

SYVPI Overview and Initial Issue Identification Paper

Staff: Patricia Lee

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The Mayor proposes to add \$1.6 million in 2013 and \$1.9 million in 2014 to the Seattle Youth Violence Prevention Initiative (SYVPI). The 2012 SYVPI budget is \$3.3 million. An additional \$573,000 in the 2012 Seattle Police Department (SPD) budget funds School Emphasis Officers and Emphasis Patrols as part of the SYVPI strategy. The 2012 total City investment in SYVPI services is \$3.9 million. The total City investment in the SYVPI since its implementation in 2009 is \$14.3 million.

Despite the emphasis on the expansion to serve 450 more youth, approximately one third of the funding is for increased staffing support and services to existing SYVPI participants with a small portion for evaluation.

As shown in Attachment 1, the additional \$1.6 million in 2013 and \$1.9 million in 2014:

1. Provides additional staffing and services for the current SYVPI participants, including administering the new risk assessment screening tool; (\$391,216 in 2013, \$396,270 in 2014)
2. Expands services to an additional 450 youth increasing the number of SYVPI youth to 1500 (\$1.1million in 2013; \$1.4 million in 2014)
3. Validates a risk assessment tool; (\$30,000 in 2013; \$30,700 in 2014), and
4. Funds a potential third party evaluation of the SYVPI; (\$150,000 in 2013, \$153,450 in 2014)

This paper addresses the 2013 SYVPI funding provided for the above services. It does not address:

- Funding for school emphasis officers in the SPD budget
- \$99,240 for the SYVPI database which replaces federal grant funding
- 2014 funding levels which will be addressed when Council reviews the 2014 budget.

The Mayor's proposed increased investment in existing services and expansion raises two critical questions about the SYVPI's effectiveness:

- Do we know enough about SYVPI's effectiveness to warrant an increased investment in existing services and/or expansion at this time?, and
- Will the potential 2013 evaluation and validation of the risk assessment tool provide a sufficient basis to determine SYVPI's effectiveness?

Analysis of the SYVPI's effectiveness does not in any way signal a weakening of the City's commitment to addressing youth violence. On the contrary, requiring evidence of its effectiveness underscores the seriousness with which the City views this issue and the needs these youth present. This memo provides a brief summary of the SYVPI and its effectiveness, proposed and potential evaluations, and provides several options for Council consideration.

I. SYVPI Summary

What Is the SYVPI?

The City developed the SYVPI in 2008 and began implementing it in 2009 in response to a rise in youth violence. The SYVPI was designed to serve an estimated 800 youth residing in one of three neighborhoods; Central, Southeast or Southwest who exhibited risk factors related to violence.

The identified risk factors were:

- Youth convicted multiple times and released from supervision by the state or county, or who are under minimal supervision and are considered at continued risk to re-offend, or
- Youth arrested for crimes that do not meet the juvenile detention intake criteria and are released back into the community, or
- Middle school youth at risk of multiple suspensions for reasons related to violence, or are chronic truants, missing more than 10% of school days, or
- Youth and their associates who are victims of violence and may seek retaliation.

These criteria, particularly the fourth, have been reevaluated over the past two years as enrollment expanded beyond the initially estimated 800 to 1600 youth before being reduced and capped at the current 1,050. The fourth criteria has been replaced to youth involved in gang activity. The four criteria are used as a pre-screen during the referral process.

In 2012 a risk assessment screening tool was developed and is being used in conjunction with the above criteria to more precisely identify appropriate SYVPI participants. A risk assessment screening tool was part of the original SYVPI design. However, given the unique nature of the SYVPI, an assessment tool did not exist and needed to be developed. Development of a risk assessment tool by the University of Washington was delayed as SYVPI staff focused on responding to the high volume of referrals, screening youth for eligibility and establishing start up activities.

Participation in the SYVPI is voluntary. Outreach workers, schools and social service providers identify and refer youth to the appropriate neighborhood network.

When a potentially eligible youth is referred, an intake and referral specialist makes an initial assessment of the youth's eligibility and refers them to appropriate services. Youth are enrolled in the network, as well as in a specific program. When youth complete their initial program or service, a determination is made by network staff about what subsequent services they should be enrolled in or whether they continue to need SYVPI services.

It is unpredictable how many youth will leave the SYVPI at any given time. Youth leave the SYVPI for many reasons; they move out of the focus neighborhoods, no longer desire services, are no longer in contact with the SYVPI, or have successfully met their goals and have a sufficient support network and resources outside of the SYVPI. SYVPI's formal tracking system does not identify why participants are no longer enrolled in the SYVPI. Beginning in January 2013 they will add that option to their database. Attachment 2 is a flow chart showing the SYVPI process and services provided.

How Many Youth Are Currently Enrolled and in Which Services?

Currently 1050 youth are enrolled in the SYVPI. In response to a question from Central Staff on what services existing SYVPI youth were enrolled in the Executive provided participation numbers for a particular date, namely September 17, 2012. The Executive noted the data would be different if a different time period was chosen because some SYVPI services are for a specific period of time and youth move through various services over time. Therefore, information on the approximate number of youth who completed SYVPI services over the 3 1/4 years of the SYVPI is also provided. As youth complete more than one service there is duplication in these numbers, and the data does not allow for further refinement. Also there are many more youth who participated, but did not complete the service. However, since the purpose of SYVPI is to provide services that are effective at reducing violent behavior it seemed appropriate to count those who had completed the services.

Youth Enrollment in SYVPI Services

Service	Number of youth and services they were enrolled in on September 17, 2012	Number of youth who have completed this service in SYVPI's 3 ¼ years
Case Management	243	383
Aggression Replacement Training	0	215
Mentoring	86	25
Employment	118	306
Community Matching Grants	84	69
SubTotal	531	998
Other including outreach, recreation programming, service learning grants and non-SYVPI services	519 (a further breakout of participants in each of these services is not available)	Unknown
Total	1050	

There are a significant number of youth in the “other” category. Data is not available on how many are in the SYVPI funded outreach, recreation programming and service learning and how many are in non-SYVPI services. The Executive has explained that if the SYVPI investment services are not appropriate or are full they “engage youth in other services and programs by leveraging community partnerships, referring them to non-SYVPI services, operating community service learning projects, and organizing Network sponsored activities and events.” These youth are still counted as in the SYVPI network but because the non-SYVPI services are not funded by SYVPI they are not tracked. The service learning and Network sponsored projects funded by SYVPI are tracked but SYVPI is still refining how to incorporate these activities accurately in the database.

Increased Investment in SYVPI Staff and Services for Existing SYVPI Participants

SYVPI Staffing and Funding Capacity

To serve existing SYVPI participants the Mayor proposes an additional \$391,000 that would provide:

Service	Cost
3 Intake & Referral Specialist, one more in each Network, (\$70,000 each)	\$210,000
Program funds for each network (\$20,000 each)	\$ 60,000
Community Education & Capacity (Training and professional development)	\$ 20,000
1.0 FTE Senior Grants and Contracts Specialist to oversee SYVPI’s contracts, plus start up costs	\$101,216
Total	391,216

The Executive advises that the risk assessment screening tool can not be administered without the additional Intake and Referral Specialists. The intent is to administer it to any new participants and to existing youth every six months and when they complete some services.

Attachment 3 illustrates how SYVPI’s current funding of \$3.3 million is distributed.

I. Is SYVPI Effective and Has it Met Its Goals?

The SYVPI’s effectiveness is at best unclear at this time and warrants further evaluation of both the individual programs and services as well as the overall effort.

Initially SYVPI’s two main goals were:

- A 50% reduction in court referrals for juvenile crimes against persons committed by youth residing in the Central Area, Southeast Area, and Southwest Area Networks, and
- A 50% reduction in the number of suspensions/expulsions due to violence-related incidents at Denny, Aki Kurose, Madrona K-8, Madison, Mercer, and Washington Middle Schools.

In 2012 SYVPI recalibrated their goals to a 10% annual reduction for each of these goals. Council was informed of this decision in May 2012 at SYVPI’s semi-annual report to Council’s Public Safety, Civil Rights and Technology Committee. The Executive advises they chose 10% as that is consistent with the US Department of Health and Human Service’s Healthy People project’s 10 year targets to improve national health including reducing deaths and injuries from violence.

The tables below provide the available data for the three year period of 2009 to 2011. The data does not provide clear evidence the program has had a significant impact relative to non-SYVPI neighborhoods in terms of Court referrals. Middle school suspensions in SYVPI neighborhoods exceed those of non-SYVPI neighborhoods.

Youth Referred to Juvenile Court for Person Offenses 2008-2011

	2008 baseline	2009	2010	2011	% Change from 2008
SYVPI Networks	374	385 +2%	336 -12%	302 -10%	-19.3%
Seattle, Non-SYVPI	158	142 -10%	140 -1%	131 -6%	-17.1%

Middle School Suspensions and Expulsions for Violence Related Incidents

	2008 baseline	2009	2010	2011	% Change from 2008
SYVPI Networks	628	557 -11%	558 +.1%	704 +26%	+12%
Seattle, Non-SYVPI	530	555 +4.7%	547 -1%	569 +4%	+3%

The data currently available on this \$3.9 million a year investment suggests a need to better understand the effectiveness of the current services and programs and whether they are effective at reducing youth violence.

Is There Progress Toward Meeting Goals?

As noted, SYVPI is a coordinated system of services and programs. To be successful the SYVPI must; 1) accurately identify the appropriate youth, 2) accurately identify the behavior and/or attitudes that lead to violent behavior, and 3) provide the services and programs that effectively change those identified behaviors and/or attitudes.

The SYVPI's services and programs are not unique or new. The City has been funding services such as mentoring, recreation and employment for many years. However, we have not used them as a mechanism to reduce youth violence. Whether there is a causal connection between these programs and violence reduction is not clear and we do not have a mechanism in place to answer that question.

The SYVPI, like the Families & Education Levy (Levy), is based on an Outcome Funding model and is a mix of evidence-based programs, promising practices, and other long standing programs and services. The Outcome Funding model requires identification of the overarching goals of an Initiative or Levy and the programs and services, that when implemented, will achieve those goals. The assumption is that if the programs meet their targets, the overall goals should be achieved i.e. that there is a causal connection between the programs and goals. Programs and services are not required to be evidence based or validated, they are measured against their stated performance goals. SYVPI contracts, like the Levy, have performance targets and providers are compensated based on the achievement of these contract performance targets.

A pre and post comparison is made to determine if the goals have been met. As noted in the previous section, the numbers provided by SYVPI takes the baseline year of 2008, identifies for example the number of middle school youth with a history of suspension for violence, and measures the number of youth with multiple suspensions for violence in subsequent years.

The Outcome Funding model is a good organizing tool but does not answer the question, even if all the programs and services meet their targets, what would have happened if different programs or none of these programs had been offered? In other words, there is no comparison to a control group of individuals who were not in the SYVPI. If an overarching goal is not being met, as in SYVPI's case, how should course corrections be identified and made? Which programs in the SYVPI are effective and which are not?

There are two main ways to augment the Outcome Funding model:

- Implement evidence-based programs that have been validated elsewhere, and/or
- Evaluate the existing programs.

The Families and Education Levy has supplemented the performance measures in the Outcome Funding model by evaluating specific programs, such as the health clinics and family support worker program and made course corrections to strengthen the Levy. The SYVPI has also begun this evaluation process.

Will the Proposed Evaluation and Risk Assessment Validation Provide Sufficient Information on the SYVPI's Effectiveness?

SYVPI intends to undertake a comparison city evaluation starting in 2013 and to administer and validate a risk assessment screening tool. However, these have not yet been fully developed and will not evaluate the evidence base for effectiveness of the individual SYVPI programs or services.

2013 SYVPI Proposed Evaluation and Risk Assessment Validation.

1. **Proposed Comparison City Evaluation.** The schedule for this evaluation is uncertain as a new research partner must be identified. \$150,000 of the new funding, in both 2013 and 2014, is for an evaluation comparing juvenile court referrals for violent and person offenses in the SYVPI neighborhoods with the City of Tacoma. SYVPI was partnering with the Southern California Injury Prevention Research Center in UCLA School of Public Health to conduct this evaluation and SYVPI has collected some of the necessary data. Results from this evaluation were to be available starting in 2013. However, UCLA will no longer be able to participate in this research and a new research partner must be identified.
2. **Validation of Risk Assessment Tool.** \$30,000 in both 2013 and 2014 of the Mayor's proposed new funding is to validate a risk assessment tool developed by SYVPI staff, the University of Washington Social Development Research Group and the School of Social Work, the School of Medicine and community members and providers. The risk assessment screening tool will be used to inform the critical decisions at intake of whether a youth should be in the SYVPI and what programs or services they need. The intent is to use the risk assessment to also re-assess SYVPI participants every six months and upon exit from some SYVPI services to determine what services impact risk levels for different populations. However, the exact mechanism for how that will be accomplished has not yet been developed and will be part of the validation done in 2013. Even if SYVPI enrollment is not increased, the Executive advises that administration of the

risk assessment screening tool is dependent on the addition of another Intake and Referral Specialist in each of the three networks to administer it to existing SYVPI participants.

The evaluation proposed for 2013 is appropriate, has been supported by Council over the past several years, and is consistent with the requirement in Resolution 31404 that proposed expansions of new programs have clear outcomes and a specific plan for clearly measuring and evaluating program outcomes. However, the proposed evaluation does not include an examination of the individual SYVPI programs and services the City is paying for.

Given the loss of UCLA as a research partner, the need to develop the risk assessment screening tool validation and the new information from the Center for Evidence-Based Crime Policy (CEBCP) at George Mason University study, discussed in more detail later, it may be appropriate to re-consider what evaluations would best inform the question of SYVPI's effectiveness.

Should Individual Programs/Services Be Evaluated for Evidence of Their Effectiveness?

The Center for Evidence-Based Crime Policy (CEBCP) at George Mason University study raises questions about the effectiveness of some SYVPI programs. The CEBCP reviewed the City's 63 crime prevention programs and compared them to the most rigorous research evidence on the effectiveness of similar crime prevention programs. Included in that review were 9 SYVPI programs. Their review was not an evaluation and was only intended to be a high level survey, but should certainly prompt further inquiry.

Without changing the basic structure of the SYVPI, the programs can be evaluated and possibly replaced with programs that address the same need but with evidence-based research on their effectiveness. All of the programs would not need to be evaluated at the same time. This could be done sequentially beginning with either those with significant funding or providing critical services. Given the critical role of outreach and the mixed results in other jurisdictions, that would be a prime area to evaluate.

Below is the CEBCP assessment of the evidence base of effectiveness for these 9 SYVPI programs with the amount the City funded in 2012:

Strong

- Mentoring (\$130,000)

Moderate - Promising program

- Gang Resistance Education and Training (curriculum of School Emphasis officers below)
- Aggression Replacement Training (\$60,000)

Moderate - Similar to rigorously-evaluated effective programs

- Neighborhood Network Coordination/Intake and Referral (\$543,171)
- Case Management (\$700,000)

Inconclusive – Mixed Results

- Street Outreach/Critical Incident Response (\$301,721)
- Youth Employment Services (\$564,598)

Inconclusive - No evidence but grounded in theory

- Community Matching Grants (\$234,325)

Potential Backfire

- School Emphasis Officers (\$455,642) and Emphasis Patrols (\$117,261) in SPD’s budget.

The cost of this type of program evaluation is unknown at this time. Based on evaluations done for the Families & Education Levy the Executive estimates a cost of \$100,000 per program component.

Should SYVPI/Non SYVPI Neighborhoods Be Compared?

SYVPI has proposed a four year comparison study of SYVPI and Non-SYVPI neighborhoods and individuals. This evaluation would look at juvenile court referrals for violence, middle school discipline rates for violence and SPD arrests for violence semi-annually at both a neighborhood and individual level. It would also utilize information from the risk assessment screening tool to assess the impact of SYVPI’s different investment areas or services on these outcomes. The Executive estimates an additional \$50,000 annual cost (\$200,000 total) for this evaluation and the need to identify a new research partner.

SYVPI Staffing Capacity to Conduct These Evaluations and Serve Existing SYVPI Participants?

Evaluations

SYVPI is currently staffed by an Executive Director and an Administrative Staff Assistant. Given the slim SYVPI staffing and Council’s interest in robust SYVPI evaluations; the City Auditor may be in a better position to manage the evaluation of the SYVPI.

Options:

As noted the Mayor’s proposal can be separated into four decisions. Should the City:

- 1) Increase staffing and services to current SYVPI participants,
- 2) Increase the number of SYVPI participants to 1500,
- 3) Change the amount of funding, scope of evaluation and management of SYVPI evaluation(s) and/or
- 4) Fund alternative non-SYVPI youth services or programs if expansion is not warranted before the evaluations are completed.

Note: For ease of decision-making, figures were rounded. More specific funding amounts will be calculated for the green sheets.

Option 1: Existing SYVPI Participants

Option1a Approve the Mayor’s proposal to add \$400,000 to increase staffing and services to current SYVPI participants.

Option 1b. Add \$210,000 to fund the 3 Intake and Referral Specialists the Executive states are needed to administer the Risk Assessment Screening Tool. Funding for additional SYVPI administrative support, professional development and training and Network program funds would not be provided.

This would provide \$190,000 that could be reprogrammed.

Option 1c Maintain current staffing and services for existing SYVPI participants.

This would provide \$400,000 that could be reprogrammed.

Council Preference:

Unexpended funds:

Option 2. Expansion of SYVPI Enrollment to 1500

Option 2a. Approve the Mayor's proposal to add \$1.1 million to add 450 SYVPI participants increasing the number to 1500.

Option 2b Maintain current enrollment at 1050 until SYVPI evaluations are completed in 2013. This would provide \$1.1 million in funding that could be reprogrammed.

Council Preference:

Unexpended funds:

Option 3. Evaluations

Potential Sources of funding for the City Auditor to validate the risk assessment screening tool, conduct the comparison city evaluation, develop an evaluation strategy and develop and manage the evaluation of at least two SYVPI program areas are:

- 1) \$180,000 by moving this funding to the City Auditor (If Options 1a and 2a which is the increase of staffing and services for existing SYVPI participants and expanded enrollment are chosen.)
- 2)) \$1.3 million (includes the \$180,000) if 3 additional Intake and Referral Specialists are added to administer the Risk Assessment Screening Tool (\$270,000) but not other investments for existing participants or expanding enrollment. (Option 1b and 2b are chosen)
- 3) \$1.2 million, (includes the \$180,000), if increased investments are made in staffing and services for existing participants (\$400,000) but not on expanding enrollment (If Options 1a and 2b are chosen),
- 4) \$1.6 million, (includes the \$180,000) if increased investments were not made in staffing and services for existing participants or expanding enrollment (If Options 1c and 2b are chosen); or

Firm costs for evaluation are not available at this time. The City Auditor will be requested to develop an overall SYVPI evaluation strategy which includes validation of the risk assessment screening tool. Proceeding with the comparison city evaluation may or may not be recommended. Program evaluations

are estimated at \$100,000 per program area. In addition, additional funding would need to be provided to the City Auditor for administrative costs of managing the evaluations, estimated at \$2000 per contract. \$500,000 may be a good estimate.

Council Preference on City Auditor managing evaluations and risk assessment validation.
Additional Amount for Evaluation(s):

Option 4. Alternative Youth Programming.

If after the Council determines the amount they would like to expend on evaluations, there are remaining unexpended funds Council could appropriate this funding on other youth non-SYVPI programs such as summer activities for middle school youth or programs or services for youth ages 18 to 24. Goals, outcomes and performance measures would need to be developed and this funding would not be released until these are approved by Council.

Option 5. Approve the Mayor’s proposed funding of \$1.6 million in 2013 and \$1.9 million in 2014.

Attachments:

1. Additional Proposed SYVPI Funding
2. SYVPI Network
3. SYVPI Administrative Structure

Attachment 1: Mayor's Proposal

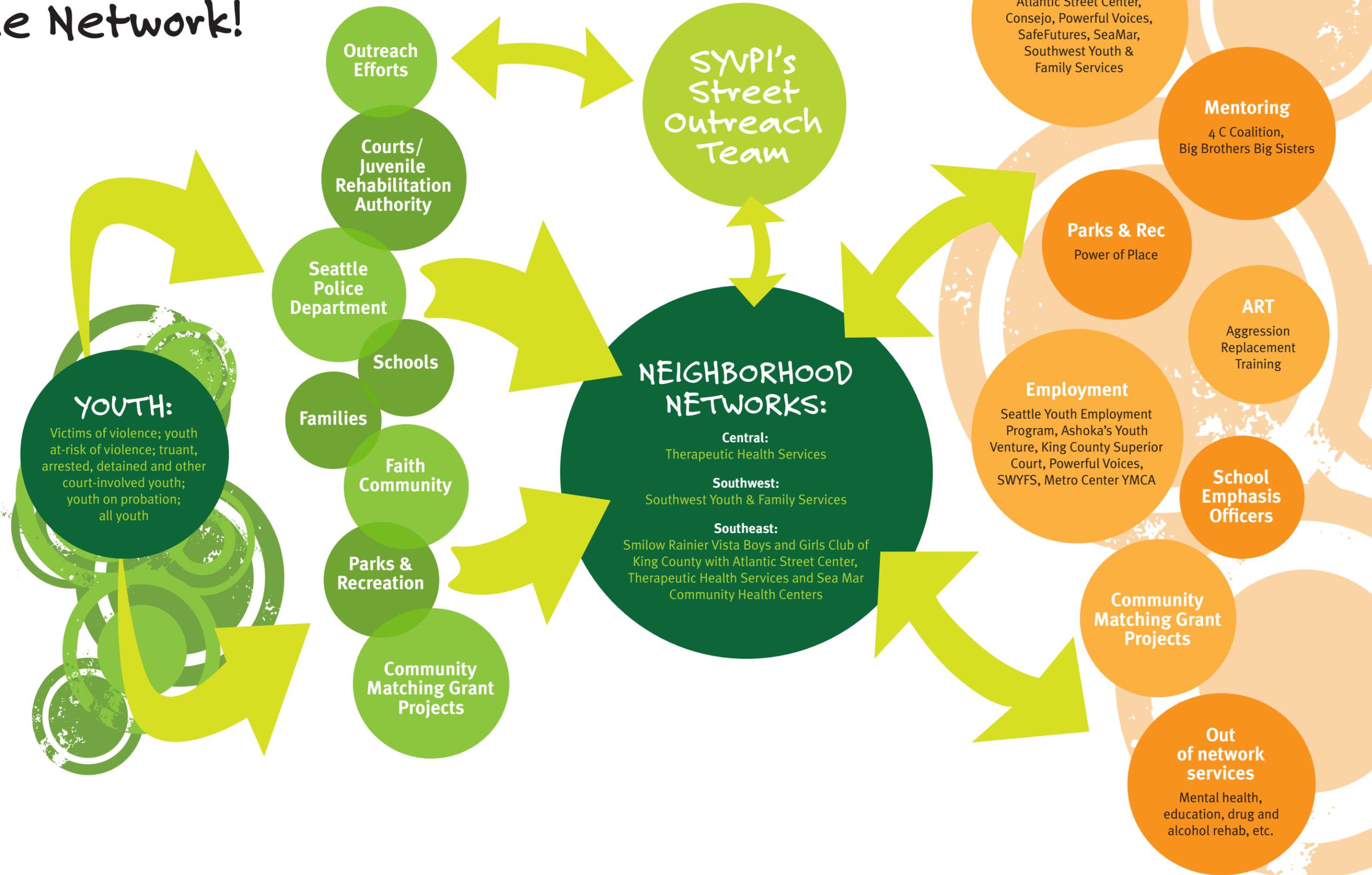
Increase SYVPI Staffing for current SYVPI population

	2013	2014	Notes
Neighborhood Networks	\$270,000	\$276,210	3 Intake & Referral Specialists (\$70,000/staff person + \$20,000 program funds/network)
OFE Contract Administration	\$96,216	\$99,595	Funds 1.0 FTE Sr. Grants and Contracts position responsible for managing 7-10 new agency contracts.
OFE Contract Administration	\$5,000		One-time cost to purchase desk, chair, computer
Community Education & Capacity Building	\$20,000	\$20,460	Supports community education and capacity building
Development and validation of risk assessment tool	\$30,000	\$30,690	Consultant fees and graduate intern wages to conduct tasks, evaluation and testing required to validate the SYVPI Risk Assessment Tool.
Evaluation	\$150,000	\$153,450	Cost to contract for a professional third party evaluation of SYVPI in 2013 and 2014.
Subtotal:	\$571,216	\$580,405	

Serve Additional 450 New Youth (150 additional per network)

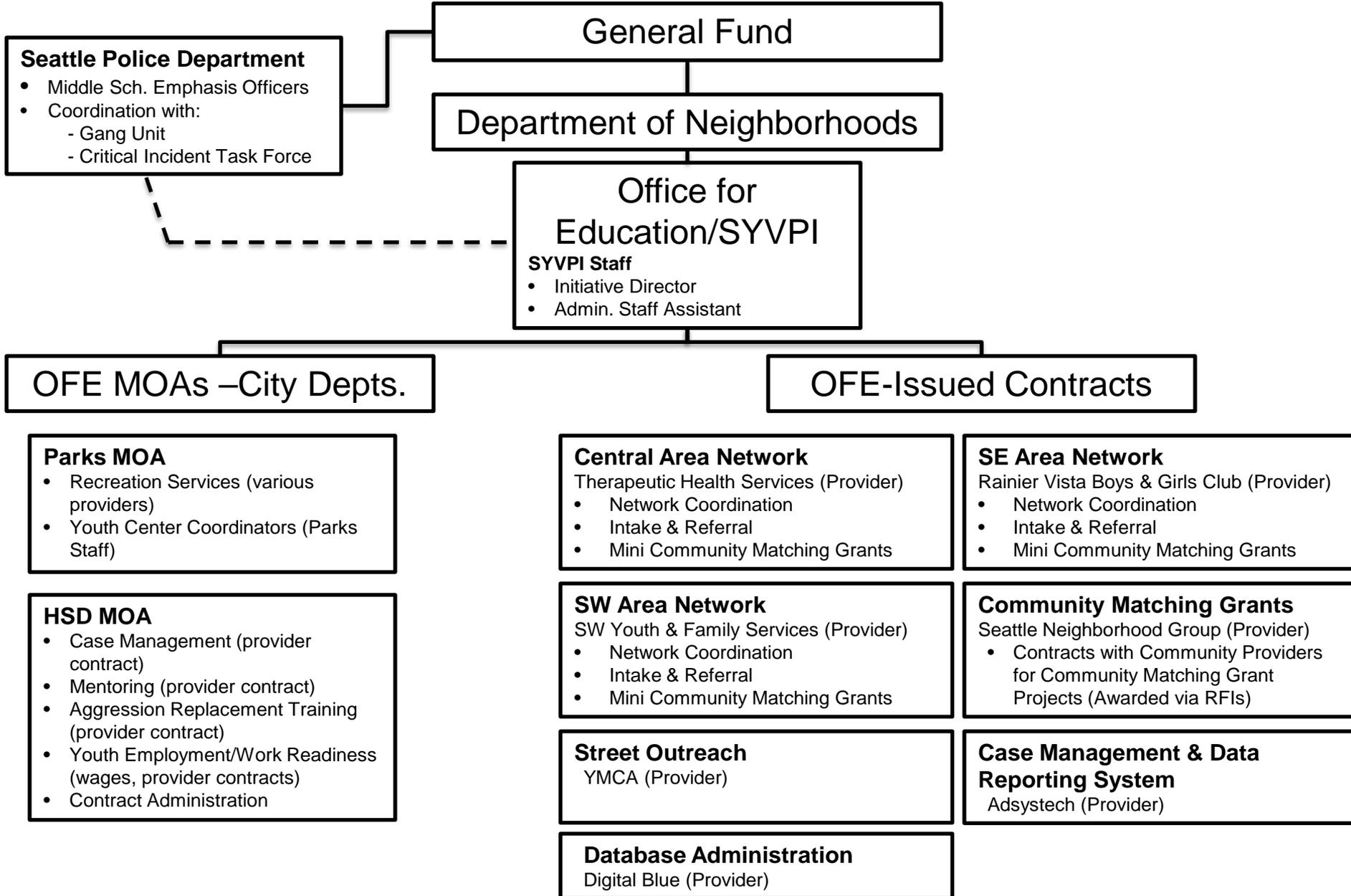
	2013	2014	Notes
Neighborhood Networks	\$300,000	\$306,900	3 program coordinators (1 FTE in each network) + youth programming. (Assumes \$70,000/staff person + \$30,000 additional program funds per network)

The Power of the Network!



SYVPI – Current Administrative Structure

(OCT. 2012 - does not include 2013-14 Proposed Budget adds)



Seattle Police Department

- Middle Sch. Emphasis Officers
- Coordination with:
 - Gang Unit
 - Critical Incident Task Force

General Fund

Department of Neighborhoods

Office for Education/SYVPI

- SYVPI Staff**
- Initiative Director
 - Admin. Staff Assistant

OFE MOAs –City Depts.

OFE-Issued Contracts

Parks MOA

- Recreation Services (various providers)
- Youth Center Coordinators (Parks Staff)

HSD MOA

- Case Management (provider contract)
- Mentoring (provider contract)
- Aggression Replacement Training (provider contract)
- Youth Employment/Work Readiness (wages, provider contracts)
- Contract Administration

Central Area Network

- Therapeutic Health Services (Provider)
- Network Coordination
 - Intake & Referral
 - Mini Community Matching Grants

SE Area Network

- Rainier Vista Boys & Girls Club (Provider)
- Network Coordination
 - Intake & Referral
 - Mini Community Matching Grants

SW Area Network

- SW Youth & Family Services (Provider)
- Network Coordination
 - Intake & Referral
 - Mini Community Matching Grants

Community Matching Grants

- Seattle Neighborhood Group (Provider)
- Contracts with Community Providers for Community Matching Grant Projects (Awarded via RFIs)

Street Outreach

YMCA (Provider)

Case Management & Data Reporting System

Adsystem (Provider)

Database Administration

Digital Blue (Provider)