be enough," that "piecemeal improvements will not do the job."

Acting Chief Judge Orman W. Ketcham, who has headed the court since the death of Chief Judge Morris Miller in May, says he is concentrating on "doing what is feasible in the short run" to effect some reforms recommended by the task force report. Now, at least, the court's judges are meeting on a regular basis to discuss problems; efforts are under way to slim down the calendar; and Judge Ketcham has met with the police and marshals to promote more cooperation.

The more basic changes are before Congress, as part of the protracted conference committee negotiations over District of Columbia crime legislation. Under President Nixon's reorganization plan, the Juvenile Court would become a branch of a new Superior Court, thus able to benefit from the machinery and manpower of a better organized system. That this important proposal is embroiled in the debate over other controversial anticrime provisions is simply another chapter in this saga of delay.

C O P Y

December 3, 1969

TO: Chief Judge Greene  
FROM: Judge Belson  
RE: Project Crossroads

Project Crossroads has been in operation in the Court of General Sessions since September of 1968. It has been supplied by the Manpower Administration of the U.S. Department of Labor with funds which will be exhausted on September 15, 1970. I am informed that as of September 1969 230 defendants in this Court had been enrolled in the project, 70 percent of whom had their charges nolle prossed after a 90-day period of cooperation with the project. Their recidivism rate was extremely successful in its efforts to rehabilitate youthful offenders, I recommend that Project Crossroads be incorporated into the Probation Department of this Court effective not later than September 1970.

The proposed inclusion of Crossroads in the Probation Department has been the subject of several meetings in recent weeks attended by the Project Director, Mr. Leon Leiberg, Harry Greene, Esq., who has served as the project's liaison with the U.S. Attorney's Office, John B. Bindl, Director of Probation, Mr. Burton, the Clerk of the Court, Mr. Berling, Administrative Officer, and the undersigned. In his attached memorandum of September 30, 1969, Mr. Leiberg explains the manner in which Crossroads would be included in our probation Department as a separate department or unit thereof. Of vital concern is the matter of funding. Mr. Leiberg's memorandum sets forth at page 5 an annual budget in the amount of \$186,858.20. With the help of Mr. Greene and Mr. Burton a slightly more precise budget has evolved. It is set forth in Attachment A to the instant memorandum. As modified, the projection of the total cost for a full year's operation would be \$190,094.88. Attachment A hereto replaces the budget set forth at page 5 of Mr. Leiberg's memorandum.

Also attached hereto is the memorandum of John B. Bindl dated October 1, 1969, which expressed his endorsement of the proposed inclusion of Crossroads in the Probation Department.

Following the circulation of the memorandum of September 30th and October 1st, further meetings were held among the persons mentioned above. It was concluded that no significant problems would be created by the proposed incorporation of Project Crossroads, but to the contrary substantial advantages to the Court and to those who come before it would be derived from the inclusion.

I feel I should mention also a few potential problems which I believe our meetings resolved. The question whether the Court can use the services of volunteers was discussed. It was concluded on the basis of two legal memoranda prepared by the Attorney Advisors Office that the use of volunteer probation officers is not barred by law. Project Crossroads has in the past used persons who were not paid for their services. It was agreed by all concerned that such persons can properly be utilized as voluntary probation officers or deputy probation officers. Crossroads would endeavor to continue to use of VISTA volunteers, but since they are paid by the Federal Government, they are not truly volunteers.

Mr. Burton raised the question of tort claims, for example, those which might be brought by persons struck by the automobiles of Project Crossroads field workers. It was

agreed that the Crossroads personnel would be required to obtain insurance for their vehicles just as, I understand, probation officers are at the present time. I add that, if possible, they should be required to secure policies which do not exclude the District Government as an additional insured. Otherwise, the policies will be of no use in the type of situation Mr. Burton discussed.

The request by Mr. Leiberg at page 5 of his memorandum that the National Council on Children and Youth be permitted to monitor the program after it is administered by the Court should raise no problems. It would be understood that the NCCY would not have access to any confidential files or materials in the Probation Department, but its representatives would be welcome to speak with probation officers, enrollees, and other interested persons; and the Probation Department would be willing to make available to NCCY any nonconfidential reports or statistics which it prepares.

It should be noted that in its program Project Crossroads has successfully employed the services of some persons with criminal records. It is apparent that carefully selected persons in that category should be able to make a peculiarly valuable contribution. It was agreed that such persons should remain in the program and that if there is any difficulty with respect to hiring them as court employees, as such, they be retained on a consulting basis. Moneys for that purpose are included in the budget.

Also of interest in connection with this proposal is the possibility of obtaining a Law Enforcement Assistance grant of some \$200,000 a year for two or more years for the purpose of funding a residential center which would house selected probationers and Crossroads enrollees for periods of two or three weeks. Mr. Bindl and Mr. Leiberg are pursuing the matter of this highly desirable grant, which is contingent on the inclusion of Crossroads. Its funding would be separate from the appropriations needed to finance Crossroads as a part of the Probation Department.

On the basis of the above discussed and the attached memoranda, I strongly recommend that Project Crossroads be included in the Probation Department. Since a supplemental appropriation will be required, time appears to be of the essence; and I therefore urge that the matter be taken up at a Board of Judges meeting in the relatively near future.

J.A.B.

Attachments

DISTRICT OF COLUMBIA COURT OF GENERAL SESSIONS  
Fifth and F Streets, N.W.  
Washington, D.C. 20001  
Telephone 629-4342

PROBATION DEPARTMENT

Peter J. Slevin, Jr.  
Assistant Director of Probation

John B. Bindl  
Director of Probation

Thomas D. Tieff  
Assistant Director of Probation

M E M O R A N D U M

October 1, 1969

TO: The Honorable James A. Belson, Judge  
FROM: John B. Bindl, Director of Probation  
REFERENCE: Endorsement of Attached Crossroads Proposal

As you know, we in the Probation Department of this Court have followed with keen interest the progress of Project Crossroads. We believe this service should be incorporated as a part of the Probation Department of this Court.

The memorandum to you from Mr. Leon Leiberg spells out in detail the timetable for transfer of Project Crossroads to our department to be added to the 1971 budget, earmarked for the Probation Department. We are not suggesting expansion of the service at this time because the Court merger has not been approved. The plan is sufficiently flexible to continue servicing both our criminal division and the juvenile section or, if need be, could be expanded into the criminal division.

You will note that space rental has not been included. If space will not be available within the Probation Department, we would need approximately \$5,000 per year for rental of the presently occupied space. The office equipment would be transferred at no cost to the Court beyond regular maintenance.

We urge early approval of the proposal so that all the necessary planning can be arranged to assure orderly transfer of this service as part of the fiscal 1971 budget.

This service is very much in line with the recommendations made by the President's Crime Commission in developing differential services and rehabilitative action from the earliest possible time the defendant is in contact with the system of the administration of criminal justice.

JJB:bw

MEMORANDUM

September 30, 1969

TO: The Honorable James Belson  
Associate Judge  
Court of General Sessions

VIA: Mr. John B. Bindl  
Director of Probation

FROM: Leon G. Leiberg  
Director, Project Crossroads

REFERENCE: Absorption of Crossroads into the Superior  
Court of the District of Columbia

At the conclusion of the meeting held September 19, in your office, it was decided that a formal memorandum be prepared outlining procedures and establishing a budget for the transfer of NCCY Crossroads operations to the Court in fiscal 1971. The reason for planning one year ahead is simply stated, the fact that project monies will be exhausted on the 15th of September, 1970, the anticipated date of completion of the experimental and demonstration activities funded by the Manpower Administration of the United States Department of Labor.

A continuation of "Crossroads" will not be possible unless funds from other sources are made available, permitting a smooth and uninterrupted transfer of sponsorship and continued recruitment of youthful offenders.

Presently, under intake rules agreed upon with the U.S. Attorney's Office "we have enrolled during the last 13 months 1.6% of all defendants arraigned in General Sessions Court." Based on our success rate to date, 70% of project participants (1.1% of total number of defendants) are diverted from formal Court action and their charges nolle prossed. The recidivism rate of 4% among those nolle has held steadily, indicating substantial stability on the part of the individuals favorably terminated, and should pave the way for additional categories of offenders, such as repeaters and non-predatory felons, to receive the opportunity for similar diversion at a substantial savings in Court time and cost.\*

Essentially, Crossroads provides for the element of community involvement and response to inner city residents' needs which has been absent in the formal Court procedures of the past, it establishes relevance by offering employment and human services at a critical time, and within a period of time (90 days) provides for complete release if the person involved has tangibly shown his interest to pursue legitimate goals.

STAFF

As presently constituted, the staff of Crossroads is composed of two administrative, three employment and eight counseling staff, in addition to two secretaries, which occupy two offices located at 527-6th Street, N.W. and 629 F Street, N.W. in close proximity to the Court.

\*See Attachment.

VISTA workers (full-time service volunteers) have been part of the project since inception. Five volunteers are assigned by OEO to the project, their stipends paid directly by the Office of Economic Opportunity for their one year term of service. They have responsibility for the educational component of the project and recruit tutors and community volunteers independently but under supervision of paid staff. This manpower resource is extremely valuable and it is suggested that it be extended should Crossroads be absorbed by the Court.

This staff, both professional and non-professional, includes among the latter two former offenders who have made good contributions to the overall effort. They represent a new careers approach to the administration of justice, and by example provide credibility to project participants who attempt new life styles. This basic personnel structure with exclusion of administrative staff could form the nucleus of a rehabilitative pre-arraignment unit of the Probation Department. Overall supervision would be exercised by the Director of Probation, who would also closely monitor effectiveness and results. It is essential, however, to maintain a distinct separation of functions between probation and Crossroads staff. There is much at the same time that needs to be shared, particularly in relation to the community aspects of this effort and sensitivity to problems faced by inner city residents.

EMPLOYMENT SERVICES

A particularly important aspect of Crossroads is its effective employment component. The availability of such a service within the Probation Department is considered instrumental in stabilizing offenders who have committed economic types of crimes. Reliance on city employment programs is not adequate since vested interests and the difficulties inherent when working with an offender population shift priorities to individuals potentially less troublesome. The agencies concerned have clearly stated this position in the "Cooperative Manpower Planning System" (CAMPS) and do recommend a court controlled service, capable of close cooperation with local manpower services.

COST

The basic annual cost for a Crossroads-type Court service seems modest when measured with traditional alternatives such as incarceration or long-term formal probation and parole. At present, under experimental conditions, the rough cost per person serviced is in the neighborhood of \$300. The return to the treasury in the form of taxes alone pays for the total expenditure, and savings in usual welfare payments to dependents should defendants be imprisoned vastly exceed this total.

As planned, the Crossroads-type diversion effort within the structure of the Probation Department could consist of the following:

STAFF

Nine community workers (new careers) at GS-7 ratings	\$ 68,751.00
Five community workers (semi-professional) at GS-9 ratings	46,600.00
One supervisor at GS-12	13,389.00
Three secretaries at GS-5	<u>18,528.00</u>
Total Staff Cost	\$147,168.00
15% Fringe Benefits	<u>22,090.20</u>
TOTAL	\$169,358.20
Local Travel Reimbursable at Current Rates	2,500.00
Other Services including Consultants at Actual Cost not to exceed \$75 per day	<u>15,000.00</u>
TOTAL	\$186,858.20



All furniture, equipment, files, etc., at present used by Crossroads and the property of the U.S. Department of Labor, will be transferred "in toto" to the Court in the event the proposal is accepted. The responsibility of arranging this transfer with the Federal property officer will rest with NCCY.

If absorption of the program could occur at an early date, the cost would nevertheless be carried by NCCY Crossroads until the formal expiration of the contract on September 15, 1970.

It is hoped that NCCY will be permitted to monitor the operational aspect of the Court administered Crossroads program for the purpose of obtaining information which would assist other jurisdictions and the Manpower Administration.



Goal:

To provide the Probation Department, the Judiciary of the Court of General Sessions, and Project Crossroads with a residential facility open to first offenders and probationers whose economic adjustment is marginal and who are in need of a variety of short-term types of assistance until capable of assuming more responsibility for their everyday needs.

It is proposed that placement in the residential facility will come about in any of three ways: (1) By Project Crossroads in connection with its efforts with first offenders and in connection particularly with its job-training and employment services; (2) By the Court in cases of persons who have been convicted and who at the time of sentencing might be deemed unsuitable for probation unless this proposed alternative to incarceration were available as a part of the Court-directed probation program; and (3) By the Probation Department upon its own initiative in cases of persons already placed on probation by the Court who thereafter appear to be in need of the type of specialized short-term assistance which the residence will be able to supply.

Such a multiple focus will provide a new range of services to young offenders based on tangible adjustment in the community and resulting in fewer cases committed to institutions.

The approval and funding of this project will in no way impinge upon the independence of the probation staff in making recommendations or on the Judges of the Court in rendering their decisions. Also, the monitoring efforts by LEAA personnel will be conducted according to Court rules and procedures guaranteeing the confidential nature of official records.

Program Outline:

A program to insure that comprehensive assistance is provided to offenders after arrest which will avoid needless incarceration and provide the basis for their positive integration into the community through meaningful job training, employment, counseling and education.

There are presently available in the District of Columbia two structured alternatives to incarceration for the offender--an experimental pre-trial program, called Project Crossroads, which diverts successful participants from criminal prosecution, and the post-adjudication services of the Probation Department. At different points in the criminal justice process, both organizations attempt to provide supportive services and the opportunity for achieving social and economic stability to offenders through community-based programs. Both also recognize that their success in achieving these objectives would be considerably enhanced by the availability of a short-term group residence facility for their respective efforts.

Since the early months of 1968, the United States Department of Labor-sponsored "Project Crossroads" has been functioning in both the Juvenile and General Sessions Courts of the District of Columbia, aiming at diverting youthful first offenders from the Criminal Justice process. This project has received national attention as a result of its demonstrating that persons charged with economic types of offenses, are able to adjust positively to society with a markedly reduced incidence of recidivism. Locally, it has received the full cooperation of the Office of the U.S. Attorney and the Courts. It is presently proposed that the Crossroads Project be incorporated into the D.C. Court of General Sessions Probation Department after completing its experimental phase. That proposal is now under active consideration.

At a very early date in the project's operation, it became apparent that a number of individuals lacked even the most rudimentary basis for community stability because their living situation was completely disorganized. A review of community resources revealed that, with the exception of "mission" type overnight lodging sponsored by the Salvation Army, residential assistance of the type needed was not available locally. This hindered full utilization of the manpower services offered by Project Crossroads, and in some instances was the basis for a participant's negative termination from the project.

There is a similar need for such a resource among probationers. There are currently over 2,000 persons on probation under the supervision of the Probation Department at the D.C. Court of General Sessions. It has been evident for some time that within this group of probationers there are a significant number whose living conditions and whose economic and social adjustment, at a particular point in time, combine in such a way that successful functioning in the community is virtually impossible. The probationer lacks sufficient family ties or social contacts and is without support in the community. This crisis situation obviously requires immediate and effective solutions, other than mere incarceration.

A more realistic alternative to incarceration would be to have under the administrative supervision and control of the Probation Department a "probation hostel" where probationers could be housed on a short-term basis until suitable replanning can be accomplished. Whether this is resolved within a few days or a few weeks, the counseling and other services would be available through the Probation Department without disturbing the positive aspects of the relationship with the probation officer, so important at this critical time. The needs of the individual could be evaluated immediately and necessary steps taken toward resolving the crisis sufficiently to return the probationer to a situation more conducive to suitable living, as well as prepare him to take full advantage of it. Individual and group counseling, a full range of employment counseling and placement services, as well as other more direct assistance in developing suitable living quarters, etc., would be available seven days a week.

At a time of greater community concern as to the causes and problems of crime and the justified requests for humane treatment of offenders based on rehabilitation, it is essential that an attempt be made to investigate under clinical conditions the effectiveness of a fully non-penal community residence.

Continuous follow up of the participant's performance and adjustment will be made to determine the impact of the program and to modify the focus based on operational experience.

#### Operating Procedures:

Admission will be contingent upon referral by the Probation Department and Crossroads coordinated by the resident administrator and based on criteria to be established cooperatively.

Priority will be given to individuals who are without employment and visible means of support between the ages of 18-35,\* or as determined by the Director of Probation who will have ultimate responsibility. Available space will be divided upon a substantially equal basis between Crossroads and probation referrals.

Within 24 hours after admission a complete assessment of the employment needs of the individual will have been made with the aim of achieving rapid economic self-

\*Based on F.B.I. national statistics (Uniform Crime Reports-1968), 74% of the police arrests involve individuals 18 years of age. Within this group, 18-35 year olds account for 80% of the arrests for serious crimes against persons and property, 90% of all narcotics arrests, over 80% of arrests for stolen property offenses, and 70% of arrests on weapons charges.

sufficiency. At the same time, the person's other needs will be assessed, particularly with respect to his short-range emotional and social adjustment. Crisis intervention aimed at meeting these needs will be rendered immediately and will continue during the entire length of residence.

VISTA volunteers assigned to the hostel will provide educational and cultural enrichment assistance in the evening hours and on weekends. This intervention, by interested and specialized service volunteers, is aimed at overcoming feelings of rejection by the community.

VISTA volunteers have participated in Project Crossroads since inception of the program; their contribution has added depth and flexibility to staff capabilities. VISTA volunteers are able to offer and conduct evening programs and weekend activities for participants, are trained in community organization, and are often able to introduce innovative approaches to program operations. VISTA and other community volunteers are an important symbol of community concern for the problems of the young offender population.

Contacts with OEO/VISTA concerning the future deployment of service volunteers have been made and it is anticipated that they will continue to serve the offender population through the services offered by the Court.

Ex-offenders have also been involved in the Crossroads program as counselors and community workers, proving that this untapped manpower resource can also make a substantial contribution provided they are otherwise qualified.

Once the individual is provided with meaningful employment and involved with supportive services, his stay at the hostel should help stabilize his behavior and he will be better able to make long-range decisions on his own behalf. At this point, he will also contribute his fair share toward his upkeep in the hostel, reimbursing expenditures for food and room. It is anticipated that in most cases, within three weeks of arrival the resident should be able to maintain himself in the community and use only the non-residential based services made available to him.

BUDGET:

A. Staff Services

Administrator (GS-11)	\$11,233.00
Clerk-typist (GS-5)	6,175.00
Counselor (GS-7)	7,639.00
Counselor, 1-1/2 time (GS-9)	
Research Analyst (GS-10)	10,202.00
Janitor Housing Engineer (GS-5)	<u>6,176.00</u>
	SUB-TOTAL
	\$55,450.00
15% Fringe Benefits-Leave	<u>8,318.00</u>
	TOTAL
	\$63,768.00
Consulting Services at Cost not to Exceed \$75 per day	<u>2,500.00</u>
TOTAL STAFF SERVICES	<u>\$66,268.00</u>

B. Residential Services

The most economical way to operate the proposed residence would involve the purchase of a suitable building and the remodeling for its intended purpose. Upon completion of the program, this building could then be



resold or leased by the Government to interested public or private agencies. Should this not be possible, we are advised that the cost of \$100 per bed is considered the base formula to compute rental cost.

Rent at \$2,000 per month	\$24,000.00
Telephone and Postage	720.00
Utilities and Heating	1,020.00
Supplies	600.00
Rental of Typewriter	600.00
Dry Cleaning	2,000.00
Washer-Dryer (institutional type)	2,500.00
Repairs, Furniture and Maintenance	<u>10,000.00</u>
	\$41,440.00

C. Food

At \$4.00 per day (100 x 365)	\$36,500.00
-------------------------------	-------------

D. Miscellaneous

Unanticipated Expenses	\$20,000.00
Medical Services	10,000.00
Clothing (work)	5,000.00
Bed Linen	2,000.00
Blankets - purchase (200)	1,000.00
Travel (local for personnel at 10¢ per mile)	3,000.00
Local Travel for Residents at \$1.00 per resident	9,125.00
Insurance	2,500.00
Rental - Furniture - Office	<u>1,600.00</u>
	\$55,525.00

TOTAL \$199,733.00

Cost per day  $\left(\frac{547 \times 365}{25}\right)$  per person: \$21.

DISTRICT OF COLUMBIA COURT OF GENERAL SESSIONS  
WASHINGTON, D. C. 20001

JAMES A. BELSON  
JUDGE

March 23, 1970

Mr. Leon Leiberg  
Project Crossroads  
527 6th Street, N.W.  
Washington, D.C. 20001

Dear Leon:

This is to confirm the information I conveyed by telephone to Mr. Trotter that it was the consensus of the Board of Judges at its meeting of March 19, 1970, that Project Crossroads should be continued in existence as a part of this Court. As I indicated to you earlier, the Project will operate in close liaison with the Probation Department. Technically, however, it will not be a section of that Department. After inclusion, the director of the Project will report to the Chief Clerk, Mr. Burton, through the director of the Probation Department.

We will continue to give attention to the matter of acquiring the necessary appropriation for the Project.

With my best personal regards.

Sincerely,

  
James A. Belson

cc: Chief Judge Greene  
Mr. Burton  
Mr. Bindl  
Mr. Berling

DISTRICT OF COLUMBIA COURT OF GENERAL SESSIONS  
WASHINGTON, D. C. 20001

JAMES A. BELSON  
JUDGE

August 31, 1970

Mr. Leon G. Leiberg  
Director  
Project Crossroads  
527 6th Street, N.W.  
Washington, D.C. 20001

Dear Mr. Leiberg:

This letter is in response to your inquiry about the timetable and plans for the assimilation of Crossroads into the Superior Court of the District of Columbia. I have discussed the matter with Chief Judge Harold Greene, and he has asked me to make the following response for the Court.

As you know, the request for appropriations for the court reorganization plan has been submitted to Congress and includes the budget needs for the project. Presently the entire matter of funding for the period during which this Court will be transformed into the Superior Court is being submitted to Congress for consideration on a highly expedited basis. Under all the circumstances, it appears reasonable to assume that the monies will be forthcoming and available by the end of the calendar year.

In view of the fact that your present contract expires and funds from the Manpower Administration will not be available after September 15th, we would urge that an extension of the contract be sought until such time as regular funds for the Court's operation become available. This will permit the continuation of the project in its present form without interruption until the transition is completed and administrative problems worked out.

In the event that court funds become available prior to the end of the extension period of your contract, unexpended funds would be returned to the U.S. Department of Labor.

Should you experience any difficulties in obtaining this contract modification, we would be pleased to communicate directly with the Manpower Administration.

Very truly yours,

  
James A. Belson

cc: Chief Judge Greene

**NATIONAL COMMITTEE FOR CHILDREN AND YOUTH**

WASHINGTON DC, 20001

**PROJECT CROSSROADS**

527 - SIXTH STREET NW

(202) 628-7885

(202) 783-8853

**LEON G. LEIBERG**  
Project Director

May 12, 1970

Mr. Walter S. Burke  
Director, Neighborhood Youth  
Corps  
1000 U Street, N.W.  
Washington, D.C.

Dear Mr. Burke:

Pursuant to discussions on April 28, 1970, with Mr. Obi Ogene, Deputy Director of NYC, I am requesting that Project Crossroads participate in the NYC-2 program beginning July 1, 1970. Access to said funding would provide a valuable adjunct to project services by providing another vehicle of upward mobility for project participants.

Project Crossroads has needed an inducement to private employers to hire and/or train youthful first offenders. These young men and women are handicapped by characteristics of many inner city residents, i.e., low levels of educational achievement, limited work records, lack of awareness of existing manpower resources, negative attitudinal factors, low aspirations, etc.

In addition, other factors adversely affect persons serviced by Crossroads, such as a reluctance by employers to accept young job applicants. The increased movement of Washington businesses to suburban localities has resulted in fewer entry level jobs for which young people must compete. Curtailment or phasing out of federally funded training resources has also aggravated the local manpower situation. Further, project participants are hampered vocationally by pending court charges which forbids employment by local governments.

Should Project Crossroads be selected as a sub-contractor to the Neighborhood Youth Corps, it would perform the following functions:

- Develop on-the-job training facilities, both part-time and full-time.
- Select OJT occupations leading to upward mobility.
- Periodically inspect training sites and evaluate participant progress.
- Prepare reports to NYC as required.
- Select project participants meeting NYC criteria.
- Disburse stipends to project trainees.
- Tutor trainees for the GED during the training period.
- Provide ongoing supportive assistance.
- Assist in job placement where necessary.

The aforementioned would be performed by three components of project staff:

1. Crossroads' employment staff would be responsible for selection and supervision of on-the-job training facilities to be utilized by project participants. Employment staff will oversee vocational aptitude testing of project OJT candidates, largely relying on DVR and MTES<sup>A</sup> facilities. Occupations for which the participants will be trained will lead to permanent full-time meaningful employment. The employment staff will also assist persons in securing other employment in the future should placement with the trainer/employer prove unsatisfactory.

2. Project community workers will provide ongoing supportive services to participants while in training. Caseloads of less than 25 youths per counselor permit intensive contacts with participants and the community workers, a group of paraprofessionals and professional persons, will continue to deal with problems relating to schools, courts, homes, and the community.

3. A component of five VISTA volunteers assigned to the project, tutor participants for passing the high school equivalency examination (GED), selected government examinations, and provide educational remediation as needed.

The attached project description details external linkages with existing community services. We will be happy to answer any further inquiries you may have regarding the project. Looking forward to hearing from you, I remain,

Yours truly,

Daniel S. Little  
Manpower Specialist

Enclosure:

cc: Mr. L. G. Leiberg  
Mr. Obi Ogene



APPENDIX

Research Design

Proposed Data Gathering, Measurement  
and  
Assessment Techniques to be  
Utilized in a Final Evaluation  
of  
Project Crossroads

Submitted by:

Roberta Rovner-Pieczenik  
Consultant  
Project Crossroads  
November 1, 1969

Project Crossroads, by providing intensive manpower services to first time criminal offenders, offers an alternative to criminal adjudication through economic stabilization. The following report outlines data gathering methods and subsequent procedures for analysis.

At this time it will be difficult to abstract all the possible questions which will be asked of the data. However, the major areas of the final analysis will include the following:

1. The range of services received by Project Crossroads participants. This calls for a program description as well as summary statistics of employment placements, legal dispositions, etc.

2. An evaluation of the effectiveness of specific program operations in terms of short-run and long-range benefits to participants. Comparisons between participants and a control group of non-participants will be undertaken in the areas of employment and legal behavior. Included will be an evaluation of the type of individual most successful in a Crossroads-type program. Such variables as age of participant, sex, charge category, previous employment, and educational history will elicit a profile which will differentiate "high risk" from "low risk" categories of participants.

3. An understanding of program structure and operations and those specific program factors which explain its effectiveness. Included will be an evaluation of the time period necessary for working intensively with participants and the relative value of the different services afforded a participant. An evaluation of the impact of the staff itself will be made.

4. A cost analysis/effectiveness study determining the cost of program operations and evaluating the benefits to the courts, business community, etc. Comparisons will be made between participants and non-participant controls.

A description of the goals of Project Crossroads and services offered to participants can be found in previous interim reports. While these will not be repeated in this monograph, a word about goal-setting is appropriate. The goals of any organization determine the kinds of goods and services it produces and offers to the community. Project Crossroads is no exception to this principle. The project is and has been subject to evaluation by both the Department of Labor and the District of Columbia courts. Goals and program operations are necessarily a compromise between contractual obligations and original program conceptualization.

Utilizing the aforementioned topics as guides to the final analysis, the following report has been arbitrarily divided into divisions which permit clarity of presentation:

- I- measures of program effectiveness for participants
- II- the structure and operation of the program
- III- relations between Project Crossroads and its "environment"-the court, employment market and social agencies.

An earlier communication proposed that all data be coded and transferred to IBM punch cards. Not only would this facilitate analysis but it would allow Project Crossroads results to be compared with findings from other demonstration projects. Also, questions could be put to the data at a later time which are not of immediate concern.

## I Program Effectiveness for Participants (Research questions 1 & 2)

Behavioral and attitudinal indicants will be used to measure program effectiveness. Analysis will emphasize the behavioral indices because these are more easily measurable.

### Legal Indicants

The following indicants will serve as operational definitions for the legal "success" of the program as it effects participants:

- a. Type of adjudication of original charge (e.g. dismissal, held for trial, etc.)
- b. Recidivism while enrolled in Project Crossroads (e.g. arrest and conviction record)
- c. Recidivism after termination from Project Crossroads (e.g. arrest and conviction record)
- d. Seriousness of subsequent offenses (e.g. felony vs. misdemeanor, personal vs. property offense, etc.)

### Type of Adjudication

The court's disposition of the charge or complaint filed against the participant will influence the nature of his future contact with law enforcement agencies as well as his future employment possibilities. A dismissal of the charge for the first offender will be considered "desireable" from the participant's viewpoint and "successful" for that of the program. From the court perspective a dismissal reduces case backlog and saves manpower hours and costs incurred in continuing prosecution.

A frequency tabulation of legal dispositions of project participants (including accompanying percentages for both juveniles and adults) will be presented. This information will be abstracted from the Participant Termination Form (Appendix A). Statistics for participants will be compared with: (1) annual court statistics and (2) a randomly selected control sample of juveniles and adults (Appendix B).

### Recidivism

Recidivism as reported in the Uniform Crime Report--1967 varies by age of offender, crime type and other variables, but remains consistently high across all categories (e.g. of offenders under 20 released from custody in 1963, 70% recidivated within four years). Project Crossroads, by affecting the dismissal of charges avoids exposure of the participant to the corrupting influence of the jail or prison, while giving him the possibility of a legitimate economic stake in the community.

Recidivism rates for participants during program enrollment will be abstracted from the Participant Termination Form. Frequencies will be calculated separately for juveniles and adults, as will the following: dismissals and non-dismissals; favorable and unfavorable terminations; personal and property offenses; misdemeanor and felony charges; and other relevant differentiations. Statistics on recidivism rate following program termination will be abstracted from the Participant Follow-up Form (Appendix C). A longitudinal analysis of recidivism will be done at three month intervals for one year after program termination. According to national statistical trends, the largest percentage of recidivism occurs within a year following custody. The longer the period of non-recidivism, the less likely the individual to recidivate. While follow-up information on a randomly selected group of participants will be attempted.

Recidivism rates of project participants will be compared with rates of the control sample of non-participants. The follow-up form for controls is not yet completed. Follow-up for control will occur a year after case disposition. In order to control for invalid follow-up responses, it is suggested that a thorough check of court files be undertaken for recidivism statistics for a select number of participants.

### Seriousness of Subsequent Offense

Recidivism can be measured both quantitatively and qualitatively. Thus, the nature and seriousness of a subsequent offense may be as important in understanding crime patterns as the absolute number.

Subsequent offenses will be classified and evaluated on a number of categories, including misdemeanor vs. felony charge, personal vs. property offense, seriousness of first charge vs. subsequent charges.

Statistics on the above indices will be tabulated and then cross-tabulated against such variables as: legal disposition of participant (dismissal vs. non-dismissal); termination recommendation by counselor (favorable vs. unfavorable); age categories (juvenile vs. adult offenders); educational background (high school graduate vs. non-graduate); and other relevant variables.

Employment data will be abstracted from the following records:

1. Intake Record (Appendix D): an interview schedule which records a participant's legal, employment, educational and family history.
2. Participant Termination Form: summarizes information recorded during project participation.
3. Participant Employment Record (Appendix E): records all employment services rendered to the participant.
4. Participant Follow-up Form: provides longitudinal employment information after project termination.

In addition to the major indicants of employment success the aforementioned forms also yield valuable information on work-related problems, turnover rates, and future vocational aspirations. Although ancillary, this information will allow interpretation of other employment findings.

### Educational Indicants

The educational division of Project Crossroads displays a secondary role in project operations and participation is on a voluntary basis. Yet, in itself, taking part in the program might be an important indicant of serious intent for self-improvement by the participant.

For purposes of measuring educational "success" for those volunteering participants, the following indicants will be used: Separate tabulations will be kept for the participants and control sample, and for arrest and conviction rates.

### Employment Indicants

Project Crossroads, as a manpower service, secures employment for the unemployed and underemployed. Quantitative measures of employment (e.g. position, salary) will be deemed important from both the community's and participant's viewpoint. Qualitative

factors of employment (e.g. attitude toward work, relationship with fellow employees and employer) will also shed light upon the work problems of the relatively unskilled, poorly educated worker. This will effect his long-run job potential.

The following indicants will serve as employment "success" of participants:

a. Referrals and placements through Project Crossroads, for employed and formerly unemployed participants.

b. Improved salary for the period including: (1) employment before entering Crossroads and last Crossroads job held; (2) employment entering Crossroads and leaving Crossroads; (3) employment at Crossroads termination and through last follow-up.

c. Job mobility for the period including: (1) employment before entering Crossroads and last Crossroads job held; (2) employment entering Crossroads and leaving Crossroads; (3) employment at Crossroads termination and through last follow-up.

d. Improvement of skills through job training programs and subsequent placement.

e. Favorable on-the-job work characteristics at project termination: regularity of work, promptness, etc.

f. Decreased welfare payments and unemployment compensation resulting from Crossroads job placements or employment thereafter.

1. Enrollment and attendance in the educational program.

2. High School equivalency diplomas received during project or because of project incentive.

3. Completion of remedial course of study (either during Crossroads enrollment or after termination).

4. Attendance in the educational division after formal project termination.

5. Re-entry into high school of dropouts, because of project efforts.

For purposes of statistics, we will tabulate numbers of enrollees in different programs of study and include the average number of hours of instruction per enrollee. Cross tabulation will be done relating such variables as age of participant, charge, legal "success" etc. with educational variables. Most information will be abstracted from the Educational Division Monthly Report (Appendix F) and the Participant Termination Form.

An evaluation of the effectiveness of Project Crossroads for specific types of participants will be attempted by cross tabulating legal and employment "success" and "failure" categories with specific personal (e.g. age, charge, sex) and program (e.g. easy to contact, enrolled in education) variables. Profiles of "high" and "low" risk participants will be derived.

## II Structure and Operations of Project Crossroads (Research questions 3 & 4)

The measurement of a program's effectiveness is not a substitute for explaining success. An analysis of Project Crossroads operations should locate structural properties of the program which contribute to program success. Unfortunately, variation in program

structure is non-existent. For example, it would be difficult to say with certainty that a particular division of the program should be expanded or diminished. It may be that all project divisions are unnecessary as they now exist, because only a hint that the charge may be dropped offers enough incentive for changed behavior. It is suggested that future experimental and demonstration projects concern themselves with program variables as well as program outcomes so that a program's effectiveness can be precisely explained.

Yet, an attempt to explain Project Crossroads will be made here. Specific aspects of the program will be evaluated by both staff and participants.

A retrospective analysis of employment data should reflect the average time period needed to render adequate employment services to participants (in terms of job turnover and stabilization).

### Staff Information

Interim reports have described the development of the project from initial "growing pains" through present maturity of operations. Ideally, an outside observer would take systematic note of staff operations. For example, he would note the results of personnel attrition and replacement; staff relationships which affect the working atmosphere, etc. Under existing conditions, the following information will be utilized.

### Quantitative

Systematic, quantitative measurement of staff activities (instituted September 1969) will be abstracted for the counseling division from the Participant Action Form (Appendix G):

1. Contacts completed by the counselor with the participant and those made in behalf of the participant.
2. Place of contact (e.g. home, office)
3. Type of contact (e.g. telephone, personal)
4. Initiator of contact
5. Nature of problems discussed
6. Manner in which problems were handled by counselor or participant.

A summation of this information appears on the Supervisor's Weekly Report (Appendix H).

The activities of the employment staff will be abstracted from the Employment Monthly Report (Appendix I) and the Employment Activity Form (Appendix J). These forms will yield quantitative information concerning:

1. Placement activities (e.g. statistics of placements, time spent with participant)
2. Field activities (e.g. type of activity and time spent)
3. Job development activities (e.g. number of contacts per week, mode of contact, time spent on a contact)

The activities of the educational division are quantitatively summarized on the Educational Monthly Report. Basic statistics are available:

1. Statistics of participants and tutors (e.g. numbers, turnover)
2. Activities of tutors (e.g. subject areas taught, time spent per participant, per week)

### Qualitative

Although quantitative measurements for some aspects of staff activities will be undertaken, they do not represent an accurate picture of a total job. A Crossroads job that involves close relationships between staff and participant, staff and staff and which offers changed individuals as an end product, relies on many tangible, difficult-to-measure variables. For example, no measurement can be taken on the enhanced feeling of self-worth a participant carries from the program.

Our only clue to some of these intangibles will be in the form of "soft" data. The final report of all staff members will cover their perceptions of the following:

1. Objectives (goals) of their job
2. Mode of operation necessary to achieve the objectives
3. Problems which must be dealt with on a continuing basis
4. Suggestions for change in division operations and their own job.

In addition to the above, supervisors will include in their reports a critique of operations from an administrative point of view (e.g. intra-division staff relations). A detailed guide for final reporting procedures will be completed at a later date.

### Participant Information

The analysis of a project whose end product involves changes in individuals can not be complete without feedback from the individuals affected by the program. For this perspective on project operations a Participant Evaluation Form (Appendix K) will be routinely handed to every participant by his counselor. Questions are simple, asking for an evaluation of the program, as opposed to an evaluation of particular staff members.

### Cost Analysis

An evaluation of program operations would not be complete without a cost analysis/effectiveness study. While cost studies of this type are standard procedure for business corporations they are just coming into vogue for the study of social problems which financially burden the taxpayer.

In addition to calculating the real operating costs of the project in relation to the number of participants served, a cost effectiveness study will compare a random sample of participants with the control sample of non-participants in terms of court and other costs, (e.g. unemployment compensation). A detailed analysis of average legal costs will be based on an updating of costs already computed by the Department of Correction in the District of Columbia, appearing in B. Cantor's and S. Adams', The Cost of Correcting Youthful Offenders (September 1968). Legal costs for arrest, court action, institutionalization and parole and probation supervision have been estimated. Follow-up information of a year's duration will be included.

Full details of the cost study have not yet been elaborated. At the present time, contracting for the services of an individual specializing in economics and cost analysis is being considered.

### III The Environment and Project Crossroads

The "environment" in which an organization such as Project Crossroads exists influences its operation. Employment statistics (e.g. number of placements) are determined in part by the job market. Program variation (e.g. rendering full services to some participants and partial services to others) is bound by court stipulations. Outside social services necessary for participants (e.g. type of aid and immediacy of service) is related to the kinds of relationships which exist between staff members of Project Crossroads and the outside agency. In other words, the "environment" or "field" is an intervening and sometimes determining variable, itself, in influencing program operations.

#### Job Market

The job market available to participant is a function of both existing job and training opportunities in the area and the effectiveness of the job developers in uncovering potential positions.

Information on job development (e.g. description, problems, types of relationships established, suggestions for future job developing, etc.) will be contained in final job developer reports. The Employment Activities Record will reveal certain objective information regarding the type of companies contacted, mode of contact, time spent "developing" a contact, etc. Together, the records and final report will offer a picture of the job developer's operation.

Yet, the gap between job developing and job placement is an important one. Do all companies who promise jobs, "come through"? Which types of employers and companies are most amenable to working with our project-government, large private, small private, etc.? What is the rate of turnover for different kinds of positions? What kinds of positions are available to our participants? When is on-the-job training offered? Does training enhance salary prospects? These and many other questions will be answered by portraying a picture of the realities of the job market as they affect the program. Most of this information will be abstracted from the Job Placement and Training Placement Forms (Appendix L).

#### Courts

Relations with the courts (juvenile and general sessions) will be described in terms of chronology by staff supervisors and the project director. The ways in which direct court restraints (e.g. charge categories deemed acceptable) and operations (e.g. court recommendations for eligible participants) influence Project Crossroads will be analyzed. Suggestions for improved working relations will be offered.

#### Social Agencies

Contact between Project Crossroads and outside social service agencies (e.g. hospitals, welfare bureau, etc.) will be monitored. Abstracted from the Participant Contact sheet and the Employment Activities sheet will be contacts made between Crossroads and other agencies on behalf of the participants. This will be coupled with the final report of the staff, emphasizing the types of working relationships maintained (if any) with outside agencies and the importance of these agencies to Crossroads operations. Suggestions for inter-agency information transfer and utilization will be offered.

#### Concluding Note

The measurement and assessment of an experimentation and demonstration project is a difficult task. Variables of concern are numerous, involving personal, organizational and environmental factors (not to mention time, place, etc.). Controls are necessary, although imperfect. Evaluations are critical, although imprecise at times. To put a program into operation constitutes the "means" of the system, according to a researcher. An adequate understanding of the program's operation and effectiveness is the real "goal."





United States  
of America

Continuation of House proceedings of December 21, 1970,  
appear in this issue after today's House proceedings

# Congressional Record

PROCEEDINGS AND DEBATES OF THE 91<sup>st</sup> CONGRESS, SECOND SESSION

Vol. 116

WASHINGTON, TUESDAY, DECEMBER 22, 1970

No. 207

## Senate

### PROJECT CROSSROADS

MR. MATHIAS: Mr. President, our prisons are overcrowded, underfunded, and understaffed. Too many correctional institutions harden the casual offender into a committed criminal. It often radicalizes inmates, breeds anger, retribution, and recidivism. Our correctional system is too often not a positive contribution. Both the criminal and society suffer.

There are a growing number of criminologists who believe that the only way to break this vicious cycle is to avoid the correctional institution, at least until it has established modern and relevant rehabilitative techniques. Halfway houses, residential centers, and so forth, have begun in an effort toward accomplishing this objective. Society demands such effort in the search for law and order for every man's safety and security, as well as for the pursuit of justice.

Project Crossroads, a Labor Department funded manpower project attempts to keep prospective defendants out of jail by putting them into jobs. It is a creative and innovative program which gives manpower services to young first offenders. It is not a free ride. Prospective defendants upon arrest are interviewed by the Crossroads staff to decide whether they meet the qualifications for participation in the program. If they do, and with the consent of their counsel, the judge, and the district attorney, the individuals are placed into jobs and given remedial and manpower services. If after a couple of months they do not show signs of adjustment, they are placed back on the court calendar for trial. Nothing is lost.

If the program is successful, the individual may avoid the judicial system with its expenditure of precious time and meager money, and circumvent the doubtful success of the correctional institution. But above all, there is a possibility that a human life is saved—that a human life may become productive both to himself and to the community. It is an experiment worthy of close study and careful evaluation.

The following two articles, one as it appeared in the November 4 issue of Man-

power Information Service publication and the other by the Crossroads help to explain the program.

Mr. President, I ask unanimous consent that the above-mentioned articles be printed in the RECORD.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

[From the Project Crossroads, October 1970]  
AN EXPERIMENTAL AND DEMONSTRATION PROGRAM FUNDED BY THE U.S. DEPARTMENT OF LABOR, MANPOWER ADMINISTRATION

#### I. INTRODUCTION

Crime has become one of the most virulent diseases of our society—a disease for which no certain cure has been found. The President of the United States, in his State of the Union Message, called for “. . . war against the criminal elements which increasingly threaten our cities, our homes and our lives.” The President asked for “new and stronger weapons” to wage this war.

Perhaps, through Project Crossroads and similar programs we may identify a few “weapons” which we believe can be effective in the continuing search for answers to this growing problem.

Given an opportunity for a job that pays a decent salary, with a chance for advancement, and provided adequate training to qualify for the job, will a young person choose crime? We don't believe he will. This isn't a simple solution of course, for each youth presents a different problem and a new challenge. It is only by recognizing the needs of each individual that we can reach young people in their first conflict with the law.

If these young people can be turned aside from lawbreaking before they have established a “record,” there is a greater hope that they will refrain from committing further acts of delinquency and crime. One of the most crippling handicaps a young person can have in seeking a career is a record of conflict with the law. If redirection and new motivation can be achieved before the habit of lawbreaking has been established, prevention, the most powerful weapon against crime, is in our hands.

Mrs. ISABELLA J. JONES,  
Executive Director, National Committee for Children and Youth.

#### II. WHY PRETRIAL DIVERSION

The concept of pretrial diversion embraced by Project Crossroads has three points of focus: the criminal defendant himself, the criminal justice system which must respond to his social deviance, and the community to

which both belong. In the first instance, the project aspires to provide accused offenders with an assist along the road to social and economic viability through the application of intensive, short-term manpower services.

In the second area, the project hopes to demonstrate a feasible method of making the criminal justice system flexible in its operation and more effective as a rehabilitation vehicle. The former is achieved by building into the system an alternative to the three traditional dispositional possibilities: discharge without supportive services, release on probation (formal or informal) with a modicum of support, and incarceration, usually the least desirable of all. At the same time, the system's effectiveness as a rehabilitative and deterrent mechanism is enhanced by the availability of relevant, personalized and intensive services for young offenders who may be on the threshold of a criminal career, and for whom normal court processing would in all probability be a negative and hardening experience.

Thirdly, as a result of this intervention, the community as a whole gains from the reduction in recidivism or repeated criminal activity among the group served as well as from their improved employability and productivity.

Project Crossroads was designed for implementation in two phases. Phase I (January 15, 1968-May 15, 1969) was devoted to exploration and development in the areas of program concepts, staffing, administration, human services, and the utilization of community and VISTA volunteers. It had an enrollment goal of 350 first offenders. During Phase II, which covers the period of May 16, 1969, the December 15, 1970, program effectiveness is being measured and assessed, with particular reference to the feasibility of its replication in other jurisdictions. At the end of Phase II, during which 500 additional enrollees will have been served, the project will become a component of the new Superior Court of the District of Columbia.

#### III. HOW THE PROJECT OPERATES

##### A. Organization and staffing

The project staff of 14 paid workers and seven VISTA volunteers is divided into three components: counseling, employment services, and education. The counseling section of five community worker-counselors and one supervisor is responsible for both the screening of prospective enrollees and the provision of close guidance and supportive services for assigned caseloads which average about 20-25 youths per counselor.

The employment section of three placement officers and a manpower specialist has

the task of evaluating the employment and training needs of enrollees and placing them in good positions offering skill upgrading, good pay and upward mobility.

The education section of the project is staffed by seven VISTA volunteers assigned by EOE to provide community involvement in the Crossroads Program. The VISTAs recruit and coordinate a volunteer staff of about 45 tutors to provide individualized tutoring and test preparation services to project participants and other youths referred by community agencies.

Backing up the three operational components are a project director, an assistant director, and two secretaries.

One of the project's experimental and demonstration features has been the utilization of non-professional staff in what have been traditionally professional occupational roles. Consequently the project is staffed primarily by non-professional workers most of whom are culturally and experientially similar to the participant population. These workers have demonstrated their ability and dedication to the goals of the project and have earned the respect and praise of their professional counterparts in other community agencies with which they work.

#### B. Recruiting participants

Project Crossroads recruits participants from both the Juvenile and General Sessions (adult) Courts of the District of Columbia. In the adult jurisdiction, project recruitment procedures closely parallel normal court processing of defendants. Project community workers screen all defendants detained in the court cellblock prior to each day's arraignment, and interview those who meet enrollment criteria. If an eligible defendant desires to participate in the program, the consent of the United States Attorney's Office and of assigned defense counsel is then obtained and an identifying card attached to the defendant's papers in arraignment court. When the defendant's case is called, usually within 2-3 hours of his initial interview, his case is continued for 90 days to permit project participation and the youth goes directly from the courtroom to the project office only one block away.

Recruitment procedures are different for the project's Juvenile Court program. There court Intake Officers, who interview each youth referred to the court on a delinquency complaint and decide whether or not he is to be petitioned for a court hearing, refer cases meeting Crossroads criteria to a project community worker stationed in the court. If the youth desires to enroll after the program has been explained to him, the intake officer is notified and the youth invited to the project office, preferably with a parent or guardian, to be formally enrolled and assigned a counselor-community worker. The cases of juvenile participants are also calendared to permit a 90-day project enrollment period.

Following are the project's enrollment criteria as of September, 1970:

1. Sex, age: Males and females between 16 and 26.
2. Residence: Washington, D.C., Metropolitan Area.
3. Employment status: Unemployed, underemployed, or job in jeopardy because of arrest; for juveniles, tenuous school enrollment or school dropout.
4. Present charge: Petit larceny, auto theft (attempted), receiving stolen property, false pretenses, forgery, soliciting for prostitution, attempted burglary II, simple assault (relative), unlawful entry, presence in illegal establishment, destroying property, procuring. Irrespective of charge, drug addicts, al-

coholics, and defendants with serious psychological disorders are excluded.

5. Pretrial release status: Must qualify for personal recognizance under the criteria of the District of Columbia Bail Agency.

6. Prior record: For adults, no previous adult conviction nor incarceration for more than one year as a juvenile; for juvenile participants, no adjudication of involvement within preceding 12 months, no pending case less than six months old, no previous incarceration for six months or more.

#### C. Counseling and personal assistance

Each new Project Crossroads participant is assigned a community worker-counselor who is responsible for providing supportive services for the duration of his project program and for submitting biweekly evaluation reports on his project performance to the appropriate court.

The initial contact between counselor and participant is usually the "intake interview" conducted on the latter's first visit to the project office after recruitment. During this interview the program is explained in detail and the counselor ascertains the youth's immediate needs—usually employment and, in many cases, emergency financial assistance—and any personal or family problems that may require referral to local social welfare agencies.

During the first couple of weeks when a participant's project program is being developed, his counselor maintains frequent or even daily contact with the youth. When the participant is settled into a job and/or school situation, the counselor is expected to maintain personal contact with him at least once weekly and telephone contact as frequently as possible. Home visits are the primary focus of personal contacts, since any rehabilitative efforts must take into account the factors of a youth's home environment which may be somewhat responsible for his social problems. Visits to a participant's job as well as school and neighborhood visits are also emphasized.

Although group counseling is not an integral part of the project's supportive services, counselors are encouraged to hold group sessions with members of their caseloads whom they feel will benefit from group discussion of mutual problems.

An important facet of Project Crossroads is its role as a middleman between participants and local social welfare service organizations. While many participants and their families have needs far beyond the budgetary and staff capabilities of the project, they often lack knowledge of the availability of appropriate resources or of the necessary procedures to obtain access to them. These needs range from medical and dental care to legal assistance, to emergency food, shelter and clothing. Liaison has been established with public and private organizations able to address these various needs and arrangements made for expedited access to services for participants and their families.

#### D. Employment and training placement

After his initial interview, each participant is accompanied by his counselor to the project's employment section where a job placement officer discusses the various employment and vocational training opportunities available to him through the project. The employment staff arranges employment interviews for the youth in any occupational area he expresses interest in, and will continue to do so until a suitable placement is made. If the participant desires and is qualified for a job not then available, the staff attempts to develop an appropriate opening.

Application forms for government jobs and most of the local manpower training programs are kept in the employment sec-

tion and all necessary arrangements for testing or interviewing for such positions can be made directly from the project office. There is a close working relationship with the Manpower Training and Employment Security Administration (MTESA) of the District of Columbia, with sharing of information and mutual support.

The employment staff and counselors periodically review the status of each participant to determine if a change in employment is necessary or advisable, either because of job dissatisfaction, lack of upward mobility, or the availability of new jobs for which the participant is better suited.

#### E. Education services

Each new participant is given an orientation on the project's remedial education program by one of the VISTA volunteers responsible for that component. Individual tutoring is available four evenings per week in the project office and specialized programs such as preparation for the high school equivalent diploma examination, remedial reading, job test preparation and the preparation for armed forces qualifying examinations are offered. The participant is encouraged to avail himself of the education program to any extent he desires and which is compatible with his job or school schedule. The education staff also provides assistance to youths who wish to re-enroll in school and those who are seeking admission to colleges. A scholarship fund donated by friends of the project has been established at two local colleges for qualified project participants.

Ancillary activities conducted by the education component include field trips, films, seminars with guest speakers, and intra-project sports competitions.

#### F. Court review

Biweekly progress reports on each enrollee are forwarded to the appropriate court for inclusion in the youth's case file, with copies to defense counsel and/or parents.

At the end of the prescribed 90-day period, a participant's counselor may make one of three recommendations to the court at a disposition conference: (1) dismissal of pending charges based on satisfactory project participation and demonstrated self-improvement; (2) extension of the continuance to allow the project staff more time to work with the individual, or (3) reversion of the defendant to normal court processing, without prejudice, because of unsatisfactory performance in the program. In addition, at any time during the 90-day period a participant may be unfavorably terminated and revert to normal court processing and trial either because of chronic uncooperativeness or the commission of a new offense.

#### IV. SUMMARY RESULTS

From the start of court recruitment in April, 1968, through September, 1970, a total of 825 young offenders had been enrolled in the project, 72 of whom were still active. Charges against 468 enrollees had been dropped due to their successful project participation, while 285 were returned to normal court processing, primarily because of unsatisfactory program performance. The respective dismissal rates for program participants were 76% for General Sessions Court (adult) enrollees and 40% for Juvenile Court enrollees.

In keeping with the manpower orientation of the project, approximately 1000 job and training placements have been made for participants, including non-enrollees, and over 6000 hours of remedial education and test coaching was provided by volunteer tutors

under the direction of the project's VISTA component.

Research evaluations of the project indicated that the intensive supportive services provided by project staff during the three-month enrollment period had a substantial stabilizing effect on participants in the post-project period. For example, the employment rate among former enrollees a year after leaving the project was more than double that at the time of enrollment, and recidivism among former participants was one-third less than that of a control group which did not receive project services. Equally important from the point of view of program replication, the project exhibited a benefit-cost ratio of at least 2:1, and a program cost of little over \$500 per enrollee.

#### BACKGROUND OF THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

The National Committee for Children and Youth grew out of historical concern by leaders in education, social service, religion and health for the total well-being of America's children and youth. Its roots trace back to the first White House Conference called by President Theodore Roosevelt in 1909 and similar conferences convened of presidents in each succeeding decade. A provision for organized followup activity, built into the plans and financing for the 1960 White House Conference on Children and Youth, called by President Eisenhower, resulted in the creation of the NCCY on November 1, 1966.

But NCCY is more than a followup agency. In doing that job it quickly evolved into an essential national point of focus on children and youth in the rapidly changing decade of the sixties, helping its national, state and local constituency keep aware of developments, stimulating governmental and voluntary cooperation, and undertaking demonstration projects to pioneer new services.

While keeping its focus on the positive, i.e., helping all of America's children grow into knowledgeable, healthy and responsible citizens, NCCY helps the agencies deal with such problems as delinquency, dropouts, lack of opportunity, urban and rural slums, weakening family ties, etc. Beyond that, however, and in response to the very multiplicity of agencies and programs, governmental and voluntary, NCCY serves an essential coordinating function, helping avoid wasteful duplication, promoting exchange of experiences and stimulating cooperative activity. NCCY is thus in itself a pioneering experiment in organization for effective concern for all children and youth.

[From the Manpower Information Service, Nov. 4, 1970]

#### HIGHLIGHTS OF CURRENT REPORT

"Substantial Unemployment," Job Vacancies Rise: The list of areas with 6 percent or more unemployment rose again as of November 1 with the addition of Los Angeles and four other major areas to lift the total to 170 in all. Manufacturing job vacancies dropped to 137,000 in August, mostly in durable goods.

Industry Help South for Blue Collar Workers: Again pointing to the plight of the blue collar worker, Assistant Labor Secretary Jerome M. Rosow tells businessmen it is in their "self interest" to help out. He cites "job enrichment" and sensitivity training for foremen among series of recommendations.

New Career Interns Upgraded in Federal Plan: An in-house upgrading program in the Office of Education is designed to move clerical employees out of dead-end jobs into professional positions. Three-year program, seen

as "model" for other federal agencies, mixes classroom study with new work assignments.

Pollution/Poverty Attacked in Training Effort: A \$1.2 million contract to train 1,000 disadvantaged persons as waste treatment plant operators is signed between the Federal Water Quality Administration and the Labor Department. Funds will be allocated among 27 states for both training and upgrading.

Kentucky Tests Home Repair Project for Needy: A pilot home repair demonstration project for the aged and disabled in four rural communities successfully uses unemployed in rebuilding effort. Federal-state-local agencies recommend project expansion but find \$500 per-house federal maximum is insufficient.

JOBS Contracts Advance but Impact Doubtful: Despite declining economic activity, the National Alliance of Businessmen's JOBS training contracts are on the rise. Appeal of training funds seen as one factor in upsurge, but net employment gain is questioned. MIS examines new trends in \$200 million program.

Administration Releases Funds for Education: Some \$498 million in education funds withheld by the Department of Health, Education, and Welfare were released after a legal decision that they were a mandatory appropriation of Congress. Education programs for needy get \$160 million, Voc Ed gains \$64 million.

"Project Crossroads" Guides Offenders to Jobs: A three-year pilot rehabilitation project in Washington, D.C., provides manpower services to young first offenders before trial. Counseling, job placement, and remedial services are offered in project aiding more than 1,300 youths arrested for misdemeanors.

Bus Project Links Ghettos to Suburban Jobs: A one-year pilot project by the St. Louis Model Cities Agency tests the feasibility of subsidized transportation of ghetto residents to suburban jobs. Study sees pitfalls in city-to-suburb transportation; favors "flexible" routes, smaller buses for task.

Studies Rate Fairness of Minority Job Testing: Procedures for testing minority job applicants are reviewed in study of research reports, *Employment Testing and Minority Groups*. The reports examine the relationship between ability test predictions and performance by blacks; review test validation procedures.

#### PRETRIAL "PROJECT CROSSROADS" OFFERS DELINQUENTS JOBS, NOT JAIL

On the theory that a solution to urban crime requires more than post-imprisonment rehabilitation programs, an experimental effort known as Project Crossroads in Washington, D.C., has devoted nearly three years to a different approach to rehabilitation—stepping in with manpower services before young first-offenders are tried and sentenced. Eight hundred young people have been enrolled in the project's counseling, job placement, and remedial education services immediately after their arrest on misdemeanor charges, and 500 other youthful offenders have participated as well. With the cooperation of the D.C. Juvenile or General Session Courts, those who show satisfactory progress toward leading socially productive lives may have their charges dropped. Weigh in the project's costs against the youths' earnings and their lowered recidivism rate. Crossroads staff feel the approach is a success and "an efficient use of society's resources."

Funded by a federal manpower demonstration grant and operated since early 1968 by the National Committee for Children and Youth, Project Crossroads has had such promising results in Washington that the

Labor Department hopes to sponsor variations of its approach in other cities. Cleveland and Minneapolis are soon to become sites of two more pre-trial intervention projects, while others may be launched next year in Boston, Baltimore, San Antonio, San Jose, and perhaps others.

#### NONPROFESSIONAL STAFF

Crossroads is similar in many ways to the Manhattan Court Employment Project run by the Vera Institute of Justice in New York (see MIS, April 22, 1970, page 24). Also a pre-trial program of manpower services, the Vera program employs ex-convicts as counselors on the theory that they will be more sympathetic to the problems of defendants, having had the same problems themselves. But Crossroads Director Leon Leiberger asserts that Crossroads is unlike the New York project in that its entire staff—counselors, job developers, and back-up administrators alike—are to be nonprofessionals; persons whose backgrounds are like those of their clients. Though the indigenous inner-city staffers are aided by VISTA volunteers, Leiberger and an assistant are the only professionals on Crossroads staff. When the Washington project completes its experimental phase and gets on its feet as a permanent institution working with the courts, these two men will bow out of the picture—probably within the next few months.

Use of a nonprofessional staff has proved to be a great improvement over what Leiberger terms the traditional "do-good" sort of counseling. But he points out that numerous problems arose during the evolution. The former inmates, high school dropouts, and chronically unemployed persons who were hired had to be trained to work within the system, he noted. Their training had to bridge a communications gap, refining their understanding of various manpower terms and techniques such as job development and counseling. Many felt initially that their being black and empathetic would be enough to help them reach their clients, and they tended to disregard professional approaches.

For this reason, an in-service training program was made mandatory for the staff. Crossroads hired one professional training person who organized seminars, casework conferences, and participation in a special course on group leadership at Washington's Federal City College. Particularly noteworthy was the college's response to the project. Not only did it create the course to fit the needs of Crossroads staff, but it opened all of its regular classes to the staff members regardless of their previous academic standing.

Leiberger feels that in-service training of nonprofessionals has been a key to the success of the project. He is confident that when he turns over Crossroads' direction to the top nonprofessional under his command, the program will be in good hands.

#### Alternative to trial

The concept of giving youthful offenders an opportunity to do something constructive rather than sending them to court has caught the imagination not only of Crossroads staff but of D.C. court officials as well. According to Leiberger, the U.S. attorney in Washington welcomed the plan because it offered a meaningful alternative between the extremes of dismissing the case at once and sending it to trial. Since 60 percent of Washington's crime at the time the project was launched was attributed to juveniles (youths under 18), Crossroads could aid not only the youths but the overloaded court machinery. The police, too, have been enthusiastic about the plan, Leiberger says.

This is not to say that it was easy to win support for Project Crossroads, however. Be-

fore the project could get off the ground, some skeptics had to be convinced of the idea's soundness, Leiberger says. Arguments were raised, suggesting that the legal rights of a defendant would be violated, that he might be presumed guilty without a trial, if he entered into this sort of rehabilitation program. Crossroads countered that no person would participate unless he and his legal counsel approved.

In the nearly three years since Crossroads began serving 16 to 22 year olds, more than 1,300 young men and women have participated. Of these, 800 had been accused of such offenses as burglary, auto theft, larceny, forgery, or prostitution; the names of eligible defendants are taken each morning from police lock-up files. Another 557 were enrolled unofficially, having heard of the program through friends or publicity posters.

#### *Job seen as key*

Crossroads emphasizes getting a job. "We feel it is important to find work quickly, but there are no broom and dishwashing jobs," Leiberger comments. Within 48 hours of his first interview with a Crossroads counselor, an enrollee is placed in some sort of employment—not the most desirable work, perhaps, but enough to sustain him and help him pay his bills. When the counselor has had a chance to assess his needs and search out a better opportunity, he may move on; participants usually hold three or four jobs while they are enrolled in Crossroads.

Job counselors keep in touch with areas employers and the Washington Job Bank. Typical jobs may be with banks, government, or airlines. Sometimes enrollees are referred to training programs, and for those lacking education, VISTA volunteers conduct evening tutoring sessions at Crossroads headquarters.

The project offers both group and individual counseling, focusing on employment

goals and personal problems of enrollees. Each participant has a counselor who is responsible for him for the full 90 days. It is the counselor who keeps in touch with the court every two weeks on an enrollee's progress and who appears before the D.A. shortly before the trial is set to arrange dismissal of the case.

Generally, four to six months elapse in Washington between the time a defendant is originally apprehended and the date of his trial, Leiberger noted. Crossroads staff is usually able to tell within 30 or 40 days if a participant is not responding to counseling and job placement services, in which event his case reverts to a court trial. Two thirds of the enrollees do complete the program, though. If they have shown progress, Crossroads report this to the court and requests that the case be dismissed. The court has been very cooperative.

#### *Wider use anticipated*

Crossroads' effect on young first-offenders indicates that this approach holds promise in treating the problems of juvenile delinquency and crime. Of 400 participants whose cases have been followed up by a Crossroads survey, 80 percent are still employed. Only 10 percent are repeat offenders. Enrollees who fail to complete the program tend to have both higher recidivism rates and more unemployment.

At a cost of \$506 per enrollee, the expenses involved in a pre-trial intervention program make it "very, very competitive" with court, jury, and trial costs, Leiberger asserts. So far, its budget has come entirely from the Labor Department demonstration grant. Since the grant expires this fall, Leiberger—with the backing of the court—has sought money from the D.C. budget to make Crossroads a permanent, independent organization working under the Superior Court of the District

of Columbia. Leiberger estimates that Project Crossroads would need about \$21,000 a month initially, later perhaps doubling in size. However, Congress must approve all D.C. appropriations and has not yet acted on the court appropriations for 1971.

Leiberger, who has been consulting with the Labor Department on initiating similar programs in other cities, feels Project Crossroads has demonstrated several important points for planners of pre-trial intervention. The criminal justice system in many cities needs reform, he declares. In Washington, the courts have recently been reorganized in an effort to make them more efficient. A pre-trial program like Crossroads, he feels, can help further relieve the court system of its growing load as well as intervening before a potentially good citizen has spent time in the harmful atmosphere of a prison.

The use of nonprofessionals, too, has been shown to be a vital aspect of successfully aiding young offenders. Their rapport, their common experiences are helpful in gaining enrollees' respect, as well as the support of the inner-city neighborhood. At the same time, Leiberger observes, recruitment of nonprofessionals adds urgency to the need for planning permanent sources of funds. It would not be fair, he asserts, to train nonprofessionals like guinea pigs and leave them stranded when federal demonstration funds expire.

Further experiments along the lines of Project Crossroads will explore other administrative features which might enhance a pre-trial manpower program. Some will test the approach in neighborhoods which are predominantly Spanish-speaking, poor white, or Indian. One may even test the idea of making the pretrial program a private money-making venture, Leiberger hinted.



# Congressional Record

PROCEEDINGS AND DEBATES OF THE 91<sup>ST</sup> CONGRESS, SECOND SESSION

Vol. 116

WASHINGTON, THURSDAY, JUNE 4, 1970

No. 91

## PROJECT CROSSROADS—IS AT ITS CROSSROADS

**HON. GEORGE E. BROWN, JR.**

OF CALIFORNIA

IN THE HOUSE OF REPRESENTATIVES

Thursday, June 4, 1970

Mr. BROWN of California. Mr. Speaker, we have become too uncreative in our solutions toward crime. More jails, more police, more guns will not halt crime—it will only put it in abeyance. To solve crime we must attack its causes as well as its effects. We must rehabilitate our cities as well as the offenders.

Project Crossroads of the District of Columbia is a program sponsored by the Labor Department in an effort to keep young first offenders out of jail and into jobs. Project Crossroads helps the city as it assists the offender. By putting offenders (not defendants—the project gets its participants before the court adjudges them) into useful jobs the city benefits by getting additional productive taxpayers while the individual betters himself by gaining pride and involvement in society.

Project Crossroads saves money and lives. So many congressional hearings, crime reports, and criminologists have told us of the high costs and meager success of our penal system. Mr. Leon Leiberg, executive director of the program has demonstrated that Project Crossroads is economically sound, personally benefiting and unequivocally successful. He should be commended for his efforts and leadership.

Now it is our turn. Project Crossroads is at its crossroads. It will either terminate its 2-year experiment program with only the District of Columbia utilizing its work and efforts or it will go across the country into all the troubled cities as a full-fledged program. I prefer the latter. And, I urge my colleagues to support this program as a permanent part of our rehabilitation system.

I was happy to hear WRC in its editorial endorse the program. I insert that editorial into the RECORD:

### PROJECT CROSSROADS

Have you ever heard of Project Crossroads? Probably not. It is a two-year experiment with more than a thousand young first offenders from the inner city who became involved with the law in both Juvenile and General Sessions Court.

When a youth is arrested for an offense, but prior to his processing through the legal channels, a Project Crossroads counselor moves into the case. If accepted for the program, the counselor works with the first offender to provide intensive, pre-trial rehabilitation services—a job, training and added education.

After three months the Project Crossroads counselor reports to the court on the progress made with the Youth and recommends the action to be taken.

The results have produced a number of plus values. The first offender who goes through the program is unlikely to be a repeater. General Sessions Court Judges were so impressed with the result that charges against 74 percent of the 346 young people who finished the program were dropped before trial. In only three of the cases did the court refuse to follow the recommendation of Project Crossroads. Thus, it is an alternative to delinquency adjudication and criminal prosecution and can appreciably reduce the case backlog.

Project Crossroads, funded by the Labor Department, will come to an end in September. It has been so successful the Court of General Sessions intends to ask that it be made an independent arm of the court system.

WRC-TV supports this proposal and urges that the Project Crossroads concept be greatly expanded.

E 5230

# WRC-TV 4 Editorial

Volume One, Number Thirty-nine  
Project Crossroads  
Broadcast: April 29 and 30, 1970

Have you ever heard of Project Crossroads? Probably not. It is a two-year experiment with more than a thousand young first offenders from the inner city who became involved with the law in both Juvenile and General Sessions Court.

When a youth is arrested for an offense, but prior to his processing through the legal channels, a Project Crossroads counselor moves into the case. If accepted for the program, the counselor works with the first offender to provide intensive, pre-trial rehabilitation services -- a job, training and added education.

After three months the Project Crossroads counselor reports to the court on the progress made with the youth and recommends the action to be taken.

The results have produced a number of plus values. The first offender who goes through the program is unlikely to be a repeater. General Sessions Court Judges were so impressed with the result that charges against 74 percent of the 346 young people who finished the program were dropped before trial. In only three of the cases did the court refuse to follow the recommendation of Project Crossroads. Thus, it is an alternative to delinquency adjudication and criminal prosecution and can appreciably reduce the case backlog.

Project Crossroads, funded by the Labor Department, will come to an end in September. It has been so successful the Court of General Sessions intends to ask that it be made an independent arm of the court system.

WRC-TV supports this proposal and urges that the Project Crossroads concept be greatly expanded.

This editorial expresses the opinion of WRC-TV. Persons with opposing views are welcome to request time to reply. Address all replies to: Bryson Rash, Manager, Editorial Services, WRC-TV, 4001 Nebraska Avenue, N.W., Washington, D.C. 20016.



DISTRICT OF COLUMBIA  
COURT OF GENERAL SESSIONS  
WASHINGTON, D. C. 20001

HAROLD H. GREENE  
CHIEF JUDGE

January 28, 1971

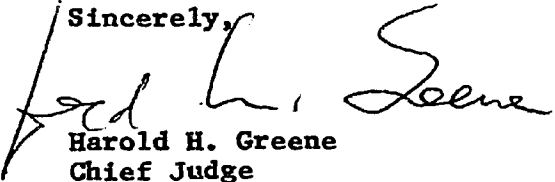
Mrs. Isabella J. Jones  
Executive Director  
The National Committee for  
Children and Youth  
1145 19th Street, N. W.  
Washington, D. C. 20036

Dear Mrs. Jones:

This letter is to officially confirm the fact that Project Crossroads will become part of the Superior Court of the District of Columbia on February 1, 1971. This change will be for all purposes including funding, equipment, and personnel.

I believe that the addition of Project Crossroads to the Court is a significant step forward in providing the fullest and most effective counseling and rehabilitative services within our Probation Department, and I appreciate the leadership provided by the National Committee in establishing this Project.

Sincerely,

  
Harold H. Greene  
Chief Judge

CC: Judge James A. Belson

THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

Edward D. Greenwood, Chairman  
Mrs. Thomas Herlihy, Jr., Vice Chairman  
Mrs. Suzanne P. Jordan, Secretary  
Mr. Charles B. Levinson, Treasurer  
Mr. Philip E. Ryan, Assistant Treasurer  
Dr. Lyle W. Ashby  
Mrs. Rollin Brown  
Mrs. A. D. Buchmueller  
Dr. E. H. Christopherson  
Mr. Richard J. Clendenen  
Mr. Eli E. Cohen  
Dr. Joseph H. Douglass  
Mr. G. K. Hodenfield

Mrs. Clifford H. Jorgensen  
Mrs. W. W. Lynch, Sr.  
Colonel Belle Leach  
Miss Alberta L. Meyer  
Mr. Curtis Ray  
Mr. David B. Ray, Jr.  
Dr. Georgia B. Perkins Reaser  
Mrs. Winthrop Rockefeller  
Dr. Roland B. Scott  
Dr. John Slawson  
Mr. James R. Smith  
Mr. Ray C. Votaw  
Dr. Ruth Stout Wright

Mrs. Sara-Alyce Wright

\*\*\*\*\*

Mrs. Isabella J. Jones, Executive Director  
Mr. Sian S. Bong, Administrative Officer

\*\*\*\*\*