

82-JA-AX-01

FINAL PROCESS REPORT

GRANT 82-JA-AX-001 (as supplemented)

CENTER FOR COMMUNITY CHANGE

JUVENILE JUSTICE ASSISTANCE PROJECT

May 1, 1982 through September 30, 1983

NCJRS

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ACQUISITIONS

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JUVENILE JUSTICE ASSISTANCE PROJECT
FINAL PROGRESS REPORT

I. INTRODUCTION

The following narrative is a final report on the overall progress achieved by the Center for Community Change's Juvenile Justice Assistance Project (JJP) in meeting its stated goals and objectives under Grant #82-JA-AX-0011 (as supplemented) that was awarded to the Center by the Office of Juvenile Justice and Delinquency Prevention's Formula Grants and Technical Assistance Division (OJJDP/FGTAD) on May 1, 1982 and later supplemented by OJJDP's Special Emphasis Division (SED) on September 30, 1983. The program period that is assessed within this report is May 1, 1982 through September 30, 1983.

The report examines the process of the Project's activities under the grant and its supplement, and also the impact of those activities upon the groups serviced by the Project during the grant period.

The report is an honest attempt to share with OJJDP those lessons learned by the Project in its efforts to improve the ability of neighborhoods to become a more effective partner with the public sector in preventing the delinquency of their youth. Excuses are not given for the failures experienced by the Project, and a genuine effort is made to present its successes objectively and fairly.

II. OVERVIEW OF GOALS AND OBJECTIVES

A. Purpose of Project

The primary purpose of the Project was to provide FGTAD a wide range of training and technical assistance options that would better enable OJJDP to fulfill its responsibilities under the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 1980.

B. Training and Technical Assistance Goals

The following training and technical assistance goals were to be achieved under the grant:

- ° To ensure the active participation of neighborhoods, through their indigenous structures, in the development and implementation of juvenile delinquency prevention strategies; and in the development and implementation of alternatives to and for the juvenile justice system;
- ° To assist public and/or private youth-serving organizations and institutions, as well as neighborhood groups, in the development of juvenile justice and delinquency prevention strategies that are designed to organize neighborhoods so that they are more supportive of the positive development of their youth;
- ° To ensure the active participation of neighborhoods, through their indigenous structures, in the development and implementation of policies and practices that promote improvement of the juvenile justice system;
- ° To provide technical support to assigned OJJDP funded and non-funded organizations and agencies.

C. Proposed Scope of Work and Objectives

In order to achieve the goals put forth within the application for funding the Project's staff proposed that its scope of work be divided into three (3) major program components. The components were:

- ° Component 1/Special Project. The scope of work that was to be undertaken under this component was the design and conduct of four (4) workshops that would provide public and/or private youth-serving agencies and organizations an opportunity to explore with neighborhood groups how neighborhoods could best be used in achieving FGTAD's goals at the local level. It was anticipated that a series of site visits would be conducted by Project staff to support the work of any task forces that resulted from the workshops.
- ° Component 2/Special and Ad Hoc Assignments. The scope of work under this component committed the Project to serve as the National Technical Assistance Provider to the Violent Juvenile Offender (R&D) Program, Part II (VJOP/II), and required the Project to provide training and technical assistance services to state and local agencies and institutions, and to private organizations and groups as assigned by FGTAD.
- ° Component 3/Publications and Other Products. The Project committed itself under this component to develop and disseminate technical assistance and training materials, as well as a state of the art monograph.

The proposed objectives for carrying out the scopes of work identified under each of the major program components were:

- Component 1/Special Project. There were five (5) major objectives under the first component.
 - By the end of May 1982, Project staff, in consultation with FGTAD would finalize the design of the Special Project.
 - By the end of June 1982, participants would be selected and submitted to FGTAD for approval.
 - Implementation of the Special Project would occur during the period of July 1982 through June 1983.
 - The evaluation design for the Special Project would be submitted to FGTAD for approval by the end of June 1982.
 - Evaluation of the Special Project's implementation would occur during the period July 1982 through July 1983.
- Component 2/Special and Ad Hoc Assignments. The objectives developed under this component were related to the Project's role under VJOP/II, and to its responsibilities in responding to ad hoc training and technical assistance assignments received from FGTAD during the life of the grant.

Violent Juvenile Offender (R&D) Program, Part II (VJOP/II)

- By the end of July 1982 the Project's staff would design and implement - in consultation and cooperation with OJJDP and the national contractors under this initiative - a two (2) to three (3) day Bidders' Conference.
- By the end of June 1982 the Project's staff would submit a design for the Bidders' Conference to the national Consortium and conduct a one (1) day orientation workshop for Consortium members.
- By the end of October 1982, Project staff would design and implement a two (2) to three (3) day Post-Award Conference.
- During the period November 1982 through July 1983, Project staff would coordinate and/or conduct four (4) on-site consultations with the eight (8) groups selected for participation in this initiative. Staff also would conduct, as necessary, telephone and mail consultations with those groups.
- By the end of July 1983, Project staff would design and implement a two (2) to three (3) day conference designed to facilitate the collective assessment of the national program effort by both the VJOP/II participants and members of the initiative's National Consortium.

Ad Hoc Assignments

- During the grant period the Project would respond to ad hoc training and technical assistance requests assigned or referred to it by FGTAD, as well as training and/or technical assistance requests that it received from neighborhood/community groups and organizations.
- ° Component 3/Publications and Other Products. Major objectives under this component were:
 - During the grant period, Project staff would develop, coordinate, and disseminate training materials for each of the three (3) major training conferences.
 - During the grant period, Project staff would develop, coordinate, and/or disseminate on-site training and technical assistance materials to VJOP/II participants, as well as other groups/organizations that would receive Project assistance during the life of the grant.
 - By the end of August 1983, the Project would publish a monograph that explored the potential roles of state and governmental youth-serving agencies, private community based youth-serving organizations, and indigenous neighborhood groups in developing and implementing strategies designed to achieve FGTAD's three (3) major goal areas at the local level.

III. ANALYSIS OF PROJECT IMPLEMENTATION AND ACHIEVEMENTS

This section of the report composes the proposed objectives to those actually accomplished under each of the major components of the Project during the life of the grant; and, where applicable, analyzes problems encountered and lessons learned during the implementation of each component.

A. Component 1/Special Project

A number of unanticipated variables hampered the implementation of the component during the grant period, and which undermined the achievement of the proposed objectives under the component. Ultimately, in November 1982, the Project requested permission to delete the component from its proposed scope of work. A grant adjustment notice, honoring this request, was received on December 6, 1982.

The two major factors that prevented the development and implementation of

activities under this component were: the expansion of the Project's role and responsibilities under the VJOP/II initiative; and the ascension of a totally new administration within OJJDP.

In developing the application for funding the Project's administration greatly underestimated the time and effort that would be required to fulfill the Project's role and responsibilities under the Violent Juvenile Offender (R&D) Program, Part II (VJOP/II). It was originally envisioned that the Project's activities within the initiative would be limited to that of an advisor to the initiative's National Consortium, and a coordinator of the initiative's training activities. The rapidly growing demands of the initiative, however, quickly broadened the Project's involvement in its development and implementation.

Contrary to what was proposed within its application, Project staff, at the urging of the National Consortium, participated in the development of the initiative's Background Paper; participated in the recruitment, screening (inclusive of site verification visits), and selection of VJOP/II participants; and played a major role in the development of the initiative's program design.

The second factor that adversely impacted the Project's efforts under this component was the arrival of a new administration, that possessed a totally different vision and directive than the previous administration, at OJJDP.

Given the focus and purpose of this component, during the second quarter of the grant period, Project staff decided that it would be difficult to attract potential participants into the Special Project before the three monographs that were being developed around FGTAD's major goal areas were completed and available for distribution. It was felt that the monographs could effectively serve as the type of policy direction that would help clearly identify those states which would be most interested in pursuing participation in the Special

Project. In addition, the proposed workshops of the Special Project could be structured around presentations aimed at enhancing the functional understanding of workshop participants as to how the programmatic ideas and policy suggestions put forth within the monographs could best be implemented through the cooperative and coordinated participation of state and local juvenile justice agencies, youth-serving organizations, and neighborhood groups.

The new administration came to power before the monographs were published, and quickly and clearly made known that the goal areas and policy emphasis of the previous administration were for the most part in opposition to its new policy direction and programmatic focus. Thus, the foundation upon which Project staff had hoped to build the Special Project was dissolved.

B. Component 2/Special and Ad Hoc Assignments.

The majority of the Project's activities under this component were primarily directed toward carrying out its planned and expanded role and responsibilities within VJOP/II. The following discussion is an analysis of the Project's activities under that initiative during the grant period.

1. Special Assignment: The Violent Juvenile Offender (R&D) Program, Part II (VJOP/II)

a) Design and implementation of a two (2) to three (3) day Bidders' Conference.

- ° On July 6, 1982, Project staff conducted a half day orientation session for National Consortium members who were to participate in the panel interviews of those representatives of groups invited to submit final applications under the VJOP/II initiative, and to participate in its Bidders' Conference.
- ° On July 7, 1982 through July 9, 1982 we conducted in cooperation with other Consortium members of VJOP/II, the initiative's Bidders' Conference. Forty (40) representatives of the twenty (20) organizations invited to submit final applications under the initiative participated in the Conference. The primary purpose of the Conference was to provide participating groups with the skills, information, and resources that they would need in order to develop final applications that were consistent

with the initiative's national program design, and that were capable of achieving the initiative's desired outcomes.

No problems of any significance were experienced in carrying out this objective. (See attachment A. for evaluation of Conference.)

b) Design and implementation of a two (2) to three (3) day Post-Award Conference.

By mid-July, 1982, Project staff completed the preliminary design of the VJOP/II's Post Awards Conference that was to be held in October/November 1982 for those eight (8) groups selected as participants in the initiative. Unfortunately, circumstances beyond the control of the Project and the initiative's Consortium, delayed implementation of the Conference until the Spring of 1983.

Implementation of VJOP/II was held up for the purpose of review and reassessment by the new administration that had come to power during the Fall of 1982. Groups selected for participation in the initiative were not funded until February, 1983.

The Conference was finally conducted on April 16, 1983 through April 23, 1983. The Conference was retitled, VJOP/II First Implementation Conference and was held in Hedgesville, West Virginia.

The Conference consisted of two parts. A 1 1/2 day session from April 16, 1983 through April 17, 1983 was conducted primarily for the Executive Directors, or their designees, of the funded organizations. This special session was developed at the request of OJJDP's Special Emphasis Division (SED). The purpose of the session was to familiarize the Executive Directors with the programmatic and administrative requirements of the VJOP/II initiative in order to ensure proper organizational support of the local effort.

Part two of the Conference was conducted from April 18, 1983 through April 23, 1983 and was attended solely by the Project Directors and Local Data Collectors of the eight (8) local VJOP/II Projects that were funded. The primary purpose of this segment of the Conference was to assist the Project Directors and Data Collectors in developing the skills needed to implement the VJOP/II initiative, particularly the Crime Analysis System (CAS) component.

Problems that affected the implementation of the Conference stemmed primarily from the fact that all conference staff did not participate in the Conference's planning and review session that was conducted over a three day period immediately prior to the Conference by JJP staff; nor did they need the scripts of the module presentations, and were therefore unfamiliar with the Conference's content and process. This caused some initial

disruption in the Conference as participants reacted to what appeared to be confusion among the conference staff.

A problem that persisted throughout the Conference involved the demands placed on the participants' time by some conference staff. (This situation was worsened by the additional 1 1/2 days that were added to the Conference's original design.) Meals and early evening get-togethers were often turned into working sessions that were not a part of the Conference's Agenda. This greatly contributed to the participants' expressions of being overwhelmed and burned out by the Conference's end.

Despite these obstacles the goals and objectives of the Conference were achieved, and participants expressed a strong sense of accomplishment at its end (see attachment B. for Conference evaluation).

Lessons learned from the experience were: all persons playing a staff function within future conferences must participate in all conference planning and review sessions; must be familiar with all conference materials; and must not violate the "time" contract established with conference participants via the agenda. In addition, no conference should be longer than four (4) days.

- c) Coordinate and/or conduct four (4) on-site consultations with the eight (8) VJOP/II participant groups. Conduct, as necessary, telephone and mail consultations with funded groups.

Only two (2) on-site consultations were conducted with the funded VJOP/II groups during the grant period. As previously stated funding of the groups did not occur until February of 1983, thus shortening the length of time available to conduct on-site consultations. The groups were provided with on-going telephone and mail consultations during the period following their funding and the end of the Project's grant period.

Delivery of initial on-site technical assistance occurred during the period June 1983 through August 1983. The primary purpose of these visits was to address the individual training and technical assistance needs of the VJOP/II groups that were identified through the assessment of the Crime Analysis System (CAS) workplans that they submitted to OJJDP. In addition, the visit was intended to reinforce the training and assistance provided at the First Implementation Conference, and to assist the groups to apply what they learned in the implementation of the initiative at the local level.

The second round of on-site visits were conducted during September 1983, and were focussed on assisting the groups in better understanding the principles of Resident Mobilization and Action Planning, so that they could effectively improve the efforts in those areas. It should be noted, that Project staff, aware that groups might be left without assistance following the termination

of the grant period, were forced to cover the issues of Action Planning with the groups before on-site visits from URSA regarding data analysis could be scheduled and completed. It should also be noted that three (3) of the eight groups were not prepared to have the visits conducted at the time they were scheduled; thus, they only receive the technical assistance materials related to the areas covered during the second round of visits. Visits were unable to be rescheduled due to the limited time remaining in the Project's grant period.

d) Design and implement a two (2) to three (3) day Assessment Conference.

This objective was deleted from the Project's scope of work under this sub-component due to the overall delay in the implementation of VJOP/II and the funding of participant groups.

By the time the grant period ended, the VJOP/II had not developed to the point where such a conference would have been meaningful or useful.

e) Activities related to expanded role and responsibilities.

- ° On July 17, 1982 through July 30, 1982 two staff members participated in a Consortium meeting that was held in San Francisco. The meeting had multiple purposes that included an evaluative review of the Bidders' Conference, development of protocols for site verification visits to groups submitting final applications, and a review of the initiative's Post Award Conference design.
- ° During the period August 26, 1982 through September 9, 1983 the Project's staff participated in eight (8) site verification visits with other Consortium members.
- ° During the period September 13, 1982 through September 16, 1982 staff participated in the final selection process of those groups chosen to participate in the VJOP/II initiative.

In addition to these activities Project staff participated in numerous meetings of the VJOP/II Consortium Group throughout the grant period.

2. Ad Hoc Assignments

- a) FGTAD gave the Project the ad hoc assignment to provide training and technical assistance services to the Crime Prevention staff of the South Carolina's Division of Public Safety. On-site workshops were conducted on September 22, 1982 through September 23, 1982; and on March 2, 1983 through March 3, 1983.
- b) Project staff provided limited training and technical assistance services during the grant period to the Roanoke Neighborhood Alliance in Roanoke, Virginia and to the Northeast Community

Organization in Baltimore, Maryland. Both groups operate crime prevention programs.

- c) Assisted the Mid-Atlantic Partnership for Childrens and Youth draw-up by-laws and articles-of-incorporation in November 1982.
- d) Conducted a workshop in November 1982 on the prevention of violent juvenile crime for the Association for Juvenile Justice In Ohio. The workshop was held in Columbus, Ohio.

C. Component 3/Publications and Other Products

The following documents were published by the Project's staff during the initial and supplemental grant periods (see attachments):

- ✓ 1. VJOP/II Start-Up Manual September 1982
- ✓ 2. VJOP/II Technical Assistance and Training Manual August 1982
- 3. Guide to Resident Mobilization September 1983
- 4. Principles of Action Planning September 1983

In addition to these publications, Project staff developed Trainer's and Training Manuals for each of the Conferences that was conducted, as well as other technical assistance and training materials during the grant period.