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**Department of Criminal Justice Services
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DCJS EVALUATION OF THE
PENINSULA MARINE INSTITUTE, INC.

NCJRS

FEB 5 1990

ACQUISITIONS

Produced by staff from the Planning and
Evaluation Section of the Department of
Criminal Justice Services

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EXECUTIVE SUMMARY

Introduction

The Virginia Department of Corrections (DOC) contracts with the Associated Marine Institutes, Inc. of Tampa, Florida (AMI) to provide juvenile authorities in the Peninsula area of Virginia with an alternative to the institutionalization of serious juvenile offenders. AMI is a private, non-profit organization committed to rehabilitating youthful offenders. AMI operates sixteen (16) non-residential and seven (7) residential programs in eight states.

There has been interest in a Virginia "marine institute" for some time. This interest evolved as Virginia criminal justice professionals became aware of the success that states such as Massachusetts, Connecticut, Colorado and Minnesota were having with "wilderness probation" or "outward bound" programs. Like the AMI marine institutes, these programs offer juvenile offenders a chance to engage in outdoor activities designed to help them develop a sense of self-worth and an appreciation of disciplined behavior.

DOC began negotiations with AMI in 1984, but problems in locating a site and questions about the best method of funding the program delayed the letting of a contract. In the Spring of 1988, with the active support of juvenile and domestic relations judges, legislators, and civic leaders from the Peninsula area, funding was secured in the form of a line item appropriation. The Peninsula Marine Institute (PMI) enrolled its first student on August 16, 1988.

Funding History

State funding of PMI began on July 1, 1988. The General Assembly appropriated \$350,000 for the first year of the biennium and \$350,000 for the second year.

Rationale and Objectives of the Evaluation

The General Assembly requested that DCJS evaluate PMI because the \$700,000 appropriation marks a substantial commitment to a new program. The fact that this appropriation is in the form of a line item is also noteworthy. Very few treatment programs for juvenile offenders have been afforded such high budgetary status.

The basic charge to DCJS was to evaluate the cost effectiveness of PMI and to make recommendations, if appropriate, about the future funding of the program. DCJS evaluation specialists derived the following evaluation objectives from this charge:

1. to provide an accurate description of the program and its operation during its first year;
2. to assess PMI's performance by providing information on the following questions:
 - a. Has PMI fulfilled its contractual obligations with DOC?
 - b. Has PMI served a unique and productive role in the Peninsula juvenile justice system?
 - c. Has PMI operated in a cost effective manner?

Evaluation Methodology

The evaluation involved:

fourteen trips to Newport News to observe PMI classes and graduation ceremonies and to review PMI administrative and record-keeping practices;

a trip to South Carolina to observe two other day-treatment programs operated by AMI;

interviews with 22 probation counselors, eight Juvenile and Domestic Relations judges, six PMI staff members, and the Chief of Operations of DOC's Division of Youth Services;

a detailed examination of student records;

informal conversations with various officials of DOC and AMI, and with the directors or staff of nine other Peninsula or Tidewater area treatment programs for juvenile offenders; and

an analysis of the offense histories of PMI students.

PMI Organization and Staff

PMI's organizational components consist of various liaison and support staff of Associated Marine Institutes, Inc. (AMI) of Florida, the local, eighteen-member PMI Board of Trustees, and the Executive Director and staff of PMI, Inc. of Virginia

During its first year, PMI operated with eight full-time and three part-time positions. The Executive Director, the Director of Operations, the five Instructor/Counselors, and the Administrative Assistant have full-time positions while the Operations Secretary and the two Van Drivers are employed on a part-time basis. A ninth, full-time position, the Community Coordinator, was added on July 1, 1989. This person provides follow-up and employment services.

Facilities and Equipment

The main PMI facility is a former print shop located in an industrial section of downtown Newport News. The building has approximately 6500 square feet. Students also have access to a nearby gymnasium and two indoor swimming pools. The PMI fleet consists of a 31-foot Bertram Sportfishing boat and two smaller sailboats. PMI vessels are docked in slips donated by a nearby marina.

Operating Budget

The General Assembly appropriated \$350,000 for AMI services for each year of the 1988-1990 biennium. DOC sends these funds to AMI headquarters in Tampa, Florida. AMI takes 20 percent of the money and provides PMI with a range of administrative, accounting, and staff training services. It forwards the remainder to PMI. PMI also receives from \$35,000 to \$40,000 annually from Newport News school officials because PMI students are registered as students of Newport News. In addition, during fiscal year 1988-1989, PMI received cash contributions and donated supplies or equipment valued at \$29,000.

Service Area

PMI serves juveniles who are residents of Newport News, Hampton, Williamsburg, Suffolk, York County, James City County, Gloucester County and Isle of Wight County. To ensure that each jurisdiction has placement slots in the program, DYS established the following allocation guideline:

5th District (Suffolk/Isle of Wight):	3 slots	(9%)
7th District (Newport News):	14 slots	(41%)
8th District (Hampton)	14 slots	(41%)
9th District (Williamsburg, York, James City, Gloucester)	3 slots	(9%)

As of September 1, 1989, 86 students had been enrolled at PMI. Fifty-six percent (56%) were from Newport News, 26% were from Hampton, 10% were from York County or Williamsburg, and 8% were from Isle of Wight County or Suffolk. Sixty-three percent (63%) of PMI enrollees were black and nine percent (9%) were female.

Client Population Served

PMI is a program for serious offenders who do not pose a threat to the larger community. In addition to having committed a serious crime, the AMI/DOC contract stipulates that "...youth slated to attend this program will have exhausted all efforts by the probation staff and juvenile court to effect any documented behavior." All PMI students are under court order with the proviso that failure at PMI will place them under immediate risk of being committed to a DOC learning center.

Number of Juveniles Enrolled or Discharged to Date

As of December 1, 1989, 103 juveniles had been enrolled at PMI. Twenty-nine (29) of these students were unfavorably discharged, twenty-four (24) were graduated, and six (6) were favorably discharged short of graduation.

Role in the Peninsula Juvenile Justice System

The establishment of PMI gave probation counselors and judges a new, day-treatment option for the treatment of serious juvenile offenders. There are no other non-residential programs on the Peninsula that can provide daily, face-to-face supervision of 30 to 40 juveniles.

Juveniles attend PMI by order of the eight Juvenile and Domestic Relations Court judges who serve the jurisdictions of PMI's service area. Between eighty and ninety percent of all PMI students have been sentenced to probation and allowed to live at home while they attend PMI. The other ten to twenty percent of PMI students must, for some reason, reside in the Newport News Detention Center, the Hampton/Newport News Less Secure Facility, or Crossroads, the only post-dispositional group home on the Peninsula.

Method of Treatment

AMI's stated goals are to reduce or eliminate recidivism, to increase vocational skills, and to increase the academic skills of juvenile offenders. These goals are pursued through the

application of experiential learning techniques and the precepts of "reality therapy." PMI provides juveniles with the opportunity to sail, swim, skin dive, scuba dive, navigate, operate; repair and maintain boats, learn first aid, CPR, etc. These activities engage the students, and also provide the substance for experiential learning and the development of self-confidence.

Reality therapy assumes that each person has a need to be loved and a need to feel worthwhile and the only way to attain love and a sense of being worthwhile is to maintain a satisfactory standard of behavior. PMI staff continually urge PMI students to examine their behavior and determine if this behavior contributes to fulfilling these needs. Students must accept responsibility for their behavior and are encouraged to develop the discipline necessary to control it. Staff teach discipline by modeling responsible behavior.

Graduation Requirements

PMI students are to conduct themselves in such a way as to advance through five stages or ranks, each of which requires a higher degree of discipline and responsibility. Students are awarded points for observing PMI rules of behavior, completing tests and classes, performing community service, and for perfect attendance over a specified period. Aside from needing a certain number to graduate, the points earns students the privilege of participating in a special events or recreational activities.

In order to graduate, a PMI student must increase his or her academic grade level by an average 2.5 years, earn at least 64 PMI academic credit hours, achieve the rank of First Mate, arrange a definite placement prior to graduation (re-entrance into school, job, military acceptance, jobs corps, etc.), behave at home, school and in the community in a manner that meets or exceeds the standards of the PMI's Director of Operations, Executive Director, and Staff, perform 15 to 25 hours of community service, earn 4,500 points for responsible behavior; and earn 28 course completion cards.

Weekly and Daily Regimen

Instruction is organized so that half of the student's time is spent in a classroom situation and the other half is spent in the field with actual "hands-on" learning experiences. From Monday through Thursday, students are assigned to classes from a curriculum of marine and earth sciences, seamanship, diving, aquatics, physical education, academic and vocational education. On Fridays, graduation exercises are held, sailing, fishing, or diving excursions are made, and special recreational or reward events are scheduled.

Student Records

PMI has approximately 30 different forms on which it records information about students. Some forms describe a student's case treatment plan. Others spell out PMI rules of behavior, record student performance, indicate parental consent, denote specific achievements or awards, and record information related to program termination.

Student Transportation

PMI uses two 15-person vans to provide transportation for its students. One van picks up students from Williamsburg, York County and the Western end of Newport News. The other van picks up students from Hampton, the East end of Newport News, and the Newport News Detention Home. As yet, the requests for admission from Suffolk City and Isle of Wight County have not warranted the creation of a separate van route for these jurisdictions.

Limitations of the Evaluation

When reading the findings and recommendations of the evaluation, the reader should remember that PMI has been enrolling students only since August 16, 1988. Some of the observations and deficiencies noted by the evaluators, therefore, are normal inefficiencies expected of any new program and staff. Also, because the DCJS evaluation was conducted during the first year of PMI operation, it was not possible to assess the program's impact on student recidivism.

The reader should also note that the new Virginia Department of Youth Services (DYS) will take over PMI contract negotiation and program monitoring responsibilities on July 1, 1990. Thus even though the original AMI/DOC contract created responsibilities for DOC officials, it is incumbent upon the new DYS officials to respond to the recommendations of this evaluation.

Evaluation Findings and Recommendations

The evaluation report presents evaluation findings and recommendations in the order of the following topical questions:

1. how well have PMI or AMI met their obligations with regard to the AMI/DOC contract?,
2. how have local juvenile justice professionals viewed PMI's performance during its first year of operation?,

3. is PMI a cost-effectiveness program?, and
4. how should PMI or DYS officials address various administrative and procedural problems revealed by the evaluation?

Because the AMI/DOC contract specifies a variety of tasks and responsibilities that PMI, AMI, and DOC officials are to perform, the findings and recommendations in this section of the report deal with a variety of subjects. In addition, the findings and recommendations in the main text of the report are not presented in order of their importance. To make the executive summary as readable as possible, therefore, the evaluation findings and recommendations will be listed in their approximate order of importance.

Many of the recommendations below are abbreviations of those in the main text of the report. Several are a compilation of recommendations in the main text. A few minor recommendations, that pertain to problems with PMI record keeping or to student transportation, are not included in this Executive Summary. The reader should consult the main text of the report for the specifics of all recommendations.

Program Cost Effectiveness

FINDING: With all factors considered, PMI was found to be a cost effective program.

PMI is a less costly sentencing option than commitment to a DOC learning center or placement in a residential program funded through the "286" Special Placements Program. These programs are the most likely alternative sentencing options for the type of juvenile sent to PMI.

If the amount of the AMI/DOC contract (\$350,000) is divided by the number of enrollment days that PMI students accumulated during FY1989 (11,560), and the resulting daily cost is multiplied by 30 (the average days of a month), the average, monthly, per-student, cost of sending a juvenile offender to PMI is \$908. If the number of days that PMI students actually attended PMI classes or events during FY 1989 is used in this calculation, the average, monthly, per-student is \$1,294. The comparable cost for a juvenile committed to a learning center is \$2,702 (FY 1989). The comparable cost for placing a juvenile at a "286" residential program is \$3,210.

RECOMMENDATION: Because PMI has met its basic contract requirements, has improved and continues to improve in administrative proficiency, has gained the support of the great majority of juvenile justice professionals in the Peninsula area, and is the least costly sentencing option for many juveniles at risk of commitment to a learning center, the General Assembly should continue funding of this program for the 1990-1992 biennium. We recommend level funding contingent upon implementation of the recommendations herein.

Program Criteria for Intake, Participation, and Removal

FINDING: There is good deal of confusion among the probation counselors and judges about the criteria used to admit a juvenile or discharge a juvenile from the PMI program

The AMI/DOC contract states that "AMI staff and designated Court Service Unit counselors are to develop a criteria list for intake, participation and removal from the AMI program under the guidelines set by the Deputy Director of DYS" (Attachment B). There is no evidence that AMI staff or the unnamed "Court Service Unit Counselors" ever developed such a criteria list.

Written criteria for admission may be found in the AMI/DOC contract and in an attachment to a memo issued by Acting DYS Deputy Director, Mr. Glenn Radcliffe on August 31, 1988. The contract and attachment list the type of crimes that PMI students are to have been adjudicated guilty (burglary, larceny, assault, robbery, etc.). The contract adds that "...youth placed in this program will have exhausted all efforts by the probation staff and juvenile court to effect any documented behavior." The attachment, which Radcliffe titled "PMI Referral Criteria" states that "youth placed in this program should be serious offenders, at risk for committment to the learning centers."

Many probation counselors were unsure if they had ever seen the criteria in written form. Most agreed that, initially, only juveniles who would otherwise be committed to a DOC learning center were to be referred to PMI. Of course, the type of juvenile offender likely to be committed to a learning center varies depending on the judge and the number of alternative sentencing options available.

After a high percentage of the juveniles first enrolled at PMI were unfavorably discharged, a number of probation counselors concluded that PMI is most suited for juveniles who are on a course toward but still some ways from commitment. Other counselors, assuming that the original "last chance" criteria were still in effect, complained that they are too restrictive. These counselors resented the fact that juveniles have to be convicted of a serious crime before they can be referred to PMI.

Four of the judges interviewed indicated a willingness to recommend juveniles who were not quite at the "last chance" point in their criminal history. The two Hampton City judges were of the opinion that the original criteria were still in effect and that, if a softening of these criteria had occurred, they had not been informed.

AMI and PMI officials are willing to admit a wide range of juvenile offenders for treatment at their marine institutes. They maintain that most of their non-residential programs treat both the CHINS-type juvenile and the serious offender; as long as the latter does not pose a threat to the larger community.

RECOMMENDATION: DYS officials (including a number of probation counselors) the juvenile and domestic relations judges who recommend juveniles to PMI, and PMI managers should meet and come to a consensus about the type, or types of juveniles who should attend PMI.

The referral criteria should be clearly written and sent to all judges and court service unit personnel.

A committee of the PMI Board of Trustees should monitor the recruitment process and verify each year that these criteria are being applied. This verification should be reported to DYS and the juvenile and domestic relations judges.

FINDING: The criteria for continued participation in PMI are not clearly specified. To a large extent they are spelled out in the PMI graduation requirements. During the first year of PMI's operation, however, five students were "favorably discharged" rather than graduated. A review of their files did not reveal whether they simply left the program on their own, were asked to leave, or left after consultation with the PMI staff. Although all AMI non-residential programs allow for the possibility of favorable discharge short of graduation, the criteria or process used to award this status is not readily available.

RECOMMENDATION: DYS and PMI officials should establish criteria for discharging a PMI student unfavorably or discharging a PMI student favorably but short of graduation. These criteria should be written out. The method or process by which these criteria are to be applied also should be specified. The reasons and facts related to such discharges should be recorded in the students' files and reported to DYS.

Vocational Instruction

FINDING: The AMI/DOC contract states that PMI staff are to "instruct...youth in the areas of job attainment skills.. (and) ..vocational education..." (Section 2.1.1).

PMI offers classes on preparing job resumes, how to behave when being interviewed for a job, and the specific requirements and expectations of the workplace. In addition, PMI students learn vocational skills in marine-related courses (navigation, boat maintenance, and fishing, etc.) and may be certified as scuba divers or skin divers. There are no vocational courses per se, however, and none that are taught by persons certified as vocational instructors.

RECOMMENDATION: DYS should clarify its expectations of PMI regarding vocational instruction and inform the PMI Executive Director. These expectations should be clearly expressed in the next DYS/AMI contract. At minimum, PMI should be required to offer two or three courses in which students may attain minimal certification in skills useful to the local economy. PMI should hire an additional, full-time instructor who is certified to teach vocational education classes. The funds required for this extra position should come from local contributions or available grant monies.

PMI Aftercare Services

FINDING: The AMI/DOC contract establishes two PMI goals related to aftercare. One is to "prevent further delinquent behavior and promote a positive community adjustment for a youth with a prior history of delinquency (Attachment A)" and the second is to "assist participants in finding jobs upon completion of the program (Attachment A)."

It is too early in PMI operational history to assess PMI's impact on student recidivism. All AMI programs have an elaborate system for tracking the employment and offense histories of juveniles who have been discharged. Follow-up information is collected by the PMI Community Co-ordinator and Operations Secretary. In addition, the Community Coordinator is responsible for establishing a job bank and for assisting graduates (and even some non-graduates who request help) to maintain full employment. These efforts indicate that PMI staff realize the importance of aftercare services.

RECOMMENDATION: PMI should increase aftercare services. The Community Coordinator should establish a network of former PMI students. Monthly meetings should be scheduled, perhaps in the evening, at which former students can meet with the Community Coordinator. Information about employment opportunities and the availability of other community resources should be shared.

Instructor/Student Ratio

FINDING: The AMI/DOC contract states that PMI shall "maintain an overall ratio of one counselor/instructor for each seven clients" (Attachment A). PMI fulfilled this task only partially because of the high rate of staff turnover, the fact that instructor/counselors were frequently absent because of training, AMI conferences or special events, judicial hearings, or illness, and because the initial layout of the PMI building impeded line of sight observation of students.

RECOMMENDATION: PMI should hire at least one more instructor/counselor on a full time basis. This position should instruct vocational education courses and be funded by available grant monies or locally generated contributions.

Opinion of Peninsula Area Juvenile Justice Professionals

FINDING: PMI has garnered widespread support among the probation counselors, judges, and other juvenile justice professionals in the Peninsula area. Approximately eighty-five percent (85%) the forty (40) juvenile justice professionals contacted expressed praise or support for the PMI program. This praise or support exists, in many instances, even when professionals are less than happy about certain aspects of the program.

Some support exists because the professionals believe in the program's concept. They like its emphasis on the work ethic and individual responsibility. Some exists because the professionals consider PMI to be a better sentencing option than commitment to a learning center or placement in a "286" residential program. These professionals often consider learning centers to be "human warehouses" and complain that the "286" programs have overly long waiting lists and burdensome paperwork.

PMI is widely viewed as positive because (1) it takes juveniles out of their normal daily routine while still allowing them to reside at home, (2) provides juveniles with the opportunity for unique and motivational experiences and a means for improving self-esteem and (3) has, to date, been an administratively simple program to access.

Provision of Individual and Family Counseling

FINDING: The AMI/DOC contract indicates that PMI will provide "individualized counseling (Section 2.1.1" and that PMI will involve the parents of students "through verbal contacts and family counseling." These requirements are being met only minimally.

PMI provides "individualized counseling" only in the most informal manner. Instructor /counselors receive instruction in counseling at AMI College, the eight-day orientation session for new staff, and at AMI sponsored workshops. There is no evidence that PMI instructor/counselors conduct group or personalized counseling in any clinical or therapeutic sense. At best, they meet with students individually to discuss behavior and to impart and reinforce the principles of reality therapy.

Although their job descriptions state that "regular parental contact is required," the PMI instructors acknowledged that this has been a difficult requirement to fulfill. The instructors are so busy supervising students and trying to keep up with class and student record-keeping that parental contact suffers. There is no evidence that AMI programs utilize family counseling as part of their treatment philosophy.

RECOMMENDATION: DYS officials should clarify their expectations with regard to the provision of individual or family counseling by PMI staff. At minimum, PMI instructor/counselors should be apprised as to the private and public counseling services that might be of service to PMI students.

Academic Program Credibility

FINDING: Local probation counselors expressed a concern that local school systems do not recognize the improvement made in a juvenile's grade level while attending classes at PMI. Therefore, these juveniles do not advance in grade when they return to school following graduation from PMI.

Accreditation of PMI's academic program by local school officials would require PMI to meet rigorous curriculum, staff compensation, and scheduling requirements that would deny PMI officials the flexibility needed to an individualized approach to instruction.

RECOMMENDATION: PMI officials should approach local school officials and propose a means by which PMI graduates seeking to re-enter school can be given credit for their academic improvement while at PMI.

Staff Compensation

FINDING: PMI managers compensate their staff at a level that is lower than the compensation paid to the staff of most other juvenile offender programs. The average annual, starting salary for PMI instructor/counselors is \$15,900. This is one cause for the high turnover in staff that occurred during PMI's first year of operation.

RECOMMENDATION: In order to attract the most competent staff possible, and to keep staff in their jobs for a reasonable length of time, PMI managers should raise the starting salaries of their instructor/counselors to a level comparable to that of the local highschool teachers. The necessary funds should come from available grant monies or locally generated contributions.

Communication between PMI and DYS

FINDING: The AMI/DOC contract did not specify the information that DOC would require to discharge its program monitoring and evaluation responsibilities. PMI sent DYS monthly reports containing basic enrollment and student demographic information. DYS was not provided, nor did they request, information about the actual number of enrolled students attending PMI classes. Since there was a big difference in the number of enrollment days (11,560) and days of attendance (8,112) during FY 1989, this omission is serious.

RECOMMENDATION: DYS officials must determine the type and amount of information they should receive from PMI in order to discharge their program monitoring and evaluation responsibilities. At minimum, this information should include detailed enrollment and attendance data, student social history and demographic data, recidivism data on former students, and the facts and reasoning surrounding unfavorable and favorable-short-of-graduation discharges. A description of the required information should be included in in the AMI/DYS contract.

FINDING: The contract required AMI and DYS personnel to develop a program evaluation model. This was not accomplished during PMI's first year of operation.

RECOMMENDATION: DYS officials should work with AMI and PMI officials to develop an evaluation model that provides periodic assessment of PMI productivity and performance. This model should include an annual analysis of the reasons students have been unfavorably terminated from the program.

FINDING: The "social histories" of PMI students that are written by DOC Court Service Unit personnel and sent to PMI for inclusion in student records, were often unclear or incomplete.

RECOMMENDATION: DYS should work with Peninsula area judges and probation counselors to develop a standardized format for the writing of social histories. This format should make it clear as to the time period covered by the social history, the seriousness of each offense (felony or misdemeanor), and the number of offenses resolved at intake, Nolle Prossed, dismissed, held over, or adjudicated not innocent.

Student Referral Process

FINDING: On several occasions in the past year, the PMI Executive Director had to recruit students to maintain contract-level enrollment. The Executive Director either wrote an appeal to the area probation counselors informing them that slots designated for their area were now or will soon be open, or he made a requested the Superintendent of the Newport News Detention Home to evaluate all recently confined youth as potential PMI students.

RECOMMENDATION: The PMI student referral process should be formalized.

The managers of the new Virginia Department of Youth Services (DYS) will need time to establish the department's organizational policies and procedures. By the 1992-1994 biennium, however, DYS managers should create a new position titled PMI Referral Coordinator. This person would be responsible for the initial screening of prospective students, insure that the applicant's paperwork is complete, monitor student progress, and represent the interests of the local courts in all judicial hearings involving PMI students.

A juvenile should not be enrolled until PMI officials receive a complete record of his or her social and psychological history; including a psychological evaluation that is current within six months.

PMI and DYS officials should establish a process by which youth already committed to a DYS learning centers can be paroled to PMI. Such a process is currently in effect at AMI programs in South Carolina.

ACKNOWLEDGMENTS

We would like to acknowledge the cooperation and valuable contributions of the Peninsula Marine Institute's Executive Director, Director of Operations, and staff; Mr. O. B. Stander and Mr. Davis E. Powell of the Associated Marine Institute, Inc.; the juvenile probation and special placement counselors of the Peninsula area court service units; and the judges of the Peninsula area Juvenile and Domestic Relations Courts.

A special thank you is due Mr. David LeBlanc, Executive Director of PMI, for his hospitality and candor during the evaluation. Mr. LeBlanc and the PMI staff responded promptly to all requests by DCJS evaluators and often made a special effort to explain PMI policies and procedures. Thank you as well to Ms. Laura Axtell, Executive Director of the Charleston Marine Institute, and Mr. Chris Baxter, Executive Director of the Midlands Marine Institute, Columbia, South Carolina. Ms. Axtell and Mr. Baxter invited us to tour their institutes and provided valuable insight into the operation of non-residential, AMI programs. Ms. Trudi Trotti and Ms. Jan Rivers of the South Carolina Department of Youth Services, provided information about the relationship between the AMI institutes of South Carolina and South Carolina state government. We also acknowledge the contribution of Ms. Natalie Bero, Special Placements Counselor, 7th District Court Service Unit, Ms. Dulcy Harris, DYS Community Treatment Programs Co-ordinator, Dr. Dennis Waite, Chief Psychologist of DYS Behavioral Services Unit, Mr. David Piercy, Manager: State and Local Court Service Units: Eastern Region, and Ms. Carolyn Stewart, Director of the Hampton/Newport News Less Secure Detention facility. Thank you to all other Peninsula area juvenile justice professionals who spoke with us in the course of the evaluation.

I. INTRODUCTION

This report presents the findings and recommendations of the Department of Criminal Justice Services' (DCJS) evaluation of the Peninsula Marine Institute (PMI). The evaluation was conducted between May and November of 1989.

Program History

The Virginia Department of Corrections contracts with the Associated Marine Institutes, Inc. of Tampa, Florida (AMI) to provide juvenile authorities in the Peninsula area of Virginia with an alternative to the institutionalization of serious juvenile offenders. AMI is a private, non-profit organization committed to rehabilitating youthful offenders.

AMI has established twenty-three (23) non-residential and residential programs in eight states to achieve its stated goals of reducing or eliminating recidivism and increasing the vocational and academic skills of 15 to 18 year old delinquent boys and girls. Sixteen (16) of these programs or institutes are non-residential or day-treatment programs and seven (7) are residential programs. Twelve institutes are located in Florida. There are four in South Carolina, two in Delaware, two in Maryland, and one each in Louisiana, Massachusetts and Texas

There has been interest in a Virginia-based "marine institute" for some time. This interest evolved as Virginia criminal justice professionals became aware of the success that states such as Massachusetts, Connecticut, Colorado and Minnesota were having with wilderness probation or "outward bound" programs. These programs offered juvenile offenders a chance to engage in wilderness activities designed to help them develop their sense of self-worth and an appreciation of the value of discipline and responsible behavior.

By 1984, there were approximately 32 outdoor adventure education programs in Virginia. Most were developed in response to the availability of U.S. Office of Juvenile Justice and Delinquency Prevention funds beginning in the mid-1970's. By 1984, DCJS's predecessor agency, the Division of Justice and Crime Prevention was funding nine (9) Wilderness programs, two of which were in the Tidewater area. These programs varied in terms of clientele; some taking referrals from the Court, the public schools, or public family and youth service agencies and others designed as aftercare programs for offenders returning from detention or commitment.

After AMI's serious offender program, located in Florida's everglades, was spotlighted on the ABC news special "Crime in America," members of the Virginia Crime Commission expressed an

interest in establishing such a marine-based, residential program in Virginia. Their discussions with legislators from the Tidewater area lead to a proposal that OJJDP monies be used for a juvenile "serious offender" program in the Hampton Roads or Peninsula area. DOC began negotiations with AMI in 1984, but problems in locating a site and questions about the use of OJJDP funds delayed the letting of a contract.

In the Spring of 1988, with the active support of juvenile and domestic relations judges, legislators, and civic leaders from the Peninsula area, funding was secured in the form of a line item appropriation. This appropriation was to support the establishment and operation of a non-residential, marine institute in Newport News, Virginia. This institute, the Peninsula Marine Institute (PMI), enrolled its first student on August 16, 1988.

Funding History

State funding of PMI began on July 1, 1988. The General Assembly appropriated \$350,000 for the first year of the biennium and \$350,000 for the second year, and instructed the Virginia Department of Corrections (DOC) "to initiate a pilot program for services to the juvenile and domestic relations district courts in Newport News, Hampton and surrounding jurisdictions." (FOOTNOTE 1) *. The General Assembly authorized DOC to contract with Associated Marine Institutes, Incorporated (AMI) "to provide such non-residential and other services as may appear reasonable." The General Assembly also requested that DOC submit progress reports on this initiative no later than November 1, 1988 and November 1, 1989.

Authority for Conducting the Evaluation

Language in the budget bill passed in the regular session of the 1989 General Assembly states that DCJS "...shall conduct an evaluation of the cost effectiveness of the juvenile services program in Hampton, Newport News, and surrounding jurisdictions which is operated by Associated Marine Institutes, Incorporated." The legislators also requested that the evaluation report include, if appropriate, recommendations with respect to future funding, and that the report be presented to the Chairmen

* Footnotes are listed in the section of the report prior to the Appendices.

of the Senate Finance and House Appropriations Committees by December 1, 1989 (FOOTNOTE 2).

Rationale and Objectives of the Evaluation

The General Assembly requested that DCJS evaluate PMI because the \$700,000 appropriation marks a substantial commitment to a new program. The fact that this appropriation is in the form of a line item is also noteworthy. Very few treatment programs for juvenile offenders have been afforded such high budgetary status. In addition, the legislators recognized that DCJS is uniquely qualified to conduct such an evaluation. DCJS has staff trained to carry out program evaluations who, because they are not party to the AMI/DOC contract, would be able to maintain an appropriate degree of objectivity.

The basic charge to DCJS is to evaluate the cost effectiveness of PMI and to make recommendations, if appropriate, about the future funding of the program. DCJS evaluation specialists derived the following evaluation objectives from this charge:

1. to provide an accurate description of the program and its operation during its first year;
2. to assess PMI's performance by providing information on the following questions:
 - a. Has PMI fulfilled its contractual obligations with DOC?
 - b. Has PMI served a unique and productive role in the Peninsula juvenile justice system?
 - c. Has PMI operated in a cost effective manner?

Previous Evaluations of AMI Programs

Officials at AMI indicated that, to date, there has only been one other evaluation of AMI programs conducted by the staff of a state agency that contracts with AMI for juvenile services. The Planning and Information Section of the South Carolina Department of Youth Services conducted this evaluation after AMI had established and operated two institutes for two full years. Titled A Preliminary Assessment of the Marine Institute Programs, the evaluation concluded that "...both

institutes produced a smaller percentage of recidivists than the (Department of South Carolina Department of Youth Services) correctional facility comparison group (FOOTNOTE 3)." Because the DCJS evaluation of PMI occurs so early in the operational history of PMI, the methods of the South Carolina study and its emphasis on student recidivism could not be replicated in the present evaluation.

AMI evaluates the operation of each of its institutes annually. These evaluations are conducted by AMI Regional Office Directors and usually last four to five days. An AMI evaluation of PMI was conducted in August, 1989. The report from this evaluation is presented in Appendix B.

Structure of the Report

The evaluation report is structured in accordance with the above listing of the evaluation objectives and is organized under the following major headings:

- Organization and Resources
- Role in the Peninsula Juvenile Justice System
- Operational Philosophy and Procedures
- Methodology and Limitations of the Evaluation
- PMI Performance with Regard to the AMI/DOC Contract
- PMI Performance within the Peninsula Juvenile Justice System
- PMI Cost Effectiveness
- Other Findings of the Evaluation

- Efficacy of the Treatment Model
- Record Keeping
- Staff Compensation
- Staff Turnover and Burnout
- Judicial Involvement
- Academic Program Credibility
- Student Referral Process
- Lessons from the trip to South Carolina
- Serious Incident Reports

- Summary and Listing of Recommendations
- Footnotes
- Appendix

The evaluation recommendations are numbered and set off within the text at the appropriate points of discussion. Information about specific aspects of PMI operations can be found by referring to the Table of Contents.

II. ORGANIZATION AND RESOURCES

Organization

PMI's organizational components consist of various liaison and support staff of Associated Marine Institutes, Inc. (AMI) of Florida, the autonomous, eighteen-member PMI Board of Trustees, and the Executive Director and the eleven-member staff of PMI, Inc. of Virginia (see the organizational chart below).

AMI officials negotiate the PMI contract with the Virginia Department of Corrections, provide PMI's managerial staff, staff training, and fiscal services for PMI, and supervise the overall operation of PMI through the AMI Board of Directors. More information about the role AMI plays in the operation of PMI is presented in the section on the PMI Budget.

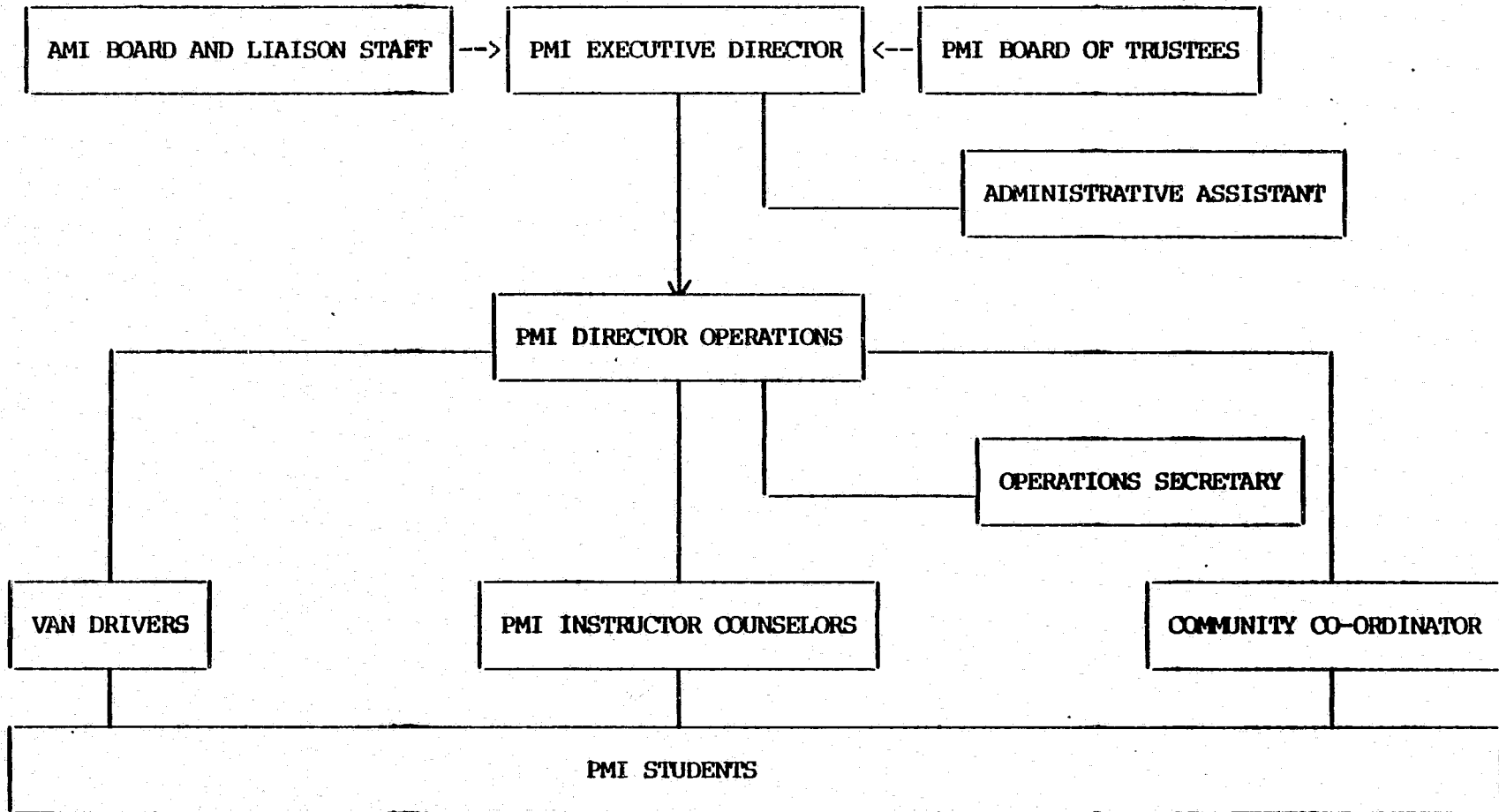
The local PMI Board of Trustees is composed of community leaders from jurisdictions served by PMI. Members include representatives from the area's business, real estate, construction and maritime industries as well as two judges from the Newport News juvenile and domestic relations court. Eight (8) Board members are from Newport News, six (6) are from Hampton, two (2) are from Williamsburg. One Board member resides in Richmond and one resides in Tampa, Florida. The latter member also sits on the AMI Board of Directors. The names of the current trustees are listed in Appendix A.

AMI officials initially asked several people who were instrumental in the establishment of PMI to create a Board of Trustees. These people asked several other interested persons to join them and, from this enlarged group, a nominating committee was created. From this point on, trustees have been recruited by the nominating committee and appointed by vote of the full Board of Trustees.

The PMI Board of Trustees meets every other month and has authority to remove PMI staff members, review and approve PMI policies and procedures, authorize bank deposits and payments, and approve PMI requests for private grant monies. Board business is directed by an Executive Committee.

FIGURE 1

PENINSULA MARINE INSTITUTE
ORGANIZATION CHART



PMI Staff

During its first year, PMI operated with eight full-time and three part-time positions. PMI has a written job description for each position. The title and basic responsibilities of these positions are as follows:

Executive Director: responsible for overall operations and administration; prepares budget; serves as financial officer; reviews all reports, records, forms, policies and procedures; acts as liaison to the Institute Board of Trustees; inspects physical condition of the Institute; directs activities of the Director of Operations, hires, evaluates, counsels and sets up training for Institute staff; conducts all public relations and fund raising.

Director of Operations: responsible for daily programming; supervises program staff; handles all student disciplinary problems staff are unable to resolve; monitors student enrollment, orientation, files, counseling, graduation and awards; acts as liaison to DYS; in charge of student transportation, boat operation, curriculum development, student and staff scheduling, and trip planning; maintains PMI facility, and is responsible for the preparation and dissemination of all nonbudget related reports.

Administrative Assistant: reports to the Executive Director; sets up and maintains personnel files; handles payroll, insurance, and tax matters; pays bills; maintains boat program files, processes Deeds of Gift; assists the Executive Director by maintaining files, preparing memos and correspondence, updating the calendar, and returning phone calls.

Operations Secretary (part-time): reports to the Director of Operations; records student enrollment and attendance; sets up student files; maintains student directory; prepares the monthly AMI Operations Report; prepares graduation and awards certificates; maintains termination records; orders office and program supplies.

Five Instructor/Counselors - provide instruction in such areas as Seamanship, Scuba-Aquatics, Marine Science, Adult Basic, and Remedial Education: Assists students in the determination of attainable learning goals; evaluates student performance, maintains careful supervision of students; maintains and updates student records; as counselor, provides students with model of successful personal adjustment by acting responsibly; exhibits genuine concern for the students; maintains advisee records; visits advisees' parents or guardians monthly; maintains daily point cards and course completion cards.

Two Van Drivers (part-time): drive students to and from PMI; maintain first aid and CPR certification; insure proper maintenance of the vans; maintain safety and supervision of PMI students.

Community Co-ordinator: provides follow-up services for students who complete the program; tracks all students discharged from the program for three years. Records the employment, address and recidivism of these students; assists graduates in maintaining full employment, serves as a student advisor.

This position was first funded on July 1, 1989 with monies from the operating budget. The Executive Director plans to fund this position with money raised from local fund-raising events beginning July 1, 1990.

Academic Tutors: provide assistance to the Adult Basic Education and Remedial Education instructors; tutor individual students having difficulty with academic courses.

The names of the current PMI staff members are listed in Appendix A.

These unpaid positions were added during the first year in response to a request by the academic instructors. Recruited through newspaper advertisement, as many as nine tutors have been used to assist students in academic coursework.

Staff Compensation

The starting salaries, not including benefits, for the various PMI staff positions are as follows:

Director of Operations:	\$20,000
Diving/Aquatics Instructor:	\$16,000
GED Prep., Adult Basic Ed., Marine Science Instructors:	\$16,000
Seamanship Instructor:	\$15,500
Community Co-ordinator:	\$16,000
Administrative Assistant:	\$15,000
Operations Secretary (PT):	\$5,460
Two Van Drivers (PT):	\$5,460

Facilities and Equipment

The main PMI facility is a concrete block building with a mustard-color brick facade. This former print shop has approximately 6500 square feet and is located in an industrial section of downtown Newport News. Many of the buildings in the area are vacant or under utilized. The building sits on the corner of Warwick Boulevard and 30th Street. There is a fire station on one side (across 30th street) and an empty lot on the other. Across the street is an old highschool football stadium that is no longer used. A national guard unit is housed in buildings a few blocks from PMI and the unit Commander has allowed PMI to use the unit's gymnasium.

Since PMI occupied the building in July, 1988, it has undergone continual renovating. Both students and staff have applied their construction and painting skills to improve the layout of the building. Local contractors have donated electrical, plumbing and carpeting services.

In August, 1989, AMI Regional Director David Powell evaluated of PMI and made the following observations with which the DCJS evaluators concur (FOOTNOTE 4).

"The main PMI building is in good condition and through the hard work of students and staff ...has been renovated to provide a clean comfortable and adequate facility. The actual layout of the interior is workable, but provides certain problems regarding security and supervision. There is also a lack of adequate classroom space even though the square footage is available. The grounds consist of a concrete parking area and front sidewalk. This is the greatest drawback to this facility because of lack of parking space. PMI staff and students have done an excellent job in cleaning and painting the outside of the building and making it as attractive as possible."

The layout of the PMI building is presented in Figure 2 on the next page. A copy of the entire evaluation report is presented in Appendix B.

The PMI fleet consists of a newly donated 31-foot Bertram Sportfishing boat and two smaller sailboats. The two sailboats were also donated to the program but are considered unsuitable for program purposes. They will be sold and the proceeds used to help purchase a smaller outboard, some sunfish sailboats, and, possibly, some canoes. PMI vessels are docked in slips donated by a nearby marina.

PMI's dive locker contains up to date scuba equipment, wet suits, fins, etc.

PMI's office equipment includes a copy machine, a fax machine, two personal computers, a security alarm system and a telephone answering machine.

PMI's classroom equipment includes eight (8) Apple IIc personal computers donated by the Warwick Lions Club. These computers, in conjunction with the appropriate interactive software, allow students to complete individualized learning programs.

Operating Budget

The General Assembly appropriated \$350,000 for AMI services for each year of the 1988-1990 biennium. DOC sends these funds to AMI headquarters in Tampa, Florida. AMI takes 20 percent of the money and provides PMI with the following services:

central bookkeeping and accounting services;

training: expense of operating the eight-day AMI College to train new staff, annual four-day staff conference where staff attend training work-shops, all travel expenses of trainees, etc.;

quarterly meetings for Executive Directors and Directors of Operations, orientation trips to AMI headquarters for local Board members;

assistance from central office personnel: contract negotiations, evaluation services, publicity, etc.;

personnel benefits and insurance services.

planning for special events such as the annual PMI Olympics;

A complete listing of AMI services is presented as Appendix C and the proposed operational budget for FY1989 is presented in Appendix D.

PMI also receives money from the local school system. This occurs because local school officials register all PMI students as students of the Newport News school system. The city of Newport News receives federal and state grant-in-aid funds based on the number of PMI students enrolled. The city keeps the funds received from the state but forwards the federal funds to PMI. The city forwarded \$36,820 to PMI during FY 1989. It is expected that this payment will be close to \$40,000 in FY 1990.

PMI has also benefited from an effective public relations program. The Executive Director of PMI, Mr. David LeBlanc has presented the story of AMI and PMI to numerous civic, business and professional groups in the Peninsula area. As a result, supplies and equipment valued at \$13,000 and \$16,304 in cash have been donated to PMI in the first year of operation. Among the equipment donated were 8 classroom computers and two printers valued at \$8000, a color TV, camcorder and VCR from Circuit City, Inc. valued at \$2,500, and a 1985 Dodge Van.

PMI was voted the special project of the Mercury Central Kiwanis Club. Club officials have set specific fund raising goals for the program and have persuaded the Bennigan and Steak and Ale restaurants in the area to join them in sponsoring a golf tournament for the benefit of PMI. This tournament was held on October 29, 1989 and raised \$1,150 for PMI.

III. CLIENTELE AND ROLE IN THE PENINSULA JUVENILE JUSTICE SYSTEM

Service Area

PMI serves juveniles who are residents of Newport News, Hampton, Williamsburg, Suffolk, York County, James City County, Gloucester County and Isle of Wight County. These jurisdictions fall within the boundaries of four (4) DOC District Court Service Units. A total of 33 slots per six-month period is dictated by AMI and contract requirements. In order to ensure that each court service unit has placement slots in the program, DYS established the following allocation of slots:

5th District (Suffolk/Isle of Wight):	3 slots	(9%)
7th District (Newport News):	14 slots	(41%)
8th District (Hampton)	14 slots	(41%)
9th District (Williamsburg, York, James City, Gloucester)	3 slots	(9%)

Although PMI uses this allocation system to prioritize referrals, the distribution of PMI enrollees to date indicates that Newport News has utilized a disproportionate number of the available slots (see Table 1). This imbalance is discussed in Section VII below.

TABLE 1

Distribution of Juveniles Enrolled in PMI:
August 16, 1988 to August 31, 1989

<u>Judicial Districts</u>	<u>Total Enrolled</u>	<u>(Percent)</u>
7th Newport News*:	48	(56%)
8th Hampton:	22	(26%)
9th York County/ Williamsburg:	9	(10%)
5th Isle of Wight/ Suffolk:	<u>7</u>	<u>(8%)</u>
Total:	86	100%

* Figures do not include one student who was enrolled twice and do not reflect a status of one student who committed suicide.

Client Population Served

AMI sponsors programs for the treatment of both serious and non-serious juvenile offenders. The most well-known AMI program for serious offenders is the Florida Environmental Institute (FEI). FEI is a residential program located near the Florida everglades. Because the terrain serves as a natural barrier to escape, FEI is able to treat serious offenders who pose a threat to the larger community. In contrast, PMI is set up as a non-residential program exclusively for serious offenders who do not pose a threat to the larger community.

The DOC/AMI contract stipulates that the juveniles served "...have usually committed delinquent acts in the following areas: burglary, larceny, assault, robbery, unauthorized use of a vehicle, auto theft, violation of probation, possession of drugs, destruction of property, shoplifting, and forgery." While, this list includes less serious, Part 2 offenses, it should be noted that the concept "serious offender" also includes the chronic nature of a person's criminal behavior. Thus, the contract states that "...youth slated to attend this program will have exhausted all efforts by the probation staff and juvenile court to effect any documented behavior (FOOTNOTE 5)."

The emphasis on serving serious offenders is also evident in the memorandum sent by Mr. Glenn Radcliffe, Chief of Operations of DOC's Division of Youth Services (DYS), to inform juvenile probation counselors of the referral criteria to be used. Mr. Glenn wrote that "youth placed in this program should be serious offenders, at risk for commitment to the learning centers (FOOTNOTE 6)." Thus, juveniles admitted to PMI are warned by the Court that failure to complete the program will result in their being sent to a DOC learning center.

A copy of the AMI/DOC contract is presented in Appendix E and the Radcliffe memo presented in Appendix if.

If a probation counselor believes that one of the juveniles assigned to his or her caseload might be appropriate for placement to PMI, an interview is arranged with PMI staff. Ideally, the PMI Executive Director or Director of Operations, the Probation Counselor, the juvenile and the juvenile's parents are present at this interview.

To qualify for admission, the juvenile must meet the criteria of being "at risk of commitment to a learning center" and must meet other criteria that PMI officials regard as critical to the success of their type of treatment program. For example, PMI will not accept:

youth with IQs lower than 70;
pregnant females;
youth who are mentally retarded;
youth who are emotionally dysfunctional or suicidal;
youth who are physically addicted to drugs or alcohol;
youth in need of constant restraint; and
youth who are physically handicapped.

To assure that juveniles admitted to PMI meet the guidelines set forth in the Radcliffe memo and the AMI/DOC contract, a copy of the admissions paperwork is forwarded to Mr. David Piercy, Manager of State and Local Court Service Units of the Virginia Department of Corrections' Eastern Region. Mr. Piercy makes sure that the age and offense history of each admitted student falls within the guidelines. He also monitors the progress of PMI students as they advance through the program.

Number of Juvenile Offenders to be Served

The DOC/AMI contract stipulates that DYS "... will supply the contractor, through court order, approximately Sixty (60) students during the course of the year (FOOTNOTE 7)." Language in the DOC progress report of November, 1988, however, suggests that the money provided should permit PMI to serve seventy-two (72) to eighty (80) juveniles per year (FOOTNOTE 8). Both estimates assume that the average enrollment period for a PMI student will be six months. PMI's Executive Director acknowledged that AMI expected him to serve 66 students a year but that his personal goal was to develop the program to the point of serving 70 or 80 juveniles.

Role in the Peninsula Juvenile Justice System

The establishment of PMI gave probation counselors and judges a new, day-treatment option for the treatment of serious juvenile offenders. Except for a few partial-hospitalization programs that deal with specific emotional or behavioral disorders on an out-patient basis, there are no other non-residential programs on the Peninsula that provide daily, face-to-face supervision of juveniles.

Juveniles are ordered to attend PMI by eight judges who sit on the Juvenile and Domestic Relations District Courts serving the jurisdictions of PMI's service area. Once a juvenile from one of these jurisdictions has been adjudicated not innocent of a serious crime, these judges must choose one of the following sentencing options:

1. order the juvenile to seek treatment, such as drug abuse or psychiatric counseling, from a state or community agency;
2. place the juvenile on probation and order him/her to pay a fine, pay the victim restitution, or perform community service;
3. place the juvenile on probation and attach conditions designed to keep him or her under strict supervision.

On any given day, between 85 and 90 percent of all PMI students live at home and attend PMI as a condition of probation.

4. place the juvenile on probation and order him/her to the POST DISPOSITIONAL GROUP HOME in Williamsburg.

The only post-dispositional group home in the Peninsula area is CROSSROADS in Williamsburg. Crossroads is a residential facility with 12 beds. Juveniles are kept under close supervision but are not confined by use of fences or other physical barriers. Several juveniles have been ordered to reside at Crossroads while attending PMI.

5. place the juvenile on probation and order him/her into a "286" SPECIAL PLACEMENT PROGRAM.

The "286" Special Placements Program was established with the enactment of Section 16.1-286, Code of Virginia, which became operational on July 1, 1976. Its purpose was to provide treatment for juvenile offenders of a type not previously available at DOC learning centers.

Most "286" programs are long-terms programs designed to treat specific behavioral or emotional dysfunctions. They include both residential and non-residential programs.

Some of the "286" day-treatment programs are called "partial hospitalization" programs. They sometimes accept referrals from the courts yet differ from PMI in that they take a clinical approach to treatment. These programs usually specialize in the treatment of such problems as severe depression, drug dependency, learning disability, mental retardation, sexual deviancy, etc. Juveniles are usually under the care of doctors and other health care professionals.

Most "286" programs are located outside of the Hampton-Newport News area. In addition, there is usually a waiting period of several months before a juvenile can be placed in a "286" program. In FY 1989, there were twenty-nine (29) residential and twenty-four (24) non-residential placements in "286" programs from the jurisdictions served by PMI.

6. order the juvenile confined to the NEWPORT NEWS DETENTION HOME.

The secure detention facility for the cities of Hampton and Newport News is the Newport News Detention Home. It consists of a new wing designed to house 18 juveniles and an older wing designed to hold 21 juveniles. During PMI's first year of operation, the older wing was being refurbished and the newer wing was often overcrowded; sometimes housing as many as 40 juveniles. When the facility is overcrowded, the judge may elect to transport the juvenile to a less crowded detention home in the area.

If the juvenile has not been found guilty of a delinquent act during the preceding 12 months, he or she may be confined for a period not to exceed 30 days. If the juvenile has been found delinquent in the past year, he or she may be confined for up to six months.

Juveniles placed in secure detention for more than thirty days must have a treatment plan. This plan may involve enrollment at PMI. On any given day, between 5 and 10 percent of all PMI students are living at the Newport News Detention Home.

If the juvenile displays good behavior while in secure detention, he or she may be allowed to serve out the remaining portion of his/her sentence in "less secure detention." In this circumstance, the juvenile would be transferred to the HAMPTON/NEWPORT NEWS LESS SECURE DETENTION facility in Hampton, Virginia. This facility has twelve (12) beds and operates as a group home except for the fact that the juveniles are fenced in. Juveniles in less secure detention are allowed to attend school or PMI if so ordered.

7. Order the juvenile committed to a DOC Learning Center

Commitment to a DOC Learning Center is considered to be the most severe sentencing option and, for some juvenile justice professionals, an indication that rehabilitation is no longer

possible. Several judges, however, have referred juveniles to PMI who have been previously committed to a learning center. For these juveniles, PMI provides one more opportunity to learn the value of discipline and develop a sense of self-worth.

IV. OPERATIONAL PHILOSOPHY AND PROCEDURES

Method of Treatment

AMI staff attempt to achieve three primary goals through their programs for delinquent juveniles:

- to reduce or eliminate recidivism;
- to increase vocational skills; and
- to increase academic skills.

The method by which these goals are pursued is not described at any length in program literature. Staff at PMI and two marine institutes in South Carolina (Charleston Marine Institute and Midlands Marine Institute located in Columbia) said, however, that they attempt to apply experiential learning techniques along with the precepts of "reality therapy."

PMI offers juveniles the opportunity to sail, swim, skin dive, scuba dive, navigate, operate, repair and maintain boats, learn first aid and CPR, etc. The maritime activities are the hook by which juveniles get caught up in the program. At the same time they provide substance for experiential learning.

Reality therapy is a method of behavior modification developed, in part, by William Glasser. The precepts of this method are described in a handout used in an AMI staff-training course. They are summarized in the paragraphs below.

The objective of reality therapy is to get the client to examine his or her behavior and determine if such behavior contributes to fulfilling his or her needs. It assumes that each person has a need to be loved and a need to feel worthwhile. Furthermore, the only way to attain love and a sense of being worthwhile is to maintain a satisfactory standard of behavior. The maintenance of satisfactory behavior requires, in turn, that the juvenile accept responsibility for his or her behavior and that he or she develop the discipline necessary to control this behavior.

It is the job of each PMI staffperson, therefore, to teach discipline. This is done by motivating each PMI student to continually evaluate his or her behavior on the basis of whether

it contributes to the goals of being loved and being held worthy. It is also done by modeling responsible behavior. To be successful, the staff person's must have the ability to become involved with the student to the point that the student trusts or believes in the staff person's idea of reality.

The staffperson must reject the student's unrealistic (unacceptable) behavior while accepting the student and maintaining his or her involvement with the student. If possible, the staffperson helps the student learn better ways to fulfill his needs within the confines of reality.

Because reality therapy requires specific interpersonal skills, AMI officials argue that staff should be chosen not only on the basis of their academic credentials, but on their ability to serve as role models and their ability to relate to PMI students.

Two other aspects of PMI's method of treatment are the staff ratio that is maintained and the emphasis on family involvement. PMI prides itself on maintaining a 7 to 1 student to staff ratio. According to AMI literature, this ratio "...permits a curriculum individually designed for each student" and "allows personalized counseling to occur."

Family involvement is mentioned in the program description of the PMI/DOC contract. It states that "(p)arental involvement is accomplished through verbal contacts and family counseling." PMI instructor/counselors attempt to meet with or phone the parents or guardians of their advisees each month. Though staff emphasized family relationships in their discussion of various students, there was no mention of any family counseling in the clinical or therapeutic sense of the phrase.

Graduation Requirements

The precepts of reality therapy are applied as PMI staff guide students in their attempt to meet PMI's requirements for graduation. Ideally, a PMI student will conduct him or herself in such a way as to advance through five stages, each of which requires a higher degree of discipline and acceptance of responsibility. These stages or ranks (Sea Dog, Swabby, Seaman, First Mate, and Captain) and their specific requirements are described in the PMI Point Explanation Sheet included in the Appendix G. When a student requests and is granted permission to graduate, a graduation day is scheduled. Graduation exercises are held on the first Friday of the month.

Students are awarded points for observing PMI rules of behavior, completing tests and classes, performing community service, and for perfect attendance over the course of a week, month, etc. Aside from needing a certain number to graduate, the points a student earns either qualifies or disqualifies him or her from the privilege of participating in a special events or recreational activities.

In order to graduate, a PMI student must:

1. obtain a General Education Diploma or complete the Exit Test of Adult Basic Education with an average 2.5 grade level increase;
2. earn at least 64 PMI academic credit hours;
3. achieve the rank of First Mate;
4. arrange a definite placement prior to graduation (re-entrance into school, job, military acceptance, jobs corps, etc.);
5. behave at home, school and in the community in a manner that meets or exceeds the standards of the PMI's Director of Operations, Executive Director, and Staff;
6. perform 15 to 25 hours of community service;
7. earn 4,500 points for responsible behavior; and,
8. earn 28 course completion cards.

Weekly and Daily Regimen

PMI attempts to provide a structured, predictable environment. Instruction is organized so that half of the student's time is spent in a classroom situation and the other half is spent in the field with actual "hands-on" learning experiences. From Monday through Thursday, students are assigned to classes from a curriculum of marine and earth sciences, seamanship, diving, aquatics, physical education, academic and vocational education. The day is ordered as follows:

8:30 a.m.	Students meet with their assigned advisors;
9:00 a.m.	General Meeting of All Staff and Students;
9:15 a.m.	First Class Period;
10:30 a.m.	Second Class Period;
11:45 a.m.	Lunch
12:30 a.m.	Third Class Period;

1:45 p.m.	Fourth Class Period;
3:00 p.m.	Students meet with their assigned advisors;
3:30 p.m.	General Meeting of All Staff and Students
3:45 p.m.	Students depart on PMI vans

The above daily regimen is an ideal. The evaluation team observed PMI activities during 14 trips to PMI and rarely did classes or meetings occur in clockwork fashion. The fact that many classes are held outside the PMI building, e.g. at either of two YMCA pools, a nearby National Guard gymnasium, the marina where the boats were docked, etc., makes strict adherence to the class schedule impossible.

Fridays are special events or recreational days at PMI. Although Fridays begin and end in much the same fashion as the other days of the week, It is on Friday that graduation exercise are held, sailing, fishing, or diving excursions are made, and special recreational or reward events are scheduled. The excursions and events serve as added incentive for students to behave responsibly. Students who have not earned enough points to qualify for participation in one of the excursions or events must stay at the PMI building and perform maintenance tasks.

Staff meetings are held Monday, Tuesday, Wednesday and Thursday of each week. Student behavior is discussed in the Tuesday and Thursday meetings; the latter meeting serving as the basis of the behavioral updates that are to be placed in each student's folder each week. At the Thursday meeting, the staff convenes as a "review board" and considers student requests to be promoted, graduated, etc.

Course Curriculum

The courses offered by PMI can be roughly categorized as either academic or marine-related courses. There are two general academic courses, G.E.D. Preparation and Adult Basic Education. The first is designed to help older students earn their General Education Diploma and the second is for students in need of remedial education or students who simply need to maintain normal progress so they won't fall behind their classmates. There are four general courses that are marine-related; marine science, aquatics, diving, and seamanship.

The general courses are made up of sub-units or sub-courses that focus on specific topics. The following is an abbreviated listing of these courses:

ACADEMIC COURSES

Adult Basic Education

- Reading
- Mathematics
- Life Skills
- Language

G.E.D. Preparation

- Science
- Social Studies
- Biology
- Math
- Language

MARINE-RELATED COURSES

Marine Science I

- Marshes
- Aquariums
- Marine Identification

Marine Science II

- Fishing/Marriculture
- Beaches/Oceans

Aquatics

- Swimming
- Life Saving
- C.P.R.

Diving

- Skin Diving
- Scuba Diving
- Underwater Hunting

Seamanship I

- Sailing
- Boat Maintenance
- Navigation

Seamanship II

- Advanced Sailing
- Advanced Navigation

In addition, students may be assigned to courses such as Physical Education Activities, Camping, Health and Nutrition, and Computers as they can be worked into the curriculum. A two-week, PMI orientation course has also been created.

VOCATIONAL COURSES

To date, no courses have been offered that are purely vocational. PMI students can graduate as certified scuba divers or life savers, however, and may obtain a working knowledge of first aid, navigation, boat maintenance, seamanship, etc.. Thus, vocational skills of use to the local maritime-related industries are being taught.

Course Scheduling

The scheduling of courses is complicated by a number of factors. First, PMI admits an average of seven students per month and must work these students into on-going courses.

Second, the courses offered require different lengths of time to instruct. The dive class, for example, is scheduled for four weeks though poor diving conditions may extend it indefinitely. One instructor said that the scheduling of academic classwork is often effected by the dive schedule.

The academic courses are all scheduled on an individualized basis with no set time for completion. Each student works at his/her specific level of language, math or reading proficiency, and each works on his/her unique learning objectives. These classes are restricted somewhat by the fact that there are only four computers in each classroom.

Most marine-related courses are scheduled for two week periods. Many units of these classes involve fishing, sailing, diving, identification of marine species. etc. and are effected by poor weather conditions.

Third, the scheduling of swimming and physical education classes are effected by the availability of pool time at local YMCAs or access to the National Guard gymnasium. If the National Guard Armory is being used for a Red Cross blood drive, for example, the basketball classes cannot be held.

Fourth, because PMI enrolls a relatively small number of students, some courses are offered only when a certain number of students have not as yet taken them. This especially true for courses such as First Aide and C.P.R.

Fifth, PMI has experienced a good deal of instructor turnover since it first began enrolling students. There have been three different seamanship instructors, two different dive instructors, and three different persons in one of the academic instructor positions. The four to five week periods needed to fill the dive instructor and seamanship instructor vacancies disrupted the normal scheduling of courses.

The Director of Operations has delegated the responsibility of scheduling courses to one of the instructor/counselors. The schedule of classes for the following week is developed at the Thursday staff meeting. At this meeting, the staff discusses the manpower that will be available, the progress of the various classes in progress, and the students who are in need of certain classes. Students are assigned to the next week's classes during this meeting. The students learn of their daily schedule or class assignment at the morning meeting of any given day.

Student Records

PMI has approximately 30 different forms on which it records information about students. Twenty-four of these forms are placed in each student's file; usually referred to as the advisee's folder. Listed below are the titles and description of these forms. If the form requires a signature, the following key is used to identify whose signature or signatures are required:

S = student
P = parents
A = advisor (instructor or community co-ordinator)
W = witness
DO = Director of Operations

CASE TREATMENT FORMS

Student Enrollment Application (DO)

Case Treatment Plan:

A three page form filled out by the student's advisor. It describes the strengths and weaknesses of a student's family or home situation, behavioral pattern, medical condition, educational record, pre-vocational or employment training history and avocational habits.
(S,A,DO)

Case Treatment Plan/Safeguarding Information:

Signed pledge that PMI will not reveal information in a student's case treatment plan without first obtaining the student's consent. (S,W,DO)

PMI RULES

Student Contract:

Student acknowledges that release from the program depends on his/her completion of graduation requirements, achieving his/her personal goals, and obeying all program rules...(S,A,DO)

Goals of Placement:

PMI's responsibility to the student described. (S,A,DO)

PMI Permanent Student Contract:

Student agrees to basic rules of attendance: no fighting, no carrying a weapon, no drugs, etc...(S,W,DO)

Parent/Student Statement of Understanding Regarding
AMI Search Policy...(S,P,W,DO)

Rules on Bus (S,A,DO)

Rules and Regulations (S,A,DO) *duplicative*

PMI Rules and Regulations (S,P,DO) *duplicative*

PMI Pool Guidelines...(S,A,DO)

Evaluation Results:

Records student's progress in basic swim class

Transportation Acknowledgment:

Student and parents agree that student will be at a certain location at a certain time for pick up by the PMI van. (S,P)

STUDENT PERFORMANCE FORMS

Performance Objectives:

Advisor lists personal student goals, how the program will help the student achieve these goals, the method of measuring the student's progress toward these goals, and the short term steps the student will make in attempting to achieve these goals. (S,A,DO)

Monthly Progress Report:

States four goals that the student has been working on and his/her progress toward these goals. Also lists strong points, areas of concern, and any new goal for next month. This report is sent to the parent for signature. Upon return to PMI a copy is sent back to the parent and to the student's probation counselor... (A,P,DO)

General Behavioral Update:

Describes students behavior at a particular time to be filled out how often (A)

Home Visit Record:

Records basic discussion in monthly meeting between a student's parents and his/her PMI advisor.

Community Service:

Records the date, the type of project, and the number of hours performed by the student

PARENTAL AGREEMENT FORMS

Medical Questionnaire

Medical Treatment Authorization...(P,W)

Marine Institute Release Form:

Parental permission for son or daughter's participation in normal academic, vocational, aquatic, diving, seamanship, activities. Releases PMI from accident liability. Also allows PMI to photograph, interview, film, etc. students for publicity purposes...(P,W)

Parental Agreement to Notify PMI of Absence ...(P,DO)

AWARDS AND DISCHARGE INFORMATION FORMS

Student Termination:

Records the date and reason a student is discharged from the program (e.g. graduation, runaway, lack of attendance, new law violation, etc.) and any known information about his/her whereabouts...(DO)

Exit Interview:

Records names and addresses of people who will know the student's whereabouts following the student's discharge from PMI. Also records student plans following discharge.

Graduation Plan:

Notifies student that his/her graduation will occur soon and that he/she must have a plan stating what he/she will be do following graduation...(A,DO)

PMI Official Transcript

Records the hours in class, hours earned, and grades obtained in various basic skills, science, and vocational classes. Also records any change in grade level achievement as measured pre and post testing on standardized Test of Adult Basic Education (TAB E) achievement tests

Perfect Attendance Day Award

Students are awarded a day off from PMI if they attend PMI for four weeks with no absences...(S,A,P,DO)

A student's file or advisee folder also contains a DYS "social history" outlining the student's contact with the court system and any reports from institutions or treatment programs that the juvenile has been enrolled in previously. It may also contain a serious incident report if the student has acted out in some extreme manner and any "contracts" written on the student. A "contract" is written when a student has violated a PMI rule, or rule of detention, probation, etc. It puts the student on notice that further behavior of this sort will lead to unfavorable termination from the program. All contracts are signed by the Director of Operations and the student.

Student Transportation

PMI uses two 15-person vans to provide transportation for its students. One van picks up students from Williamsburg, York County and the Western end of Newport News. The other van picks up students from Hampton, the East end of Newport News, and the Newport News Detention Home. As yet, the requests for admission from Suffolk City and Isle of Wight County have not warranted the creation of a separate van route for these jurisdictions. Students and probation counselors from these areas must arrange transportation as best they can. In one or two cases, a juvenile has been placed at the Crossroads Youth Home in Williamsburg where he/she has access to PMI van transportation.

V. METHODOLOGY AND LIMITATIONS OF THE EVALUATION

Methodology

In brief, the evaluation involved the following:

- o fourteen trips to Newport News in order to observe PMI classes and graduation ceremonies and to review PMI administrative and record-keeping practices;
- o a two day trip to South Carolina to observe two other day-treatment programs operated by AMI;
- o telephone interviews with 22 probation counselors or supervisors from the local District Court Service Units, and the four Juvenile and Domestic Relations judges serving the Fifth and Seventh judicial districts.
- o informal conversations with various officials of DOC and AMI, and with the directors or staff of nine other Peninsula area treatment programs for juvenile offenders.
- o face to face, formal interviews with the Executive Director, Director of Operations, and Instructor-Counselors of the PMI staff, the four juvenile and domestic relations judges serving the cities and Hampton and Newport News and the Chief of Operations of DOC's Division of Youth Services.
- o a detailed examination of student records of all students discharged from PMI as of August 31, 1989. This examination involved the collection of demographic and criminal history information.
- o review of a stratified, random sample of student files to assess the completeness of PMI record keeping
- o analysis of the offense histories of students discharged from PMI, by demographic characteristics and jurisdiction.

The questions created to solicit information about PMI from the probation counselors, judges, and PMI staff are presented in Appendices H through L.

No formal interviews were conducted with PMI students. The two-person evaluation team spent approximately 160 hours at the PMI building and had many conversations and discussions with PMI students. Nearly every student expressed the opinion that they

were glad they had the opportunity to attend PMI. Because the program was still evolving in terms of material resources, staff experience, operational procedures, etc., students' opinions about program operations were not deemed appropriate at this point in the operational history of the program

Limitations of the Evaluation

NEWNESS OF THE PROGRAM

The following sections of the report constitute the findings of the evaluation, that is, assessments of PMI's performance with respect to contract requirements, the expectations of juvenile justice practitioners, and various standards of operational efficiency. When reading these assessments and recommendations the reader should be aware that PMI has been enrolling students only since August 16, 1988. In the ensuing months PMI staff continued to renovate the PMI building, obtain better equipment and materials, and improve their operational proficiency.

Some of the observations and deficiencies noted by the evaluators, therefore, are normal inefficiencies expected of any new program and staff. Some deficiencies noted in the early part of the evaluation (June, 1989) have been corrected, or were being corrected, at the end of the evaluation period (September, 1989). The reader is encouraged to read the evaluation and recommendations of AMI Regional Director, Mr. Davis E. Powell, in Appendix B. Mr. Powell conducted a week-long evaluation of PMI in August, 1989.

IMPOSSIBILITY OF ASSESSING PROGRAM IMPACT ON RECIDIVISM

Because the DCJS evaluation was conducted during the first year of PMI operation, it was not possible to assess the program's impact with respect to the goal of reducing recidivism. On September 1, 1989, PMI had graduated only 17 students. PMI discharged another 29 students because they were charged with new law violations, failed to attend, or continually misbehaved. Five others were discharged under "favorable" circumstances short of graduation.

Except for one graduate who recidivated and is now confined at a DOC learning center, the graduates have not been charged with any new law violations. Since July 1, 1989, the PMI Community Co-ordinator has been trying to track all 51 students who have been discharged. The follow-up data is, as yet, incomplete. At some time in the future, DYS should assess the validity and reliability of PMI follow-up data.

Some deficiencies noted by DCJS evaluators appear related to the operational policies of PMI and DYS or to the particular circumstances of the juvenile justice system of the Peninsula area of Virginia. When this is the case, the policies and circumstances are identified and discussed.

DEFINING PMI'S FIRST YEAR OF OPERATION

Many of the statistics presented in this report are based on the period from July 1, 1988 to September 1, 1989. This fourteen month period is considered by DCJS evaluators as PMI's first year of operation. It includes the one and one-half months that the PMI Executive Director was renovating the PMI building, obtaining equipment and supplies, and completing the hiring of staff. It also includes the last date the evaluators were able to obtain program data prior to preparing the analyses presented in this report.

RECOMMENDATIONS

The new Virginia Department of Youth Services (DYS) will take over the contract negotiation and monitoring responsibilities spelled out in the original AMI/DOC contract on July 1, 1990. Thus even though this contract created responsibilities for DOC officials, it is incumbent upon DYS officials to respond to the recommendations of this evaluation.

VI. PMI'S PERFORMANCE WITH REGARD TO THE AMI/DOC CONTRACT

Eleven Tasks Required by the Contract

Before assessing PMI's performance with regard to its contribution to the Peninsula juvenile justice system, cost effectiveness, and operational efficiency, it is imperative that its performance with respect to its obligations under the DOC/AMI contract be examined. In order to be in compliance with the AMI/DOC contract, there were nine (9) specific tasks that PMI staff were to perform on their own and two (2) tasks that PMI or AMI officials were to perform in conjunction with DOC personnel. The evaluators found that, during its first year of operation, PMI staff performed five tasks fully and four tasks partially. One task could not be assessed at the time of the evaluation and one task was not performed at all.

In the following section, the required tasks are described and the findings of the evaluation presented. The tasks are presented in the order found in the AMI/DOC contract.

TASK 1: to "instruct...youth in the areas of job attainment skills, vocational education, and ...(provide) individualized counseling..." (Section 2.1.1)

FINDING: PMI performed this task only partially.

PMI offers classes on preparing job resumes, how to behave when being interviewed for a job, and the specific requirements and expectations of the workplace. As noted earlier, however, PMI does not offer vocational classes per se. PMI students do learn vocational skills in some of the marine-related courses (navigation, boat maintenance, and fishing, etc.) and may become certified as scuba divers or skin divers. There are no courses at present, however, that are taught by persons certified as vocational instructors.

RECOMMENDATION 1: DYS should clarify its expectations of PMI regarding vocational instruction and inform the PMI Executive Director. These expectations should be clearly expressed in the next DYS/AMI contract. At minimum, PMI should be required to offer two or three courses in which students may attain minimal certification in skills useful to the local economy. This requirement relates directly to RECOMMENDATION 5B presented below.

FINDING: PMI provides "individualized counseling" only in the most informal manner. Only one of the staff has college training in a discipline related to counseling (psychology). Instructor /counselors receive instruction in counseling at AMI College, the initial, eight-day training regimen provided all new staff, and at workshops given at staff conferences. These instructor/counselors do not conduct group or personalized counseling, however, in any clinical or therapeutic sense. At best, they meet with students individually to discuss behavior and to impart and reinforce the principles of reality therapy. In fairness to PMI, there is nothing in the contract or original program proposals that specifies the type of counseling they are expected to provide.

RECOMMENDATION 2: DYS staff should evaluate PMI's treatment strategy and assess the appropriateness of PMI's current method of counseling students. If DYS decides that individualized counseling should be a stronger component of PMI's treatment model, this expectation should be communicated during contract negotiations. At minimum, PMI advisors should be apprised as to the private and public counseling services that might be of service to PMI students.

TASK 2: to "prevent further delinquent behavior and promote a positive community adjustment for a youth with a prior history of delinquency." (Attachment A)

FINDING: It is too early in PMI operational history to assess PMI's performance on this required task.

As of September 1, 1989, only 17 students had graduated from PMI. The average length of time between graduation day and September 1, 1989 for these graduates was 99 days. In September, PMI reported that, in all but one instance, these students have maintained employment, gained entry into the armed services, or re-entered school.

AMI has an elaborate system of program follow-up. AMI and PMI staff attempt to track all students discharged from the program for 36 months. This includes graduates and non-graduates. Follow-up information is being gathered by PMI's Community Co-ordinator and by the PMI Operations Secretary. AMI has developed special software to insure that individual programs use the same format when reporting follow-up information and statistics.

RECOMMENDATION 3: DYS should assess the validity and reliability of the follow up information collected by PMI. DYS and AMI officials should be in agreement about the definition of

the term "recidivism" and the methods used to measure this concept. Follow-up information, especially statistics on PMI student recidivism, should be reported to DYS on a regular basis in a format acceptable to DYS.

TASK 3: to serve "approximately sixty (60) students during the course of the year." (Section 2.2)

FINDING: PMI has filled its contractual obligation with respect to enrollment.

The assumption underlying this requirement is that PMI enrollment would average 30 students per month and that each student would be enrolled for six months. As Table 2 indicates (see next page), between August 16, 1988 and September 1, 1989, PMI enrolled 87 students. Enrollment reached the AMI/DOC contract level of 30 students in December, 1988. PMI has maintained an average enrollment of 31 students ever since.

The average length of enrollment for the 17 students who graduated during this period was 190 days, 10 days more than the length anticipated in the DOC/AMI contract. The average length of enrollment of those students unfavorably discharged was 92 days (N=29). PMI enrolled an average of seven (7) new students per month during its first year of operation.

TASK 4: "maintain an overall ratio of one counselor/- instructor for each seven clients " (Attachment A)

FINDING: PMI fulfilled this task only partially during its first year of operation.

This was due mainly to a high rate of staff turnover, the fact that there were many occasions when instructor/counselors were not in direct supervision of students, and because the initial layout of the PMI facility impeded line of sight observation of students.

Assessment of the instructor/student ratio was complicated by the fact that detailed information about attendance, as opposed to enrollment, is not readily available. Attendance information is collected by the PMI Operations Secretary but, for some reason, is not reported to DYS. Each month, the Operations Secretary sends enrollment and discharge data, student demographic information, the average monthly attendance (expressed as a percentage), and the current status of each student to Mr. David Piercy, Manager of State and Local Court Service Units for DOC's Eastern Region. Though substantial, this is not enough information to determine the number of students who actually attend PMI on a daily basis.

TABLE 2

Number of Juveniles Enrolled and Discharged by Month,
and Number of Juveniles Enrolled on the Last Day
of each Month:
August 16, 1989 to August 31, 1989

<u>Month</u>	<u>Enrolled</u>	<u>Discharged</u>	<u>Number Enrolled at End of Month</u>
August	6	0	66
September	10	0	16
October	9	0	25
November	10	4	31
December	2	2	31
January	5	3	33
February	6	6	33
March	6	11	28
April	5	4	29
May	7	4	32
June	8	8	31a
July	5	5	31
August	8	4	34
TOTAL:	87b	51b	

^a Enrollment drops because a student committed suicide while in the Newport News Detention Home.

^b Figures include one student who was enrolled twice and discharged twice.

Aside from the number of juveniles enrolled or discharged each month, the number of students in attendance on any given day depends on the reasons why students may be absent. Students may not attend because they are sick, are being held in detention, have runaway, or have been awarded the day off because of perfect attendance (see the discussion on pages 61 and 62). The numbers of students in these statuses are not reported to DYS.

Students in these various statuses are also not considered in AMI's calculation of "average daily attendance." AMI reports attendance only in the form of a percentage. For example, in the July, 1989 AMI Operations Report, PMI is credited with having an "average daily attendance" of 95.5% for fiscal year 1988-89.

RECOMMENDATION 4: DYS should require PMI to report monthly attendance data in a format that accounts for the whereabouts of all enrollees. At minimum, DYS should be informed as to the average daily attendance (reported as a number and not as a percentage) for the month, and the number of days enrollees were absent due to sickness, detention, runaway status, or because they were awarded a day-off. The actual days of attendance of discharged students (unfavorably, favorably but short of graduation, or graduated) should be reported. DYS should also request the range of daily attendance for any given month.

The four instructor/counselors interviewed during the evaluation indicated that there were many days and times in the course their employment that the ratio of supervisory staff to students was higher than 7 to 1. The main reasons cited were fluctuations in enrollment and attendance, turnover of staff, absence of staff because of training, illness, court appearances, etc. and the initially poor design of the PMI facility.

Between August, 1988 and September 1989, the five instructor-counselor positions were filled by 10 persons. There were three Seamanship instructors, two Diving instructors, and four G.E.D. Preparation or Adult Basic Education instructors. Although it was relatively easy to replace the academic instructors, there were several four or five week periods when no Diving or Seamanship instructor was on staff. It was during these periods that the staff/student ratio was greater than 7 to 1. If one of the other four staff was sick, attending an AMI conference or training session, or out of the building for some other reason, the ratio was even greater.

RECOMMENDATION 5: (A) PMI should hire at least one more instructor/counselor on a full time basis. This position should be funded by grant monies or from locally generated contributions.

The relatively low pay of PMI instructor/counselors, and the demanding nature of their job is likely to make staff turnover a continual problem. This will be especially true for the Seamanship and Diving instructor positions, as these require relatively unique skills and training and occupants are likely to have more employment options to consider. The additional instructor/counselor would allow the other instructor/counselors to attend training sessions and take vacation days without feeling that they are increasing the supervisory responsibilities of their colleagues to an excessive degree. The addition of at least one more instructor/ counselor was also recommended in the AMI evaluation of PMI (see Appendix B).

(B) The additional instructor should be a certified to teach vocational courses that impart skills of use in the local economy.

The student/instructor-counselor ratio was also effected by the initial layout of the PMI building. The traffic pattern imposed by the location of hallways, offices, bathrooms, and classrooms made it impossible to keep students in continuous supervision. This is acknowledged by AMI Regional Administrator Davis Powell when he noted in his evaluation that "the actual layout of the interior (of the building) ... provides certain problems regarding security and supervision."

PMI has recently taken action to correct most of the traffic flow problems and to remove some of the obstacles to the continuous observation of students.

TASK:5: to "assist participants in finding jobs upon completion of the program." (Attachment A)

FINDING: PMI is currently in compliance with this requirement.

The newly hired Community Co-ordinator has contacted local businesses and has developed a job bank. Students who are about 30 days from graduation are interviewed and employment interviews are arranged. Student employment information is regularly collected by the Community Co-ordinator and reported via the AMI Student Follow-Up System.

PMI staff make it very clear to the students who are discharged, even some discharged unfavorably, that they are welcome to come back and visit PMI. The fact that the community-co-ordinator can assist any discharged student who requests help is further evidence that PMI staff recognize the importance of aftercare services.

RECOMMENDATION 6: PMI staff, particularly the Community Co-ordinator should establish a network of former PMI students. Monthly meetings should be scheduled, perhaps in the evening, where former students can meet with the Community Co-ordinator and inform him of their social, educational, or employment progress. Information about employment opportunities and the availability of other community resources should be shared. The time and place of this meeting should be communicated by newsletter.

TASK 6: to involve the parents of the students "through verbal contacts and family counseling." (Attachment A)

FINDING: PMI is only in partial compliance with this requirement of the contract.

Although all PMI instructor/counselor job descriptions state that "regular parental contact is required," the instructors interviewed acknowledged that this has been a difficult requirement to fulfill. To some extent, parental contact is not desired by the parents. To a larger extent, the instructors are so busy supervising students and trying to keep up with class and student record-keeping that parental contact suffers.

The DCJS evaluators were impressed by the dedication of the PMI staff. It was obvious that the four instructors interviewed often went out of their way to help a student deal with family problems. The impression, however, is that, unless a student's parents or guardians take some initiative to maintain contact with their child's advisor (by attending the monthly award day, for example), such contact will occur only when there is a problem or question to be discussed.

PMI instructor/counselors do not involve the parents or guardians of PMI students in "family counseling" in the clinical or therapeutic sense of the phrase. Furthermore, it is unclear as to the origin of the "family counseling" contract requirement. AMI program descriptions (seemingly written to describe AMI residential programs where students are not in daily contact with parents) do not mention family contact except to say that its important when the student enters the phase where he or she is re-integrated into home life.

The DCJS evaluators found no program description or other evidence that AMI initiates family counseling as a routine part of their treatment methodology. Given that most PMI students return home each evening, it makes sense that family counseling could contribute to the rehabilitation of PMI students. Unless DYS officials describe or define their expectations with respect to PMI's provision of "family counseling," it is not possible to assess this requirement of the contract.

RECOMMENDATION 7: DYS officials should clarify their expectations with regard to the provision of family counseling by PMI staff. PMI staff are not hired with the expectation that they will conduct family counseling. PMI staff do not routinely attempt to arrange for family counseling for the families of PMI students.

TASK 7: to conduct a needs assessment of each student and translate these needs into measurable performance objectives to be achieved within set time limits. (Attachment A)

FINDING: PMI has fully complied with this contract requirement.

Once a student is assigned to an advisor - one of the instructor/counselors or the community co-ordinator - the advisor reviews the social and psychological information about the student sent by the Court, interviews the student, and fills out a case treatment plan.

The case treatment plan is a series of one or two sentence paragraphs that describe the strengths and weaknesses of the student's social, behavioral, medical, educational, and employment histories. The advisor concludes each section by indicating changes in the student's behavior that might improve these situations. The "changes necessary" are translated into measurable behavioral goals and objectives and placed on the "Performance Objectives," and "Monthly Progress Report" forms described in the program description. Goals and objectives are changed as student's are able to take on added responsibility.

Although PMI advisors dutifully fill out the case treatment plan and forms that monitor a students progress toward accomplishing goals and objectives, there is no way to determine if this exercise is anything more than a paper exercise. DCJS evaluators did not do a content analysis of student goals and objectives or attempt to assess their appropriateness. The review of student files, however, lead to the following two observations.

First, many of the written goals and objectives were overly general or simple minded - e.g. "complete requirements to obtain the rank of Seaman," "attend class every day for a month," etc. It is not clear if these types of goals are useful to the task of changing individual behavior. It may be that PMI students, who often have not been held accountable, need to have the most simplistic goals at the beginning of treatment.

Secondly, the amount of paperwork required to record and monitor a student's progress toward his/her goals and objectives is overly burdensome. The DCJS evaluators are of the opinion that the "case treatment" plan should lay out the general goals of behavioral change, while specific objectives should be placed on a form that serves both as a document recording weekly progress and as the "Monthly Progress Report" that is sent to Probation Counselors and parents.

RECOMMENDATION 8: PMI and DYS staff should continuously evaluate the content and appropriateness of the individual goals and objectives set for PMI students.

RECOMMENDATION 9: PMI should reduce the amount of paperwork used to record and monitor a student's progress toward his/her behavioral goals and objectives.

TASK 8: "transport students to and from PMI classes."

FINDING: With the exception of students referred from Isle of Wight County and Suffolk, PMI has fully complied with this contract requirement.

The size of PMI's service area is constrained somewhat by the time it takes to get to the PMI facility in Newport News. PMI will not accept students who would have to ride on a van for more than ninety minutes to get to or home from PMI. It is assumed that such a travel time would tire a student and create attitude and behavioral problems for the instructors. It is rare, therefore, that probation counselors will refer juveniles to PMI who reside in the outlying regions of the service area.

Students from Isle of Wight County and Suffolk City must travel across the James River Bridge to get to PMI. The heavy early morning traffic and the lack of referral from these jurisdictions have, thus far, precluded the need to establish a third van route. PMI only owns two vans at this time, making it impossible to establish such a route in the near future. As of September 1, 1989, there have only been seven referrals from these jurisdictions. These students have been transported by their parents or have been able to ride the buses that travel to the Newport News Ship Building company.

The juvenile judges that serve these jurisdictions are supportive of PMI and would like to refer more students to the program. PMI officials are hopeful that the demand and budgetary resources will improve so that a van route to and from these jurisdictions can be established.

RECOMMENDATION 10: PMI should explore the possibility of contracting with private or public transportation services that provide commuter services between Suffolk and Isle of Wight county and downtown Newport News.

TASK 9: "AMI staff and designated Court Service Unit counselors are to develop a criteria list for intake, participation and removal from the AMI program under the guidelines set by the Deputy Director of DYS." (Attachment B)

FINDING: This contract requirement has only been partially complied with.

As noted in the program description, the then Acting DYS Deputy Director, Mr. Glenn Radcliffe, issued a memorandum on August 31, 1988 along with an attachment titled "Peninsula Marine Institute Referral Criteria." The memo and attachment are presented in Appendix F. In the memo, Mr. Radcliffe refers to the attachment as "referral guidelines." There is no evidence that AMI staff or the unnamed "Court Service Unit counselors" ever developed a "criteria list for intake, participation and removal" referred to in the contract. This task was never undertaken.

The referral or intake criteria that was established, of course, was the list of attributes listed in the AMI/DOC contract and in the Radcliffe memo described in the section above titled "Client Population Served." The question of whether these criteria are being applied is discussed under Task 10 below. A related discussion of the "student referral process," including recommendations, is presented in Section IX.

RECOMMENDATION 11: DYS officials should examine PMI's performance during its first year and re-issue or clarify the criteria it expects DYS probation counselors to apply when considering a juvenile for admission to PMI. The subject of referral criteria is also dealt with in recommendations 17, 18 and 23.

The criteria for continued participation in PMI are not clearly specified. To a large extent they are spelled out in the PMI graduation requirements. During the first year of PMI's operation, however, five students were "favorably discharged" rather than graduated. These students did not meet all the requirements for graduation yet they were discharged from the program. A review of their files did not reveal whether they

simply left the program on their own, were asked to leave by the PMI staff, or left after consulting with the staff. One PMI staff member said that several of these students left on their own, and later, when it was learned that they were employed, were they classified as being "favorably discharged."

All AMI day treatment programs allow for the possibility of favorable discharge short of graduation. AMI officials maintain that this status is granted only if a student is sufficiently rehabilitated. The criteria used to determine if rehabilitation is sufficient is not readily available. DCJS evaluators were told that the granting of "favorable discharge" status is usually a judgement call by the program Executive director and Director of Operations.

According to the PMI Director of Operations, a student can be favorably discharged who has (1) been enrolled at least six months, (2) has made good effort but not good enough to qualify for graduation, and (3) has arranged to transfer from PMI to a job, the military, school, etc. The question of how PMI students are classified as "favorably discharged" was not addressed in the evaluation conducted by the AMI Regional Administrator.

In general, PMI students are expected to adhere to PMI rules, make sufficient progress towards graduation, and not incur any new law violations. It is the Director of Operations' responsibility to determine when a student is not adhering to the rules to the extent that he or she should be terminated. The interviews indicated that rules have been enforced differently under the two different Directors of Operations. The current Director of Operations, Mr. Leviticus Bass, is perceived as much more consistent in the application of these criteria.

Several probation counselors also were concerned about PMI's willingness to initiate the discharge of students who were misbehaving or who had runaway. These counselors expressed the opinion that PMI staff were too indecisive in these situations and seemed to want the Court to remove students from the program rather than themselves.

RECOMMENDATION 12: DYS and AMI officials should establish criteria for discharging a PMI student unfavorably and for discharging a PMI student favorably, yet short of graduation. These criteria should be written out. The method or process by which these criteria are to be applied should be specified. When a student is discharged unfavorably or favorably, yet short of graduation, the reasons and facts related to such discharges should be recorded in the students' files and reported to DYS.

TASK 10: To treat juveniles who are between the ages of 14 and 17, have committed a serious crime, and " have exhausted all efforts of probation staff and juvenile court to effect any documented behavior (Attachment A). These are the same referral criteria as those set forth in the Radcliffe memo.

FINDING: The available data permits the conclusion that PMI staff are dealing with juveniles whose offense histories are at least as serious as the overall population of the learning centers. It also allows the conclusion that PMI have dealt with "at risk" juveniles to the extent required by the AMI/DOC contract. We find that PMI is in compliance with this required task.

The PMI program is designed to treat juveniles whose criminal histories are extensive enough to merit commitment to a DOC learning center, but whose behavioral pattern does not pose an immediate threat to the larger community. Task 10, thus required PMI officials to treat juveniles who have offense histories that are, if not the same, at least similar to that of juveniles committed to learning centers. To determine if this requirement is being met, information about the offense histories of PMI students and learning center students were obtained.

Information about the offense histories of learning center students was obtained from two sources. First, a newly published report, Characteristics of Youth in Virginia's Learning Centers (produced by the Behavioral Services Unit of DOC's Division of Youth Services) provided information about all youth committed between July 1, 1985 and June 30, 1987. Second, a set of special computer runs were used to generate offense history information on all youth committed to learning centers from the judicial districts of PMI's service area. The latter were produced under the direction of Dr. Dennis Waite, Chief Psychologist of the DYS Behavioral Services Unit.

Offense history information on PMI students was produced by examining the social histories included in the files of all PMI students discharged between November 2, 1988 (the date the first student was discharged) and August 31, 1989. During this period, twenty-nine (29) students were unfavorably discharged, five were "favorably discharged," and seventeen (17) were graduated.

Social histories are brief narratives written by juvenile probation counselors describing the offense history of juveniles who come before the Court. Unfortunately, the evaluators found that the social histories written by the probation counselors in the Peninsula area do not have a standardized format. In

addition, the writing was often vague as to whether a juvenile was convicted or merely charged with an offense. Some of the social histories did not account for the entire period between the juveniles first contact with the Court and his or her enrollment at PMI. The files of two of the students had no social history information at all.

Because of the condition of the PMI student social histories and other inadequacies of PMI record keeping, to be discussed below, only the files of the 51 students discharged were fully examined. Of these, only 41 had social histories that were complete or understandable enough to be included in the analysis of student offense histories.

In examining a student's social history, the evaluator recorded the number and type of offenses for which the youth had been found guilty. Then, following the method devised by the DYS Behavioral Services Unit (FOOTNOTE 10),:

"the individual offenses were classified according to degree of seriousness into four levels. Level 1 offenses were the least serious and Level 4 offenses were the most serious. The actual assignment of specific offenses to the Levels was based on a review of the Virginia Criminal Code. ...

... Committing offenses were weighted twice as heavily as the same prior offenses. Points were assigned to each offense and totaled to provide a relative measure of overall delinquent history. A youth with 50 offense points had either more serious offenses or more total offenses than a youth with 10 points. Offense points were assigned to each offense according to the level of seriousness of the offense as follows:

	LEVEL 1	LEVEL 2	LEVEL 3	LEVEL 4
Committing Offense:	2	10	25	50
Prior Offense:	1	5	12	25"

A sampling of offenses assigned to the different levels of seriousness is presented in Appendix M.

Up to four committing and up to eight prior offenses by PMI students were assigned offense points according to the point system above. Alleged offenses resolved at intake and offenses charged against the student but held over by the Court, Nolle

Prossed, or dismissed, were recorded but not assigned offense points. A committing offense was defined as one of the offenses which lead the Court to recommend the juvenile for PMI. A prior offense was defined as one for which the juvenile had been previously adjudicated guilty. This restriction of four committing and eight prior offenses was necessary so that the DCJS analysis would duplicate that of DYS (FOOTNOTE 11). Only two of the 41 students had more than four committing or eight prior convictions.

A comparison of the average offense points of the PMI discharges and the average offense points of both the general population of the DYS learning centers, and those juveniles committed to learning centers in FY 1989 from the Peninsula area is presented in Table 3. The data suggests that the question of whether PMI is dealing with juveniles whose offense histories are similar to juveniles in learning centers can be answered in two ways. PMI's discharges are similar in offense history with the general population of the learning centers, but, on average, have less serious criminal histories than those of juveniles actually committed from the Peninsula area in FY 1989.

There are several reasons why it would be unrealistic to conclude from the data in Table 3 (see next page) that PMI is not dealing with juveniles who are truly at risk of being committed to a learning center.

First, there are some data reliability problems. The offense information in the PMI file social histories may be incomplete or unreliable. The classification of offenses into different levels of seriousness involved judgement by the DYS psychologists. The fact that only 12 offenses were included in the scoring of the offense histories of the learning center students. All of these factors could produce unreliability in the data.

Secondly, although unlikely, the PMI discharges may not be representative of the juveniles who are currently being enrolled at PMI. Five or six of probation counselors indicated that they are no longer recommending the most serious or troublesome juveniles for PMI. To make a strong conclusion about the type of offense history possessed by the average PMI student today from a sample of discharges, most of whom were admitted when PMI was trying to build up its caseload, would be unrealistic.

Third, because PMI excludes certain types of juveniles such as drug addicts, severely emotionally disturbed, chronically violent types, etc., it is unrealistic to assume that the average PMI student will be similar in offense history to that of the group actually committed to learning centers by the Peninsula area courts.

TABLE 3

Comparison of Average Offense Points of PMI and DYS
Learning Center Students by Sex and Race

	PMI ^a Students (N)	Learning Center ^b Students (N)	PMI Area ^c Learning Center Students (FY 1989) (N)
Total Sample:	21.6 ^d (41)	21.1 (2,377)	28.1 (109)
Sex			
Males:	22.4 (37)	22.7 (2,047)	29.3 (95)
Female:	14.8 (4)	10.8 (330)	18.4 (14)
Race			
Blacks:	22.5 (26)	23.0 (1,172)	30.6 (76)
Whites:	20.0 (15)	19.3 (1,205)	21.3 (33)

^aBased on PMI students discharged as of August 31, 1989 who had adequate offense history information.

^bAll youth committed to the Department of Corrections between July 1, 1985 and June 30, 1987, as presented in Characteristics of Youth in Virginia's Learning Centers, September 14, 1989, Division of Youth Services, Virginia Department of Corrections.

^cJuveniles committed to learning center from jurisdictions served by PMI. Offense information based on information compiled by the DOC Division of Youth Services' Behavioral Services Unit.

^dAll average offense points reported are based on offenses for which the juveniles were adjudicated guilty.

Fourth, the PMI dischargee sample is skewed in favor of juveniles from Hampton and Newport News, the two urban centers in the area whose socio-economic conditions are most likely to produce juvenile offenders. Thirty-three or 80% of the 41 students whose social histories were judged suitable for offense scoring were either from Hampton or Newport News. Thus, the average offense score of this group may not have been representative of the average score for the PMI student population as a whole.

On any given day in the past six months, the percentage of PMI enrollees from Newport News and Hampton was only sixty or seventy percent of the total number enrolled. There has been a gradual increase in the number of students enrolled from the more rural Fifth and Ninth Judicial Districts. This would tend to lower the average offense score of the PMI student population.

Again, because the PMI's referral criteria have been in flux during its first year and because PMI screens out juveniles who constitute a threat to the larger community, it is unrealistic to expect that a profile of PMI students would match that of juveniles committed to the learning centers, especially those usually committed from Newport News or Hampton. It is concluded, therefore, that the similarity in average offense points between the PMI dischargees and the general population of the learning centers is evidence enough that PMI staff have been dealing with "at risk" juvenile offenders to the extent required by the AMI/DOC contract.

RECOMMENDATION 13: DYS should work with Peninsula area judges and probation counselors to develop a standardized format for the writing of social histories. This format should make it clear as to the time period covered by the social history, the seriousness of each offense (felony or misdemeanor), and the number of offenses resolved at intake, Nolle Prossed, dismissed, held over, or adjudicated not innocent.

RECOMMENDATION 14: PMI staff should not enroll a juvenile until they have received a social history for the student from the Court that is complete and understandable.

TASK 11: "AMI officials and Court Service Unit personnel are to develop a program evaluation model (Attachment B).

FINDING: This task has not been performed.

When queried about this requirement, the PMI Executive Director referred the DCJS evaluators to AMI officials in Florida. The latter officials said that any reference the contract makes to an "evaluation model" must be refer to the AMI data collection system. This system requires each program to submit the following information monthly:

Student Enrollment
Student Service Days Provided
Attendance Data
Number of Highschool Diplomas Awarded
Average Grade Level Increase of Favorably Terminated Students
Demographic Characteristics of Enrollees
Number of Students Graduated or otherwise Favorably Terminated
Number of Students Placed in Jobs, Returning to School, Admitted to the Military or Jobs Corps
Number of Runaways, New Law Violators, Truants

Although the AMI Data Collection System records a great deal of information about the results of AMI programs, it does not appear to fulfill the program evaluation requirements of DYS. Any evaluation model should provide DYS with a method to check the validity and reliability of what is being reported by the service provider. As it stands, there is no easy way for DYS officials to verify whether the figures reported to AMI by PMI officials are correct. Unfortunately, the AMI/DOC contract does not specify the information that AMI or PMI must report to DYS so that DYS can perform its program monitoring and evaluation responsibilities.

RECOMMENDATION 15: DYS officials should work with AMI and PMI officials to develop an evaluation model that provides periodic assessment of PMI productivity and performance. This model should include an annual analysis of the reasons students have been unfavorably discharged or favorably discharged sort of graduation. This model should also include a method by which PMI or AMI supplied data can be periodically verified by DYS staff.

RECOMMENDATION 16: DYS officials must determine the type and amount of information they should receive from PMI in order to discharge their program monitoring and evaluation responsibilities. At minimum this information should include detailed enrollment and attendance data, student social history and demographic information, recidivism data on former student, and the facts and reasoning surrounding unfavorable and favorable-short-of-graduation discharges. A description of the required information should be included in the AMI/DYS contract.

SUMMARY

PMI has complied in full with the most essential tasks required of the program in its first year of operation. PMI has met its contract enrollment requirement, has served the "serious" juvenile offender, has established individualized goals and learning objectives for its students, has set up an employment assistance program, and operated a student transportation system. Its main weaknesses have been its failure to consistently maintain the expected 1 to 7 instructor-counselor/student ratio and its failure to develop a program to impart useful vocational skills to its students.

Some of PMI's shortcomings with regard to the AMI/DOC contract are the result of the vague wording of the contract. In future contracts, DYS and AMI officials must clarify their expectations with respect to the types of juvenile offenders who may or may not attend PMI, the extent to which individualized or family counseling will be incorporated into PMI's treatment model, and the type and frequency of program information that will be forwarded to DYS so that DYS can meet its monitoring and evaluation responsibilities.

VII. PMI PERFORMANCE WITHIN THE PENINSULA JUVENILE JUSTICE SYSTEM

Opinion of Juvenile Justice Professionals

Perhaps the most critical question to be addressed by the evaluation is whether PMI is making a positive and effective contribution to the operation of the Peninsula juvenile justice system. In addition to making our own assessment, we interviewed 21 of the 25 probation counselors or probation supervisors who decide whether to recommend admission to PMI as a preferred sentencing option. We also interviewed the judges of the four Juvenile and Domestic Relations courts who can sentence qualified juvenile offenders to PMI. Discussion were also initiated with the directors of seven other programs which serve juvenile offenders in the Peninsula and Hampton Roads area.

Twenty-one probation counselors or probation supervisors were interviewed: seven from Newport News, six from Hampton, five from the Williamsburg, James City County and York County court services unit, and three from the Suffolk, Isle of Wight County court service unit. The probation counselors, probation supervisors and judges were interviewed from written questionnaires that are presented in Appendices H through L.

Most of the questions are open-ended and were designed to solicit each respondent's opinion about PMI's performance to date. A content analysis of the completed questionnaires was conducted by the two evaluators and a compilation of positive and negative opinions about various aspects of the program was made. Interviews with area program directors were less formal and a review of the notes from these interviews serves as the basis of any findings reported

The interviews revealed a great deal of information about the weaknesses and strengths of the program in its first year of operation. Opinion ranges from disappointment to unequivocal praise and support. Some of the opinion concerns PMI administrative practices and procedures. This information will be presented in Section IX below.

The three most important findings revealed by the interviews are as follows:

WIDESPREAD SUPPORT FOR PMI

Widespread support for PMI exists among the probation counselors, judges, and area juvenile justice professionals. The evaluators were impressed by the fact that eighty or ninety percent of the juvenile justice professionals contacted expressed praise or support for the PMI program. This praise or support exists, in many instances, even when professionals are less than happy about certain aspects of the program.

Support exists because many of the professionals believe in PMI's program concept. They like the fact that it stresses the work ethic, individual responsibility, and the building of self esteem through positive reinforcement. They concede that, thus far, PMI has been reasonably successful.

Some support PMI because they believe PMI is a better sentencing option than placement in a "286" residential program or commitment to a learning center. A majority of the probation counselors expressed the view that learning centers were little better than "human warehouses". They also complained about the long pre-admission waiting periods and burdensome paperwork requirements of "286" programs - two costs of placement that, thus far, do not characterize the PMI program. For these counselors, PMI would always be the preferred sentencing option.

All the probation counselors were asked the following question:

Q: From what you have seen so far, is PMI an effective alternative to placement in a DYS learning center?

Fifteen (15) of the 21 probation counselors interviewed agreed that PMI is an effective alternative to the learning center. Two disagreed and four said the verdict is still out. Five of those responding favorable were probation counselors from Newport News, and four were from Hampton.

Some of the support for PMI exists because the juvenile justice professionals see the demand for juvenile services as much greater than the current supply. These counselors implied that any kind of day treatment program, even one with some initial administrative inefficiencies, is welcome.

The probation counselors were asked:

Q: How important is PMI, that is, does it perform a role or serve a function that otherwise would not be served in the Peninsula juvenile justice system?

Fifteen of the probation counselors and four of the judges said that, from what they had observed, PMI is serving a unique role in the local juvenile justice system. They liked the option of taking juveniles out of their normal routines and placing them in a program that offers interesting experiences and a means for developing self esteem.

CONFUSION ABOUT PMI REFERRAL CRITERIA

FINDING: As noted in the program description, PMI was originally conceived as a program for juvenile offenders who had failed to respond to other treatment programs, were at risk of being committed to a DYS learning center, and who did not pose a threat to the larger community. The interviews indicated that most of the probation counselors and judges are unsure if these criteria are still in effect.

Three probation counselors said that the PMI staff were initially unable to deal successfully with the hard-core juvenile offender. Five others had reservations about their ability to do so at present. These eight are among the eleven counselors who suggested that PMI is most suitable for juveniles who are on a course toward but still some ways from commitment to a learning center. These counselors implied that it was this type of juvenile whom they were most likely to recommend. In addition, four of the judges indicated a willingness to recommend juveniles who were not quite at the "last chance" point of their criminal history. Two other judges were of the opinion that the original criteria were still in effect and that, if a softening of these criteria had occurred, they had not been informed. One of these judges, wishing to recommend a juvenile to PMI as a condition of probation, that is, not in lieu of commitment to a learning center, requested the PMI Executive Director meet with him to discuss the matter.

Several probation counselors, assuming that the original criteria are still in effect, complained that they are too restrictive. These counselors resent the fact that juveniles have to be convicted of a serious crime before they can be recommended to PMI.

The trip to the two AMI day-treatment programs in South Carolina was instructive on the point just made. These programs, as most AMI programs, accept juveniles who are not "hard-core" juvenile offenders. Juveniles who have a series of CHINS violations or are considered beyond parental control, and who live in a jurisdiction that offers few treatment options are eligible for admission into South Carolina's marine institutes.

Furthermore, because some of these CHINS-type juveniles end up in South Carolina's learning centers, a formal screening process has been established whereby these juveniles can be removed from the learning centers, sent to state funded group homes near the institutes, and enrolled in the AMI programs.

RECOMMENDATION 17: (A) DYS officials, including a number of probation counselors, the juvenile and domestic relations judges who recommend juveniles to PMI, and PMI managers should meet and come to a consensus about the type, or types of juveniles who should attend PMI (same as Recommendation 11).

(B) The referral criteria should be clearly written and sent to all judges and court service unit personnel.

(C) A committee of the PMI Board of Trustees should monitor the recruitment process and verify each year that these criteria are being applied. This verification should be reported to DYS and the juvenile and domestic relations judges.

DISAPPOINTMENT AND PERCEIVED LACK OF SUCCESS WITH HARD-CORE JUVENILES

The probation counselor and judge interviews revealed some feelings of disappointment and some opinion that PMI has not worked successfully with "hard-core" juveniles. Eight of the counselors expressed the opinion that PMI staff either could not handle the hard-core offender or that the program design simply does not accommodate this type of juvenile.

The two Juvenile and Domestic Relations District Court judges from the Eighth Judicial District (Hampton) were especially disappointed. As of August 15, 1989, these judges had referred 22 juveniles to PMI. Fourteen (64%) of these juveniles had been unfavorably discharged from the program. Three were graduated, one was favorably discharged and four were currently enrolled. For the sake of perspective, only eleven (11) or 23% of the 46 juveniles referred by the two Newport News judges had been unfavorably discharged from PMI by this date.

Apparently as a consequence of the judges' disappointment, enrollment of Hampton juveniles in PMI has declined (see Table 4). Whereas, Hampton judges recommended 16 juveniles to PMI in its first four months of operation, only nine (9) have been recommended between January and November, 1989. Hampton referrals constitute only 24% of PMI's total enrollment, well below the 38% share originally anticipated.

TABLE 4

PMI Student Enrollment By Month and Court District:
August 16, 1989 - November 1, 1989

MONTH	7th District	8th District	9th District	5th District
	<u>Newport News</u>	<u>Hampton</u>	<u>York County Williamsburg</u>	<u>Isle of Wight Suffolk</u>
August, 1988	3	3	0	0
September	7	1	2	0
October	3	5	1	0
November	3	7	0	0
December	0	0	1	1
January, 1989	2	1	0	2
February	4	1	1	0
March	4*	1	0	1
April	3	2	0	0
May	5	1	1	0
June	7	0	0	1
July	4	0	0	1
August	4	0	3	1
September	4	1	0	1
October	8	2	1	0
TOTAL:	61	25	10	8

* Figures includes the second enrollment of one juvenile.

PMI's lack of success with the Hampton referrals is difficult to explain. The general consensus among some PMI staff and some of the Hampton probation counselors is that PMI should not have taken these particular Hampton juveniles in the first place. The usual comment was that PMI was just getting started and was admitting every juvenile recommended because PMI staff wanted to bring the program's caseload up to that specified in the contract as soon as possible. PMI accepted juveniles who they would judge as unacceptable today. There is no way to verify this kind of speculative explanation.

A more objective method of learning whether PMI has been successful with hard-core offenders or whether juveniles from the different judicial districts served by PMI have different offense histories is available through an examination of the offense records of PMI discharges. Since thirty-three or 80% of the discharges are from Hampton or Newport News, the tables used in this analysis will only present data on students from these two jurisdictions.

The reader should review the methodology used to assign offense points to PMI students that was presented earlier in Section VII.

Table 5 (see next page) presents a comparison of average offense points of discharged PMI students from Hampton and Newport News, by total group, sex, and race. The data suggest that there is not much difference between the students discharged from the two jurisdictions. In fact, if anything, the discharged students from Newport News have a slightly higher average number of offense points than those from Hampton. There is nothing in the data that can help to explain the disappointment expressed by the Hampton judges.

TABLE 5

Comparison of Average Offense Points of PMI Students Discharged
as of August 31, 1989 and those students among this group
from Hampton and Newport News; by Sample, Sex and Race

	<u>Total</u> <u>PMI</u> <u>Student</u>	<u>(N)</u>	<u>Hampton</u> <u>Students</u>	<u>Newport</u> <u>(N)</u>	<u>News</u>	<u>(N)</u>
Total Sample:	21.6	(41)	20.1	(16)	22.4	(17)
Sex						
Males:	22.4	(37)	21.7	(15)	21.4*	(14)
Female:	14.8	(4)	9.0	(1)	16.7	(3)
Race						
Blacks:	22.5	(26)	22.2	(13)	22.9*	(9)
Whites:	20.0	(15)	15.3	(3)	17.9*	(8)

*Contains 1 score that skews the average upward.

TABLE 6

Demographics and Criminal History Information
of Hampton and Newport News Juveniles Discharged
from PMI between March 1 to August 31, 1989

	HAMPTON GRADS. (N)	NEWPORT NEWS GRADS. (N)	HAMPTON UNFAVS. (N)	NEWPORT NEWS UNFAVS. (N)
% Males:	75% (3)	90% (10)	100% (14)	83% (10)
% Females:	25% (1)	10% (1)	0% (0)	17% (2)
% Black:	50% (2)	63% (7)	85% (12)	41% (5)
% White:	50% (2)	37% (4)	15% (2)	59% (7)
Average Age (years)	16.7 (4)	15.9 (11)	15.7 (14)	16.5 (12)
Average Length of Enrollment (months)	6.8 (4)	6.8 (11)	2.9 (14)	3.3 (12)
Range of Length of Enrollment (months)	6.6 to 7.8 (4)	4.7 to 9.5 (11)	0.6 to 6.2 (14)	0.9 to 6.6 (12)
Average Number of Convictions:	3.0 (3)	4.4 (7)	5.8 (12)	4.3 (10)
Average Number of Court Contacts:	2.5 (3)	4.1 (6)	6.5 (13)	4.4 (9)

TABLE 6 continued:

	<u>HAMPTON GRADS. (N)</u>		<u>NEWPORT NEWS GRADS. (N)</u>		<u>HAMPTON UNFAVS. (N)</u>		<u>NEWPORT NEWS UNFAVS. (N)</u>	
Average Offense/ Points:	17.3	(3)	23.6	(7)	22.4	(12)	18.4	(10)
Average Adjusted Offense Points:	N/A		15.3	(6) ^c	N/A		13.8	(9) ^c
Range of Offense Point Scores:	8 to 35	(3)	3 to 73	(7)	5 to 36	(13)	2 to 59	(10)
Median Offense Point Score:	9	(3)	10	(7)	24	(12)	10	(10)
Average Length of Criminal History (years):	1.0	(4)	1.7	(12)	2.8	(12)	3.0	(10)
Average Adjusted Length of Criminal History (years):	N/A		N/A		2.6	(11) ^d	2.3	(8) ^d
Range: Length of Criminal Histories (years)	.33 to 1.50	(4)	.75 to 3.10	(7)	1.80 to 5.00	(12)	.90 to 5.70	(10)

^aA GRADS category includes both graduates and those juveniles "favorably discharged." One Hampton juveniles was favorably discharged and two Newport News juveniles were favorably discharged.

^bOffense points assigned according to methodology described in Section of the Text.

^cOutlier offense scores of more than 50 removed from the calculation.

^dOutlier lengths of 60 months or more removed from the calculation.

Table 6 presents a much more refined look at the criminal histories and demographic characteristics of the Hampton and Newport News students. The critical difference with Table 5, of course, is that it compares PMI graduates (including four students who were "favorably discharged") with juveniles who have been "unfavorably discharged" from PMI. It also adds three other measures of criminal history:

1. average number of contacts with the court prior to PMI enrollment;
2. average number of convictions (individual criminal charges on which the juvenile was adjudicated not innocent) prior to PMI enrollment; and,
3. average length of criminal history.

The data in Table 6 reveals a great deal more about the discharged students from Hampton and Newport News. Of particular interest are the differences between the Hampton and Newport News students who have been unfavorably discharged. When compared to the Newport News students, the Hampton students who were unfavorable discharged:

- were more likely to be male;
- were more likely to be black;
- were younger;
- had been enrolled at PMI for a shorter period of time at the point of discharge;
- had more prior convictions;
- had more prior contacts with the juvenile court;
- had higher offense point scores; and,
- (when outliers are removed) had longer histories of criminal behavior.

The difference in average offense points between the two groups of unfavorably discharged students is especially noteworthy. When an outlier score of 59, assigned to a Newport News student, is removed from calculation, the average offense points of the Newport News students drops from 18.4 points to 13.8 points. This compares with an average offense point measure of 22.4 for the Hampton students.

The adjusted difference is much more compatible with the difference that exists between the groups in terms of median offense score. The median offense score for the Hampton students is 24 and the median score for the Newport News students

is only 10. Clearly, the Hampton students who were unfavorably discharged had worse criminal histories than those from Newport News. Because this "unfavorably discharged" group makes up eighty percent of all Hampton students discharged in the first year, it is understandable why the Hampton judges came to believe that PMI was not being successful with the more serious offender.

RECOMMENDATION 18: After the PMI referral criteria have been clarified and implemented, the PMI Executive Director, the Hampton Juvenile and Domestic Relations Judges, and the local probation counselors should meet and evaluate the success or failure of the Hampton juveniles who have been referred to PMI.

It should be noted that twelve of the fourteen (14) Hampton students who were unfavorably discharged during PMI's first year of operation were discharged before March 30, 1989. These students were admitted early in the history of the program and were discharged early. PMI officials must provide assurances to the Hampton judges that juveniles referred from Hampton will be screened carefully, and that the reasons for unfavorably discharging any of these juveniles will be clearly documented and communicated to the judges.

VIII. PMI COST EFFECTIVENESS

FINDING: With all factors considered, PMI was found to be a cost effective program.

PMI is a less costly sentencing or placement option than DOC learning centers or the residential programs funded through the "286" Special Placements Program. These programs are the most likely alternative sentencing options for the type of juvenile sent to PMI. PMI is also a less expensive option than the "286" funded "partial-hospitalization," and "detention outreach" programs in the Peninsula area.

Determining the Per-Student Cost of PMI

The FY 1989 per-student cost of the PMI program can be calculated in two different ways; one that uses enrollment data and one that uses attendance data. The enrollment method yields a monthly, per-student cost of \$908.00 and the attendance method yields a monthly, per-student cost of \$1,294.

Cost calculations were based on information that PMI sends to AMI headquarters in their monthly Operations Report. Furthermore, these calculations were based on the enrollment and attendance data reported for the last six months of FY 1989. This was done because previous to January, 1989, PMI was still building up its caseload to the required level. To estimate FY1989 total enrollment and attendance days, the six month totals were simply multiplied by two.

According to the data contained in the reports, PMI student enrollment days total 11,051 and days of attendance total 8,112. The reasons for this disparity are many. First, attendance days, referred to by AMI as Client Service Days, normally accumulate only on the days that PMI is normally in session, that is, from Monday through Friday. Client Service Days may be earned on weekend days, of course, when students are under the supervision of staff during trips or while working on community service projects.

Secondly, enrolled students may be placed "on-leave" and not included in attendance figures because:

they have violated a detention home rule and are being confined;

they have violated a PMI rule and are not being allowed to attend;

they have been charged with a new law violation and are being held in detention;

Enrolled students are also not included in attendance figures when they have runaway and their whereabouts are unknown; when they have been granted an excused absence because of illness; and when they take a "perfect attendance day." A perfect attendance day is earned when a student attends every day for a month.

PMI also accumulates more enrollment days than attendance days because AMI allows PMI to count discharged students as enrolled, for up to five school days, when the slot filled by that student remains unfilled.

PMI does not have control over most of the factors accounting for the difference between the number of enrollment days and attendance days. AMI and PMI policies do account for some of this difference, however, and the DCJS evaluators believe it is important that PMI inform DYS why enrolled students are not in attendance (see Recommendation 4). Since the PMI services paid for by state funds can only be provided on days that students are in attendance, an "enrollment day" versus "attendance day" cost comparison is valid and informative. PMI must do whatever possible to narrow the gap between student attendance and enrollment days.

The average monthly cost per student based on enrollment days is \$908.10 and was calculated as follows:

PMI average daily enrollment (ADE) FY1989 = 31.67 students
ADE times the number of contract days (365) = 11,560
Contract cost (\$350,000) divided by 11,560 = \$30.27 daily cost
Daily cost (\$30.27) times 30 days (average days in a month) = \$908.10

The average monthly cost per student based on attendance days is \$1,294.20 and was calculated as follows.

PMI FY1989 Client Service Days = 8,112 (CDS)
Contract cost (\$350,000) divided by CDS = \$43.14 daily cost
Daily cost (\$43.14) times 30 days (average days in a month)
= \$1,294.20

Comparative Cost of Sentencing or Treatment Options

The question of whether PMI is "cost effective" is complicated by the fact that the treatment options available to Peninsula area probation counselors and judges are relatively incomparable. These options include the DOC learning centers, "286" residential and non-residential programs, and publicly funded intensive supervision programs. Each of these options differ in the degree to which juveniles are supervised and in the degree to which they subscribe to a clinical and/or family systems approach to treatment.

PMI plays a unique role in the Peninsula juvenile justice system. PMI serves the serious juvenile offender who would benefit from being taken out of his or her daily routine, and placed into a positive environment offering new learning experiences and a new opportunity for the development of self-esteem. It does not remove the juvenile from his or her family environment as would a learning center commitment or placement in a 286 residential program. In addition, placement at PMI has been at least to date, a readily available and administratively simple option.

The PMI program does not (as currently implemented) involve family counseling or a "family systems" approach as some partial-hospitalization and detention outreach programs do. The latter programs, however, provide minimal face to face contact with the juveniles, utilize a shorter treatment period, and leave juveniles within their school and family environment. In most instances they do not treat the same type of juvenile as PMI.

Because the treatment options are as apples and oranges, a comparison of the per-student costs of the different programs will not reveal the option that is most cost effective. Such a comparison is instructive, however, in that it provides a basis for choosing when more than one type of program is thought to be appropriate for a particular juvenile offender.

The FY 1988-89 cost, per-month, of placing a juvenile offender in various types of treatment programs is presented below. Information about the source and comparability of these figures is presented in footnote 9:

PMI (enrollment data calculation)	\$908
PMI (attendance data calculation)	\$1,294
DOC Learning Center	\$2,702

"286" Funded Residential Program

\$3,210

Given that some juvenile justice professionals are advocating an increase in the use of home-based, intensive-supervision programs for serious offenders, the following monthly cost figures are provided. The reader is reminded that these programs currently do not treat the type of offender PMI was created to serve.

Community Based Services detention outreach program	\$1,192
Peninsula Psychiatric Hospital: Adolescent Partial Hospitalization Program	\$2,215
Tidewater Psychiatric Institute: Kidscope Partial Hospitalization Program	\$1,800

RECOMMENDATION 19: Because PMI has met its basic contract requirements, has progressed in terms of administrative proficiency, has gained the support of the great majority of juvenile justice professionals in the Peninsula area and is the least costly sentencing option for many juveniles who are "at risk," the General Assembly should continue funding of this program for the 1990-1992 biennium.

Furthermore, it is recommended that DYS re-evaluate PMI during FY 1992. DYS should inform the General Assembly about the methods PMI used to implement the recommendations of the DCJS evaluation, and whether PMI was successful in this implementation. It should advance the evaluation process by assessing PMI's impact on student recidivism. The evaluation report should be forwarded to the General Assembly prior to the consideration of PMI funding for the 1992-1994 biennium.

IX. OTHER FINDINGS OF THE EVALUATION

Record Keeping

FINDINGS: DCJS evaluators traveled to PMI on six different occasions during the months of July and August, 1989 to examine student records. The record folders of all students (enrolled and discharged) were inspected at one time or another. The record folders often differed from one another in the number and order of the records they contained. A sample of 33 student folders were examined for completeness. This sample included 12 folders of students who had graduated, 10 of students who had been unfavorably discharged and 11 of students recently enrolled.

Of the sample folders:

5 (15%) contained no enrollment forms;

5 (15%) contained no case treatment plans

9 (27%) contained no social histories

5 (22%) of the 22 discharged student folders contained no monthly progress reports;

10 (45%) of the 22 discharged student folders contained no termination notices.

The security of the student records was inadequate. Some files were being kept in an unlocked file cabinet in the Director of Operations' office which was, prior to the most recent renovation of the PMI building, often accessible to students.

The probation counselor interviews revealed a good deal of disappointment with the consistency and timeliness with which PMI sends out monthly progress reports. These reports update the progress and problems of each student and are supposed to be sent to probation counselors and parents each month. From the comments heard, and the examination of student folders, it is clear that monthly progress reports are not always prepared or sent out.

During the course of the evaluation, the evaluators were provided with a number of documents which recorded the number of students which PMI had enrolled and/or discharged. No two documents were completely in agreement with each other in terms of the number, identity, or jurisdiction of the enrolled and discharged students.

Though impossible to verify, our discussions with PMI staff lead us to believe that there has been some confusion about who is responsible for maintaining student records. It also clear that the Operations Secretary had not been trained or informed about all the AMI rules for maintaining enrollment and discharge statistics. For example, PMI does not have to count a student in its enrollment statistics who is admitted but is unfavorably discharged within 10 school days. The evaluators are not convinced that this rule is always applied in the same way. Several students in this category had enrollment periods of over a month. Whether these enrollment days were included in the operations reports for the months these students were on the books is not known.

RECOMMENDATION 20: DYS officials should develop a method for verifying the appropriateness, completeness and reliability of PMI student records. This method should be included in the evaluation model referred to in the AMI/DOC contract and applied on a semi-annual basis.

Staff Compensation

FINDING: PMI managers compensate their staff at a level that is lower than the compensation paid to the staff of most other juvenile offender programs. The average annual, starting salary for PMI instructor/counselors is \$15,900. Because PMI takes a relatively non-clinical approach to treatment, yet is much more than a recreational program, there are few other programs and staff with which to compare salary ranges. One possibility, however, are the staff of Wilderness Therapy EAST (Experiential Adventure Success Training) of Virginia Beach. This program, like PMI, is modeled somewhat on the "outward bound" model of rehabilitation. The five staff members of Wilderness Therapy East provide the experiential learning component of a partial-hospitalization program based at Peninsula Hospital, Virginia Beach. The Director of this program stated that the lowest salary paid to their staff was \$20,000 per year.

The following is a list of starting salaries for personnel who are in direct contact with juvenile offenders at different programs in the Peninsula and Tidewater area of Virginia:

Starting
Salary

PUBLIC AGENCIES

Newport News Detention Home:	\$17,500
Hampton/Newport News Less Secure Detention Facility:	\$15,900
Court Service Unit Probation Counselor:	\$20,461
Norfolk Intensive Supervision Counselor:	\$20,461
Portsmouth Boys Home:	\$14,993
Crossroads Community Youth Home:	\$17,431

PRIVATE - NON-PROFIT AGENCIES

Partial-Hospitalization "286" program:	\$24,500
Community Based Services: Norfolk based, non-residential "286" program:	\$18,500

All but two of these programs offer higher starting salaries. The two with lower starting salaries are programs that do not require their staff to engage juveniles in as many challenging and educational experiences as does the PMI program.

RECOMMENDATION 21: In order to attract the most competent staff possible, and to keep staff in their jobs for a reasonable length of time, PMI managers should raise the starting salaries of their instructor/counselors to a level comparable to that of the local highschool teachers. The necessary funds should come from available grant monies or locally generated contributions.

Academic Program Credibility

FINDING: Seven or eight of the probation counselors interviewed expressed a concern with the PMI academic program. These comments did not concern the competence of the PMI instructors. To date, the PMI instructors have been successful in raising the grade levels of the students who stay in the

program for three to four months. Concern about the program focused, rather, on the fact that local school systems do not recognize the improvement made in grade level at PMI and do not advance students who return to school following a successful completion of PMI.

PMI officials do not wish to have their academic program accredited by the local school systems. Accreditation would require PMI to meet rigorous curriculum, staff compensation, and scheduling requirements that would deny PMI officials the flexibility needed to an individualized approach to instruction. On the other hand, it is very frustrating to PMI graduates who have worked hard for six months, only to be placed in the same grade that they were at when they last attended school.

RECOMMENDATION 22: PMI officials should approach local school officials with a proposal to develop a process by which returning PMI students can be given credit for their academic accomplishments at PMI. The grade level increases recorded at PMI are based on pre-program, mid-program, and end of program test scores on recognized, standardized test of academic achievement. Perhaps a method can be worked out that is similar to that used when students from other states or from parochial schools seek entrance to these local public schools.

Student Referral Process

FINDING: The PMI staff rely on the juvenile and domestic relations judges and the juvenile probation counselors to recommend juveniles for the program. Perhaps, because some of the probation counselors were unfamiliar with the program, or because some thought that the referral criteria were too restrictive, PMI staff had to, at times, recruit students to maintain contract-level enrollment.

The PMI Executive Director used two methods of recruitment. First, a written appeal to the probation counselors, informing them that slots designated for their area are now or will soon be open. Secondly, a request to the Superintendent of the Newport News Detention Home that all recently confined youth be evaluated as potential PMI students. The probation counselors of the juveniles most likely to qualify would then be contacted to determine if PMI admission was possible.

RECOMMENDATION 23: The PMI student referral process should be formalized:

- A. The managers of the new Virginia Department of Youth Services will need time to establish the department's organizational policies and procedures. By the 1992-1994 biennium, however, DYS managers should create a new position titled PMI Referral Coordinator. The person hired to fill this position will be responsible for the initial screening of prospective students, insuring that the applicant's paperwork is complete prior to the admissions interviews, monitoring student progress, and representing the interests of the local courts in all hearings that consider the unfavorable discharge of a PMI student.

- B. Juveniles should not be allowed to enroll until PMI officials have received a complete record of each juvenile's social and psychological history. If a student has not had a psychological evaluation within six months of the date he or she is considered for enrollment, such an evaluation should be administered and the report made part of the pre-enrollment package. If the juvenile has a history of drug usage, he or she should also be required to take a pre-entrance drug screening.

- C. PMI and DYS officials should establish a process by which Peninsula area youth already committed to a DYS learning centers can be paroled to PMI. Such a process is currently in effect in South Carolina.

FOOTNOTES

¹Acts of the General Assembly of the Commonwealth of Virginia, 1988 Regular Session, Volume II, Chapter 800, page 1484, Richmond, 1988

²Acts of the General Assembly of the Commonwealth of Virginia, 1989 Regular Session, Chapter 668, page 1401, Richmond, 1989

³A Preliminary Assessment of the Marine Institute Programs, Planning and Information Section, South Carolina Department of Youth Services, April, 1987, pages 2-3.

⁴Peninsula Marine Institute Program Evaluation: August 1989, Associated Marine Institutes, Inc., Eastern Regional Office, August 31, 1989, page 2.

⁵Commonwealth of Virginia Standard Contract Number 880506-1, June 3, 1988, Attachment A.

⁶"Associated Marine Institutes, Inc. (AMI) Referral Criteria," Memorandum of Mr. Glenn D. Radcliffe, Acting Division Director, Department of Corrections, Division of Youth Services, August 31, 1988.

⁷Commonwealth of Virginia Standard Contract Number 880506-1, June 3, 1988, Section 2.2.

⁸Progress Report to the House Appropriations and Senate Finance Committee on the Associated Marine Institute, Inc., November 1988, Virginia Department of Corrections, Division of Youth Services, page 2.

⁹The FY 1989, monthly cost of committing a student to a learning center was provided by Mr. Ron Rinker, Assistant Comptroller, Division of Financial Services, Virginia Department of Corrections. Mr. Rinker noted that the cost is influenced heavily by the large, overhead cost of staffing and maintaining the learning center facilities.

The average monthly cost of placing a juvenile in a "286" residential program was calculated from data provided by Ms. Natalie Bero, Special Placements Counselor, Newport News. The figure is an average of the monthly costs of eleven different residential programs to which Ms. Bero has placed juveniles.

The monthly cost of placement in the Community Based Services, detention outreach program was supplied by Mr. Edward Holmes, Director.

FOOTNOTES (cont.)

The average monthly cost of placement in the Peninsula area "286" partial hospitalization programs is the average cost of three different programs: Portsmouth Psychiatric Center: (\$2,150), Peninsula Psychiatric Hospital (\$2,280), and Tidewater Psychiatric Institute (\$1,800).

¹⁰Characteristics of Youth in Virginia's Learning Centers, Division of Youth Services, Virginia Department of Corrections, 1989, pp. 2-3.

¹¹Characteristics of Youth, p.2

A P P E N D I C E S

- A. PMI Board of Trustees and Staff Members
- B. AMI Evaluation of PMI, August, 1989
- C. List of AMI Services Provided to Institutes
- D. Projected PMI Operating Budget for FY 1989
- E. AMI/DOC Contract: June 3, 1988
- F. Radcliffe Referral Criteria Memorandum
- G. PMI Point Explanation Sheet
- H. Probation Counselor Questionnaire
- I. Juvenile and Domestic Relations Judge Questionnaire
- J. PMI Executive Director Questionnaire
- K. PMI Director of Operations Questionnaire
- L. PMI Instructor Questionnaire
- M. List of Offenses by Level of Seriousness

APPENDIX A

PENINSULA EVALUATION OF THE
BOARD OF TRUSTEES

OFFICERS: Ben Fiscella, Chairman
Robert Yacobi, President
John Marks, Secretary/Treasurer

BOARD MEMBERS

Hampton:

Mr. David Allen
134 Hampton Roads Avenue
Hampton, Virginia 23661
(804) 722-3719

J. W. "Whiting" Chisman, Jr.
226 Harris Creek Road
Hampton, Virginia 23605
(804) 722-7491 Office

Ms. Denise Dunn
1214 Kecoughtan Road
P. O. Box 1376
Hampton, Virginia 23661
(804) 247-6621

Mr. Ben Fiscella
2013 Cunningham Drive
Suite 301
Hampton, Virginia 23666
(804) 838-0555

Mr. Eugene M. Jordan, II
Jordan, Ishon and Jordan
P. O. Box 69104
Hampton, Virginia 23663
(804) 772-1944

Mr. Edward Szetela
303 Lasalle Avenue
Hampton, Virginia 23661
(804) 723-7213

Newport News:

Mr. Ronnie Burroughs
1150 Willow Green Drive
Newport News, VA 23602
(804) 247-8451

Mr. Robert E. Canestrari
7579 Warwick Boulevard
Newport News, VA 23605
(804) 887-2611

Judge Robert Frank
230 25th Street
Newport News, VA 23607
(Member at Large)

Mr. John Marks
167 Reynolds Drive
Newport News, VA 23606
(804) 247-4205

Ms. Rhoda Mazur
114 James River Road
Newport News, VA 23601
(804) 595-0709

Mr. R. Donald Ragland, Jr.
9308 Warwick Blvd.
Newport News, VA 23601
(804) 599-4660

Ms. Jane Sealy
604 Riverside Drive
Newport News, VA 23606
(804) 596-2852
Newport News, VA 23607
(804) 247-8702

APPENDIX A

Williamsburg:

Ms. Joan Gluckman
14 Ensigne Spence
Williamsburg, VA 23185
(804) 874-0205

Mr. Harry Knight
113 Peyton Road
Williamsburg, VA 23185
(804) 229-9726

Tampa, FL:

Mr. Robert A. Rosof
Associated Marine Institute
14802 North Dale Harry Hgwy.
Tampa, Florida 33618

HONORARY MEMBERS:

Mr. Joe S. Frank
PMI REGISTERED AGENT
708-A Thimble Shoals Blvd.
Newport News, VA
(804) 380-7085

Mr. Woodrow Holmes
NEWPORT NEWS SCHOOLS
51 West Governor Drive
Newport News, VA 23602

APPENDIX A

Peninsula Marine Institute
3000 Warwick Boulevard
Newport News, Virginia 23607

RE: Staff Members as of October 30, 1989

David R. LeBlanc
Executive Director
Peninsula Marine Institute

Leviticus Bass
Director of Operations
Peninsula Marine Institute

Emma S. Jones
Administrative Assistant
Peninsula Marine Institute

Mavis Y. Dixon
Operations Secretary
Peninsula Marine Institute

Kimberly Berghs, B.S.
GED Education Instructor/Counselor
Peninsula Marine Institute

Yuldonna Middleton, M.Ed.
Remedial Education Instructor/Counselor
Peninsula Marine Institute

Jeffrey Brittle, B.S.
Scuba Aquatics Instructor/Counselor
Peninsula Marine Institute

Doyle Washington
Marine Science Instructor/Counselor
Peninsula Marine Institute

Chris Buoncristiani
Seamanship Instructor/Counselor
Peninsula Marine Institute

Dorothy Langley
Van Driver
Peninsula Marine Institute

Willie Harris
Van Driver
Peninsula Marine Institute

Keith Robinson
Community Coordinator
Peninsula Marine Institute

APPENDIX B



ASSOCIATED MARINE INSTITUTES, INC., Eastern Regional Office

1092 Highway 17 Bypass
(803) 881-4720

• Suite 3-A •

• Mt. Pleasant S.C. 29464

August 31, 1989

MEMORANDUM

TO: AMI EXECUTIVE STAFF
PMI BOARD OF TRUSTEES
PMI STAFF

FROM: DAVE POWELL *D&P*

SUBJ: PENINSULA MARINE INSTITUTE
PROGRAM EVALUATION



Enclosed you will find the recently completed PMI evaluation. My over all impression of the PMI program is excellent at this time, but improvements are always necessary. Dave LeBlanc and his staff should be commended on the hard work they have done and the accomplishments they have made. It is important to note that without the work and support of the Board of Trustees this would have been an impossible task.

If you have any questions please give me a call.

A NON-PROFIT CORPORATION

Youth Development • Education • Vocational Training • Environmental Services • Management Services

**PENINSULA MARINE INSTITUTE
PROGRAM EVALUATION**

AUGUST 1989

The Peninsula Marine Institute was evaluated to assist in planning for this programmatic and fiscal year and to insure compliance to both Associated Marine Institute, Inc. standards and contractual requirements through the state of Virginia. This written follow-up to the evaluation visit is broken down into six major categories and each will be addressed separately.

1. General
2. Facility and Equipment
3. Administration
4. Personnel
5. Program
6. Treatment

GENERAL

The PMI program is moving into its first full year of operation. The program began in July of 1988 and phased in both staff and students to full enrollment by October. The program is under the direction of David LeBlanc who came to begin the program from the Baton Rouge Marine Institute where he was the Executive Director. The Director of Operations is Levi Bass. Levi started at PMI in March of 1989 and came from the Crossroads Wilderness Institute. Levi was praised by all staff for adding continuity and discipline to the program. The general appearance of the program is good and consists of a concrete block building of approximately 6500 sq. ft.. There is a goal to construct a new facility, but the current rented building is very adequate until this can be accomplished.

The morale of the students is high and they are exhibiting both involvement in the program and personnel growth. The staff are motivated and competent at their various assigned tasks, although a number requested more cross training at both PMI and other institutes. Two specific staff expressing interest in management. Both of whom will require specific training and evaluation prior to promotion. This should be made a priority. PMI is currently without a seamanship instructor which has forced the management team to assume these responsibilities so that quality can be maintained in their boat maintenance and seamanship training program.

The Board of Trustees and the Executive Director have done an outstanding job of obtaining supplemental funds and equipment in addition to their Virginia Dept. of Corrections funds of \$350,000. They have attained a school contract which for this



coming year should bring in almost \$40,000 additional dollars and an additional \$15,000 to pay their rent has been allocated by the Newport News Regional Redevelopment Committee. In the past 12 months an additional \$13,000 in grants, \$16,304 in cash donations and \$8000 vehicle has been donated. The credit goes to the PMI Board of Trustees, but the Executive Directors ability to market the program has been a great selling point for all of these donations. PMI has also become the special project of the Kiwanis clubs of the entire peninsula region. They have set specific fund raising goals for the program this year and have gotten both Bennigans and Steak and Ale to sponsor a golf tournament benefitting PMI in October. This supplemental funding brings PMI more in line with other existing AMI non-residential programs, but there still exists the need for some program equipment which will be discussed later.

Corrective Action:

1. Identify management caliber staff based on their performance.
2. Develop a cross training program for the above staff to visit other programs in preparation for management.

FACILITIES AND EQUIPMENT

Buildings and Grounds

The main PMI building is in good condition and through the hard work of students and staff and both financial and equipment donations by the board it has been renovated to provide a clean comfortable and adequate program facility. The actual layout of the interior is workable, but provides certain problems regarding security and supervision. There is also a lack of adequate classroom space even though the square footage is available. The grounds consist of a concrete parking area and front sidewalk. This is the greatest draw back to this facility because of lack of parking space. PMI staff and students have done an excellent job in cleaning and painting the outside of the building and making it as attractive as possible.

Corrective Action:

1. Construct a wall across the back of the student meeting area so that two large education classrooms can be added enabling education staff to be located in close proximity and also provide adequate space for staff and students. October 1989
2. Move diving classroom to current large education classroom. Turn current diving classroom into the Dive Equipment locker and make dive locker into a hallway for students. This hallway will



enhance supervision and keep main office traffic to a minimum.
October 1989

3. Current small education classroom may be utilized for storage.
October 1989

ADMINISTRATION

The monthly correspondence on all program, marine and population reports is being handled in an efficient and timely manner.

The telephone is being handled effectively and courteously by both Emma Jones and Mavis Dixon. The security in both the use of the operational secretaries office phone and in long distance calls needs to be improved.

There is no apparent provision for float, dive or activity plans in the front office. The system needs to be implemented and all staff should be aware of the procedures.

There was no apparent central location for keys. A key box with all masters should be established.

General files were in good condition and were easy to access, however there were no incoming correspondence files for staff. Job descriptions were excellent, but each personnel file needed to be up dated and the check list followed to insure all information was in place. Performance agreements and staff evaluations were not being placed in personnel files.

Corrective Action:

1. Relocate operations secretaries office to front reception area so that both telephone and file security can be maintained.
September 1989

2. Keep telephone log on all long distance calls to be checked monthly. September 1989

3. A procedure must be established for float, activity and dive plans. Posted in Emma Jones office area so clerical staff as well as line staff will know how to reach all students and staff.
September 1989

4. Personnel files should be updated with a check list of all necessary information included as a cover page. October 1989

5. Incoming correspondence files should be established for all staff. September 1989

6. Establish a key box in a secure location. September 1989



Boats and Aquatics Equipment

The PMI fleet consists of a newly donated 31' Bertram Sportfishing boat and two smaller sailboats. The Bertram is a fantastic program vessel and is in need of only minor work to bring it up to standards. The two sailboats are both for sale and should be assigned to a responsible staff in the interim to maintain them correctly until they are sold. The development of a plan for needed additional vessels such as a smaller outboard, sunfish and possibly canoes.

The PMI diving locker is in excellent condition and all maintenance records are up to date. The equipment is being constantly maintained by the PMI dive instructor and a student assistant and is a good example to all of the staff and students. The dive instructor should be commended for his good work.

Corrective Action:

1. Management Team take personnel responsibility for vessels until a new captain has been properly evaluated and is delegated this responsibility. Immediately
 2. Director of Operations should inspect all vessels biweekly on an ongoing basis. Immediately
 2. A log book for the Bertram should be set up immediately and updated on each visit or outing on the vessel. Immediately
 2. Glue aft deck covering on Bertram, repaint rub rail and get Peninsula Marine Institute name board made up for both the starboard and port sides. October 1989
 3. Completely clean both small sailboats and maintain in this condition with D.O. visiting the marina a minimum of three times per week to maintain status. August 1989
 4. PMI dive locker and equipment requires no corrective action.
- * Refer to AMI vessel inspection completed by Dave Bender for further recommendations.

Vans

PMI currently has two 15 passenger vans. The first was donated to the institute and has 159,000 miles. The second is on loan from the state of Virginia and has 169,000 miles. Both are in fair condition taking into account their age, but they both need to be replaced.



Corrective Action:

1. Purchase of two 20 passenger mini-buses.
2. Repaint donated van and have PMI name and number put on the side and rear door.
3. Maintenance records should be completed weekly and kept in a log for easy access by the Director of Operations.

PERSONNEL

There is an obvious cohesiveness within the PMI/VA staff and they speak highly of the other members of their team.

The PMI/VA staff consists of an Executive Director, Director of Operations, Administrative Assistant, Operations Secretary (part-time) five full-time instructor counselors (seamanship position is currently being filled), a community coordinator and two part-time van drivers.

There have been a total of eight staff turn over in the past twelve months which includes 1 Director of Operations, 5 instructor counselors, 1 secretary and 1 van driver. The primary problem in hiring has been in the seamanship position with each captain leaving for a higher paying position. This turn over has been normal for the first year start-up of a new program except for the seamanship position.

The staff voiced two concerns that are currently being addressed. Because of the seamanship instructor position being open they feel they have to many advisees and occasionally have a class to large to handle. They have a good attitude about the situation but voiced concern and wanted a solution to the problem.

The community coordinator position is new to PMI/VA this fiscal year. The job is designed to place all students in either school or employment upon graduation and follow up on all past PMI students. He also teaches employability skills. He currently no advisees and meets in the morning with the D.O. prior to leaving for the day.

Corrective Action:

1. A priority should be made to hire management prone staff that are mobile and exhibit the traits necessary for promotion when the next hiring opportunity is made available. Ongoing



2. The Community Coordinator should be given the same number of advisees as the other line staff, he should be pulled into the teaching schedule as necessary to take some of the class load and he should come to the program each morning and by the afternoon student meeting every afternoon as regularly as possible. There needs to be a written activity plan provided to the D.O. and a daily log should be kept by the community coordinator and reviewed weekly by the D.O.. September 1989

3. Hire a seamanship instructor as soon as possible. August 1989

4. Address specific management training plan in the performance agreements of appropriate institute staff. August 1989

PROGRAM

The PMI/VA program has only been established for one year, but has excelled in many areas. The attendance (95.5% yearly average), grade level increases (between 3 and 4 years) and placement (100%) are real highlights. The dive program is well established also given the weather conditions and the lack of an offshore dive boat. The marine science and seamanship could be much better established. The marine science instructor needs guidance in developing a better program. Because of the unusually high turnover in the seamanship position this curriculum area has been the weakest and needs stability. It is important to note that the boats must be maintained by stable staff until the position is filled and the person is has been properly evaluated.

The point system is based on 15 points per class is effective. There are a sufficient number of student trips and incentives to keep the system in tact. The D.O. expressed some concern about having enough of a variety of incentives to offer and ideas were discussed to provide adequate rewards.

The student progress board needed updating and concern about having time to accomplish all tasks was expressed. In typical marine institute fashion the staff was very busy and they were all trying to keep up with their various responsibilities.

Family contacts were being completed but staff training regarding being creative in the methods used to contact parents would be helpful. Parent nights were not being scheduled.

Corrective Action:

1. The staff should be given a time management training seminar to help them improve their own efficiency. Many of the problems that they face could be solved through more efficient planning. October 1989



2. There should be a review of the weekly schedule by the Exec. and the D.O. and a master list of all responsibilities should be compiled and then a schedule should be written to best accomplish all of these weekly. October 1988

3. Parent nights should be scheduled quarterly. Scheduled for September to catch up and then mid November, February, June and August. September 1988

4. Staff training regarding family contacts and methods of accomplishing them should be held. November 1988

5. A yearly goal for family contacts should be established and the year to date total compared to goal should be put in the monthly program report. September 1988

TREATMENT

The treatment program is well established with the advisor/advisee system working and in place. There current number of advisors should be increased to six from the current number of four enabling staff to have more personnel time with advisees. The security of the advisee folders was very poor with folders being located in three separate locations. Staff are also regularly taking files home which is not permitted. Certain update sheets maybe taken for work outside the program, but the complete file must stay at the program in a secure location. There was also an obvious lack of continuity in the system of beginning a file on a student and carrying through until it is closed out. There was no clear cut understanding from all staff on who was responsible for what. The folders themselves had most information and were arranged in an organized fashion using indexed dividers. The documentation was actually done very well in most instances. The problems seemed to be in the organization of how the folders were initially set up and who was responsible for initial contracts and signatures etcetera.. Because of the reorganization of the follow-up system there were no student numbers assigned. These are currently being caught up, but should coincide with the entry date of each new student. The operations secretary should get the file ready and assign a student number the day a student is enrolled. The D.O. should complete all contracts and get all parental signatures the day a student is enrolled and assign a staff advisor. The advisors should take care of all other information with graduation and job placement being coordinated with the community coordinator.

The operations secretary was not conducting an entrance and exit interview on all students. With the reorganization of the follow-up system now being completed this will be critical for



these purposes. The operations secretary also needs regularly scheduled time on an institute computer to enable her to stay on track with follow-up information monthly.

Student meetings were effective and happened three times per day. There was some tolerance of disruptive behavior which should be modified to enable meetings to function more smoothly.

Supervision of students was understood by staff and students. This configuration of the facility was not the best for this problem, but the addition of the hallway from back classrooms to the student meeting area and the moving of the operations secretary's office should improve this aspect of the program.

Corrective Action:

1. Complete revision of the student file system so that each is identical. October 1989
2. Written plan to track chain from operations secretary to D.O. to advisors in regard to responsibilities with file system. To be completed with revision of file system.
3. Written plan for supervision at the building, pool and marina. October 1989
4. Entrance and exit interviews completed by operations secretary for follow-up purposes. September 1989
5. Schedule time on the institute computer for follow-up purposes. September 1989

SUMMARY

The Peninsula Marine Institute has accomplished a great deal in their first year of operation. This is primarily due to great support from the Dept. of Corrections, the board of trustees and a very dedicated staff. There is need for improvement in many areas, but the success of the program so far indicates that the state of Virginia is getting the alternative for kids that it has requested. The improvements stated above should overshadow the accomplishments of this first year and in most cases can be accomplished in the next 30 to 60 days with the exception of certain equipment acquisition which dependent upon fund raising efforts. In general the staff as well as the board should be commended on their efforts in establishing a fine program for the youth of Virginia.



APPENDIX C

LIST OF AMI SERVICES PROVIDED TO INSTITUTES

Administration/Corporate

- Annual Staff Conference
- Board Development
- Board Member Orientation
- Contract Development
- Contract Negotiations
- Group 501(c)3 Status
- Incorporation Processes
- Licensing
- Planning
- Policy Development
- State Legal Compliance

Operations

- Contract Implementation
- Education Training, Assistance
- Environmental Project Management
- Emergency Staffing Assistance
- Follow up System
 - Provide Software
 - Training
 - Statistical Analysis
 - Report Preparation
- Management Development/Training
- Operational Audits
- Operation Statistical Analysis
- Operational Policies & Standards
- Program Evaluation
- Program Management
- Safety Training & Monitoring
- Special Projects Management
- Staff Training
 - AMI Colleges
 - Administrative Training
 - Operations Dir. Meetings
 - Exec. Dir. Meetings
 - Exec. Dir. Training Workshops

Resource Development

- Acquisition of Program Boats
- Annual Vessel Inspections/Safety
- Assist in Vessel Maintenance
- Marine Training
- Assistance with Local Fund Raising Campaigns
- Assistance with Special Events

- Develop and Print Brochures
- Editing/Printing of SEAMIST
- Grant Writing
- Maintenance of Master Donor List
- Training in Fund Raising Techniques

Finance

- Assistance with Tax Exempt Status
- Budgeting
 - Custom Software
 - Training in Techniques
 - Management of Budget
 - Reporting to State
- Complete Accounting Services:
 - Payroll
 - General Ledger
 - Accounts Payable
 - Accounts Receivable
 - Reconciliations
 - Financial Report Preparation
 - Reporting to Government
- Cost/Benefit Analysis
- Financial Analysis
- Financial Reporting
 - Monthly, Quarterly, Annually
 - To Management, Board, States
- Financial Training
- Guarantee Bank Loans
- Internal Auditing
- Manage Outside Audit
- Short Term Loans (Interest Free)
- Technical Finance Expertise (CPA)

Human Resources

- Administer Workers' Comp Program
- Benefits Management
 - Group Insurance
 - Probationary Benefits
 - Tax Deferred Annuities
 - Pension Plan
 - COBRA Compliance
- Compensation Policies
- Insurance Administration:
 - Negotiations & Purchasing
 - Claims Processing
 - Policy & Coverage Maintenance
 - MVR's, Auto Insurance
- Monitor Immigration Compliance
- Personnel Policies
- Recruiting Assistance
- Risk Management
- Self Insure Unemployment Comp
- Wage & Hour Compliance

Data Processing

- Computer Installation and Training
- Computer Repairs
- Custom Software Development
- Group Purchasing Services
- Software Purchasing & Installation
- Software Training & Support
- Standards Establishment
- Systems Design and Analysis
- Telecommunications Support

APPENDIX D

**ASSOCIATED MARINE INSTITUTE
PROJECTED BUDGET FOR THE
PENINSULA MARINE INSTITUTE
JULY 1, 1988 TO JUNE 30, 1989**

APPENDIX D

PENINSULA MARINE INSTITUTE
 FY88-89 LINE ITEM BUDGET
 PHASE-IN
 JULY 1, 1988

ACCOUNT DESCRIPTIONS	STATE FUNDS
PERSONNEL COSTS:	
SALARIES	140,121
DEFERRED SALARY	6,500
WORKMANS COMP. INS.	4,545
GROUP HEALTH INS.	4,545
SOCIAL SECURITY	10,371
PENSION CONTRIBUTIONS	3,175
UNEMPLOYMENT COMP.	847
SUBTOTAL PERSONNEL COSTS	170,104
STAFF TRAVEL	2,500
STAFF MOVING EXPENSES	6,000
STAFF RECRUIT. & TRAINING	2,000
STAFF AWARDS & INCENTIVES	1,000
MEETINGS & CONFERENCES	2,000
AUTO EXPENSE LOCAL	800
UTILITIES EXPENSE	3,000
FACILITY LEASE/RENT	11,000
TELEPHONE EXPENSES	6,000
PROFESSIONAL & LEGAL	500
OFFICE SUP. & EXP.	1,000
OFFICE EQUIPMENT	500
OFFICE EQUIP. RENT OR LEASE	1,500
POSTAGE & MAIL EXPENSE	800
INSURANCE EXPENSE	7,642
PROMOTIONAL ITEMS & BROCHURES	300
STUDENT TRANSPORTATION EXP.	10,000
VEHICLE MAINT. & REPAIR	1,500
STUDENT OVERNIGHT TRIPS	3,000
STUDENT MEDICAL EXP.	350
OTHER FACILITIES EXPENSE	1,500
ACADEMIC SUP. & EXP.	800
ACADEMIC EQUIPMENT	500
AQUATICS SUP. & EXP.	625
AQUATIC EQUIPMENT	500
BOAT EXPENSE	3,000
BOAT EQUIPMENT	500
BOAT MAINT. & REPAIR	1,000
SEAMANSHIP SUP. & EXP.	625
SEAMANSHIP EQUIPMENT	500
MAR./SCO. SUP. & EXP.	500
MARINE SCIENCE EQUIPMENT	500
PHOTOGRAPHY SUPPLIES	300
VOCATIONAL SUP. & EXP.	625
VOCATIONAL EQUIPMENT	500
PHYSICAL ED. SUP. & EXP.	250
STUDENT AWARDS & INCENTIVES	1,500
OTHER SUP. & EXP.	500
OTHER PROGRAM EQUIPMENT	1,000
EQUIP. REPAIR COST	250
SUBTOTAL OPERATIONAL BUDGET	247,071
CAPITAL EQUIPMENT	32,929
AMI DIRECT SERVICES	17,500
AMI INDIRECT COST	52,500
TOTAL FY 88-89 BUDGET	350,000

APPENDIX E

#880506-1

COMMONWEALTH OF VIRGINIA
STANDARD CONTRACT

This contract entered into this 1st day of July, 1988 by Associated Marine Institute hereinafter called the "contractor" and Commonwealth of Virginia, Department of Corrections called the "Purchasing Agency".

WITNESSETH that the Contractor and the Purchasing Agency, in consideration of the mutual covenants, promises and agreements herein contained, agree as follows:

SCOPE OF SERVICES: The Contractor shall provide the services to the Purchasing Agency as set forth in Attachment A for the "Serious Offenders Training Program".

PERIOD OF PERFORMANCE: From July 1, 1988 through June 30, 1989.

COMPENSATION AND METHOD OF PAYMENT: The contractor shall be paid by the Purchasing Agency as follows:

Payment not to exceed \$350,000.00 per contract year of services upon submission of quarterly vouchers for program development and training services delivered.

CONTRACT DOCUMENTS: The contract documents shall consist of this signed contract, the description or scope of work, general conditions, special conditions, specifications, and other attachments, all of which contract documents are incorporated herein.

IN WITNESS WHEREOF, the parties have caused this Contract to be duly executed intending to be bound thereby.

PURCHASING AGENCY

By: Steven Whodliff
Title: Acting Deputy Director
Date: 6/3/88

CONTRACTOR

[Signature]
Title: [Signature]
Date: 9/21/88

This contract is approved as to form by the Attorney General.

Eric K.G. Fiske
Assistant Attorney General

6-2-88
Date

1. PURPOSE: The intent and purpose of this contract is to establish a time and materials contract with Associated Marine Institute to provide the outlined program and training service to the Department of Corrections/Division of Youth Services

2. SCOPE OF WORK:

2.1 REQUIREMENTS:

2.1.1 The Contractor shall furnish all labor and materials, as necessary, to develop and implement a program for serious juvenile offenders. This program should be designed to instruct the youth in the areas of job attainment skills, vocational education, and individualized counseling for the youth in this program.

2.1.2 The service delivered by the Contractor shall contain the listed in ATTACHMENT A.

2.1.3 The contractor shall submit a program outline including goals, objectives, agenda, and a plan detailing the program design and methodology to be utilized in the training program. A written outline of the training activities will be planned, briefed, processed, and evaluated.

2.2 PROJECTED ENROLLMENT: The Division of Youth Services will supply the contractor, through court order, approximately Sixty (60) students during the course year.

3. GENERAL TERMS AND CONDITIONS:

3.1 VENDORS MANUAL: This solicitation is subject to the provisions of the Commonwealth of Virginia Vendor's Manual and any revisions thereto, which are hereby incorporated into this contract in their entirety except as amended or superseded herein. The appeals procedures set forth in Chapter 11 of the Vendor's Manual are not applicable to contractual services.

3.2 MANDATORY USE OF STATE FORM AND TERMS AND CONDITIONS: Failure to submit a contract on the official State form

provided for that purpose shall be a cause for rejection of the contract; however, the Commonwealth reserves the right to decide, on a case by case basis, in its sole discretion, whether or not to reject such a contract as nonresponsive. As a precondition to its acceptance, the Commonwealth may, in its sole discretion, request that the contractor withdraw or modify nonresponsive portions of a contractor which do not affect quality, quantity, price, or delivery. No modification of or addition to the provisions of the contract shall be effective unless reduced to writing and signed by the parties.

- 3.3 PRECEDENCE OF TERMS: Except for Paragraphs 3.1, 3.2, 3.3, 3.10, 3.11 and 3.14 of the General Terms and Conditions, which shall apply in all instances, in the event there is a conflict between the preprinted general terms and conditions and any special terms and conditions which may be typed on this form or elsewhere in the solicitation for use in a particular procurement, the typed special terms and conditions shall apply.
- 3.4 CLARIFICATION OF TERMS: If any prospective contractor has questions about the specifications or other solicitation documents, the prospective contractor should contact the buyer whose name appears on the face of the solicitation, no later than five (5) days before July 15, 1988. Any revisions to the contract will be made only by addendum issued by the Purchasing Agency.
- 3.5 TESTING/INSPECTION: The Commonwealth reserves the right to conduct any test/inspection it may deem advisable to assure supplies and services conform to the specifications.
- 3.6 PAYMENT TERMS: Any payment terms requiring payment in less than 30 days will be regarded as requiring payment 30 days after invoice or delivery, whichever occurs last. This shall not affect offers of discounts for payment in less than 30 days, however.
- 3.7 INVOICES: Invoices for services ordered, delivered and accepted shall be submitted by the contractor direct to the payment address shown on the purchase order/contract. All invoices shall show the contract number and/or purchase order number.
- 3.8 DEFAULT: In case of failure to deliver goods or services in accordance with the contract terms and conditions, the Commonwealth, after due oral or written notice, may procure them from other sources and hold the contractor responsible for any resulting additional purchase and administrative costs. This remedy shall be in addition to any other remedies which the Common-

wealth may have.

- 3.9 **ASSIGNMENT OF CONTRACT:** A contract shall not be assignable by the vendor in whole or in part without the written consent of the Commonwealth.
- 3.10 **ANTITRUST:** By entering into a contract, the contractor conveys, sells, assigns, and transfers to the Commonwealth of Virginia all rights, title and interest in and to all causes of action it may now have or hereafter acquire under the antitrust laws of the United States and the Commonwealth of Virginia, relating to the particular goods or services purchased or acquired by the Commonwealth of Virginia under said contract.
- 3.11 **ETHICS IN PUBLIC CONTRACTING:** By submitting their contract the contractor certify that their proposal is made without collusion or fraud and that they have not offered or received any kickbacks or inducements from any other offeror, supplier, manufacturer or subcontractor in connection with their offer and that they have not conferred on any public employee having official responsibility for this procurement transaction any payment, loan, subscription, advance, deposit of money, services or anything of more than nominal value, present or promised, unless consideration of substantially equal value was exchanged.
- 3.12 **ANTI-DISCRIMINATION:** By submitting their contract the contractor certifies to the Commonwealth that they will conform to the provisions of the Federal Civil Rights Act of 1964, as amended, as well as the Virginia Fair Employment Act of 1975, as amended, where applicable, and Section 11-51 of the Virginia Public Procurement Act which provides:

In every contract over \$10,000 the provisions in a. and b. below apply:

- a. During the performance of this contract, the contractor agrees as follows:

The contractor will not discriminate against any employee or applicant for employment because of race, sex, or national origin, except where religion, sex or national origin is a bona fide occupational qualification reasonably necessary to the normal operation of the contractor. The contractor agrees to post in conspicuous places, available to employees and applicants for employment, notices setting forth the provisions of this nondiscrimination clause.

The contractor, in all solicitations or advertisements for employees placed by or on behalf of the contractor, will state that such contractor is an equal opportunity employer.

Notices, advertisements and solicitations placed in accordance with Federal law, rule or regulation shall be deemed sufficient for the purpose of meeting the requirements of this section.

- b. The contractor will include provisions of a. above in every subcontract or purchase order over \$10,000 so that every provision will be binding upon each subcontractor or vendor.

- 3.13 **INDEMNIFICATION:** The Contractor agrees to indemnify, defend and hold harmless the Commonwealth of Virginia, it's officers, agents and employees from any claims, damages, and actions of any kind or nature, whether at law or in equity, arising from or caused by the use of any materials, goods, or equipment of any kind or nature provided by the contractor, provided that such liability is not attributable to the sole negligence of the using agency or to failure of the using agency to use the materials, goods or equipment in the manner already and permanently described by the contractor on materials, goods or equipment delivered.
- 3.14 **DEBARMENT STATUS:** By submitting their contract the contractor certifies that they are not currently debarred from submitting bids/proposals on contracts by any agency of the Commonwealth of Virginia, nor are they an agent of any person or entity that is currently debarred from submitting bids/proposals on contracts by any agency of the Commonwealth of Virginia.
- 3.15 **APPLICABLE LAW AND COURTS:** Any contract resulting from this solicitation shall be governed in all respects by the laws of the Commonwealth of Virginia and any litigation with respect thereto shall be brought in the courts of the Commonwealth. The Contractor shall comply with applicable Federal, State and local laws and regulations.
- 3.16 **IMMIGRATION REFORM AND CONTROL ACT OF 1986:** By signing this bid or proposal, the bidder/offeree certifies that it does not and will not during the performance of this contract employ illegal alien workers or otherwise violate the provisions of the federal Immigration Reform and Control Act of 1986.
- 3.17 **CONTRACTURAL DISPUTES:** In accordance with Section 11-69 of the Code of Virginia, claims arising out of this contract, whether for money or other relief, may

be submitted by the contractor for consideration by the Department of Corrections, by submitting the claim in writing, with all necessary data and information to substantiate the claim attached, to the Director, Department of Corrections, 6900 Atmore Drive, Richmond, VA 23225, no later than (60) days after a payment by the Department on the contract; provided, however, that no claim may be submitted unless written notice of the Contractor's intention to file the claim has been submitted at the time of the occurrence or at the beginning of the work upon which the claim is based. The Department shall render a final written decision upon the claim not more than (90) days after the claim is submitted unless the parties agree to an extension of time in which the Department may make its decision. If the Department should fail to render its decision within ninety days, the Contractor's sole remedy for such failure will be that the Contractor then has the right to institute legal action pursuant to Section 11-70 of the Code of Virginia. The Contractor shall not be granted his claim or any other relief by the Department or any court simply as a result of delay in rendition of a decision by the Department. Pending final decision of a dispute hereunder, the Contractor shall proceed diligently with performance of this contract, and failure to do so shall be deemed a fault. All time periods specified above (except the initial sixty day filing period) may be extended by mutual agreement.

4. SPECIAL CONDITIONS:

- 4.1 EXTRA CHARGES NOT ALLOWED: The contract price shall be for the complete service; extra charges will not be allowed.
- 4.2 Termination of Contract: If awarded, this contract may be terminated at any time, without penalty to the purchasing agency, if in the opinion of the purchasing agency the best interests of the Commonwealth of Virginia are not being served.
- 4.6 Ownership of Materials: Ownership of all data, materials and documentation originated and prepared for the state pursuant to this contract shall belong exclusively to the state and be subject to public inspection in accordance with the Virginia Freedom of Information Act.

5. Method of Payment: The contractor shall be paid on a quarterly basis with the first payment of 30% of contract rate allotted on July 1, 1988. The remaining 70% of the funds shall

be divided equally over the remaining 3 quarters with payments scheduled on October 1, 1988; January 1, 1989; and April 1, 1989.

6. Pricing Schedule: The contractor agrees to provide the service in compliance with the scope of work and terms and conditions set forth herein for the contract period as follows:

Delivery of Training Program Cost: \$ 350,000.00

Total Cost to the State Not to Exceed : \$ 350,000.00

7. Findings Confidential: Any reports, information, data, etc., given to, prepared for or by or assembled by the contractor under this agreement, which the Division requests is/are to be kept confidential, and shall not be made available to any individual or organization by the contractor, without express prior approval of the Division.
8. Evaluation of Program: A method of evaluation will be developed by the contractor that incorporates the number of youth served and the quality and quantity of the services provided. This evaluative tool will be utilized to improve the quality of the program if continued funding is available.



880506-1

COMMONWEALTH of VIRGINIA

Department of Corrections

P O BOX 28863
RICHMOND, VIRGINIA 23261
(804) 257-1800

EDWARD W. MURRAY
DIRECTOR

June 3, 1988

ADDENDUM NO. 1

Reference -

- 2.1.3 The contractor shall submit a program outline including goals, objectives, agenda, and a plan detailing the program design and methodology to be utilized in the training program. A written outline of the training and activities will be planned, briefed, processed, and evaluated.

The above is hereby changed to read:

- 2.1.3 The contractor shall submit a program outline including goals, objectives, agenda, and a plan detailing the program design and methodology to be utilized in the training program, and will be subject to approval by the Deputy Director for Youth Services. A portion of the program outline will be developed in accordance with the objectives set forth in "Attachment B".

ATTACHMENT A

This program is designed for youth fourteen (14) through seventeen (17) years of age. These youth have usually committed delinquent acts in the following areas: burglary, larceny, assault, robbery, unauthorized use of a vehicle, auto theft, violation of probation, possession of drugs, destruction of property, shoplifting, and forgery. The purpose of the program/service is to provide a placement alternative for the youth whose characteristics fit the cited profile. The youth slated to attend this program will have exhausted all efforts by the probation staff and juvenile court to effect any documented behavior.

The stated purpose of the Marine Institute program is to prevent further delinquent behavior and promote a positive community adjustment for a youth with a prior history of delinquency. This is accomplished through an intensive and holistic program of services including: 1) development of individualized treatment plans, 2) group and individual counseling, 3) remedial education and basic skills training, 4) pre-employment training, 5) vocational skills training, and 6) job development and placement. Abiding by the Institute's philosophy, client participation is based on a point system emphasizing the work ethic and individual achievement.

Individualized counseling and instruction for each participant is provided by maintaining an overall ratio of one counselor/instructor for each seven clients. Institute staff also assist participants in finding jobs upon completion of the program, and the progress of each individual is followed for a minimum of thirty-six (36) months after termination as part of the program's internal evaluation process. Parental involvement is accomplished through verbal contacts and family counseling.

The case treatment plan includes a needs assessment showing strengths and weaknesses in their social, behavioral, medical, educational and pre-vocational background. The psychological and commitment packets are utilized when developing this assessment so that the result is a description of each youth's unique medical, emotional and educational needs. Next these needs are translated into performance objectives. These are measurable goals with set time limits and corresponding service needs to fulfill these goals.

Case conferences will be held bi-weekly to work with the youth on his problems and discuss his successes. This conference is greatly assisted by daily documentation by staff on each student's observed behavior and interaction with his environment. In each new phase the case treatment plan will reflect the ongoing challenges, from adapting to an austere environment to getting along with a new boss. Each student will have a staff member responsible for case treatment and parental and employer relationships.

ATTACHMENT B

AMI staff and designated Court Service Unit counselors will develop a criteria list for intake, participation and removal from the AMI program under the guidelines set by the Deputy Director of the Division of Youth Services. An evaluation model will be developed by AMI in collaboration with the involved Court Service Units. The Deputy Director will review and approve the completed program procedures.

Students shall be selected for the AMI program by the participating courts. The youth shall be court ordered to attend AMI until the youth completes the program or is terminated prior to program completion in consultation with the committing court and/or Court Service Unit. The assigned probation officer will be the liaison between the courts and the AMI program.

The AMI is responsible for the transportation of students to and from AMI classes.

Intake for the AMI program will be based on school census figures of participating jurisdictions and number of referrals pending placement. Students will be court committed to attend the AMI program. The Deputy Director of the Division of Youth Services shall set the guidelines for policy and procedure. The Deputy Director shall also make decisions concerning issues of process.



COMMONWEALTH of VIRGINIA

EDWARD W. MURRAY
DIRECTOR

Department of Corrections

P.O. BOX 20863
RICHMOND, VIRGINIA 23261
(804) 257-1800

August 31, 1988

MEMORANDUM

TO:

5th District Court Service Unit
William D. Harrell, Director7th District Court Service Unit
Walter R. Dean, Director8th District Court Service Unit
James B. Thomas, Director9th District Court Service Unit
T. Robison Smith, Director

FROM:

Glenn D. Radcliffe *GDR*

SUBJECT:

Associated Marine Institutes, Inc. (AMI)
Referral Criteria

As you know, the Peninsula Marine Institute is open and has already accepted its first referrals. To ensure that youth are referred and placed pursuant to our contract with the Associated Marine Institutes, Inc. and the Appropriation Act, I am requesting the attached referral guidelines be followed.

I want to emphasize that youth placed in this program should be serious offenders, at risk for commitment to the learning centers. Additionally, all referrals should be approved through the respective regional offices prior to placement.

Finally, I urge all of you to work closely with this newly established program to ensure that youth placed in the Peninsula Marine Institute and their families receive the necessary services and support for successful placement.

Please feel free to give me your comments about this program as we enter the first year with AMI in Virginia.

GDR:jpr
Attachmentcc: O. B. Stander
Elmira S. Boyce
C. S. Laushey

PENINSULA MARINE INSTITUTE REFERRAL CRITERIA

1. Male or female, 14-17 years of age (at time of admission)
2. Serious delinquent offender - must be adjudicated as having committed one of the following offenses:
 - Auto larceny
 - Unauthorized use of auto
 - Burglary
 - Drug offense
 - Larceny
 - Possession of Stolen Goods
 - Assault
 - Shoplifting
 - Breaking and Entering
 - Destruction of Property
 - Forgery
 - Weapon offenses
 - Sex Offenses
 - Robbery
 - Delinquent acts which result in violation of probation or aftercare
3. No one placed as a result of CHINS petition
4. No first offenders (unless class 4-6 felony)
5. No wards of local departments of social services
6. Must be resident of Newport News, Hampton, Williamsburg, Suffolk, York County, James City County, Isle of Wight County, or Gloucester County
7. Aftercare plan must be to continue youth in family or surrogate family placement
8. Other non-residential services must be exhausted, and youth must be at risk of learning center placement
9. All referred youth must be on court-supervised probation

REFERRAL PACKET

1. Current social history + updates
2. Court Order specifically mentioning Peninsula Marine Institute and making parental support determination
3. Parents' Financial Statement
4. Physical Examination within 30 days of admission

Referral packets should be sent to the Regional Office for approval prior to placement and where possible, cases should be screened with the Regional Office prior to court dates.

APPENDIX G

Point Card Colors

White.....Sea Dog
White.....Swabby
Blue.....Seaman
Red.....1st Mate
Gold.....Captain

P.M.I. Point Explanation Sheet

-POINTS ARE NOT GIVEN.....ONLY EARNED

-STAFF WILL DECIDE POINT GRADE, NOT STUDENTS!!!!!!

- 0
- Absolutely no effort made on the student's part
 - Continuing to act in a Negative manner after being warned
 - Repeated Negative Behavior
 - Having to be told repeatedly what to do
- 1
- Very little effort made on part of student to correct negative behavior after being warned
 - Still having to be told what to do much more often
- 2
- Doing what is expected of you
 - Continuing to show effort to correct negative behavior
 - Little or no warning needed. Student is able to recognize negative behavior and work on correcting it.

*****A 3 pointer is not easy to acquire and this grade will be given by instructors' decision and observation of students; sincerity in working hard. A student should not ask for a 3 because they volunteered to do something only to earn a grade 3.

- 3
- EXCELLENT
 - Doing what is expected and more
 - No negative behavior is involved
 - taking initiative
 - Doing what is right in all areas at all times
 - Has reached the place where you know what is to be done without having to be told what to do and when to do it.

POINTS ARE NOT GIVENONLY EARNED***

Note: Each student is responsible for making sure they have point cards before leaving morning Advisee Times, and should make sure to return it to their advisers before going home.

Explanation of Categories on Point Cards

Here is a list of what we expect of You!

Category	This Means.....
1. On Time/ Preparedness	<ul style="list-style-type: none">-Not late for any reason-Inside classroom on time-Ready for class, sitting down-Point cards out
2. Participation/ Supervision	<ul style="list-style-type: none">-doing all assigned work for the required time-No sleeping, or putting heads down on desk-working under supervision always-staying where you can be seen by staff at all times
3. Leadership/ Appropriate Language	<ul style="list-style-type: none">-Helping others without being told-Follow rules at all times-Encourage others to obey rules-not using abusive or offensive language at any time during class-Not using rude or abusive language towards other.-Not involved with or encouraging other students to use abusive language.
4. Attitude/ Respect	<ul style="list-style-type: none">-Acting maturely (not whinning complaining or refusing to cooperate with instructor)-Not arguing or disagreeing to be disrespectful. (This includes facial and other body gestures)-Be willing to do your work-Don't use profanity toward any st-Do Not refuse to do what you are told to do.-Control your actions(if you have complaint or problem, talk it over with a staff memberAn "I don't care" attitude will r help you get the most out of clas
5. Clean Up	<ul style="list-style-type: none">-clean individual work area before leaving class

Explanation of Categories on Point Cards

(continued)

Clean Up

- Make sure to do your part in weekly advisee clean-up time
- Help clean other areas in near or around the school that you may be asked to clean.

6. An Academic Credit

- You must do all of your work for one full hour in class
- Nothing else is accepted (45 minutes is not good enough)
- Do assigned work only

POINT CARD COLORS AND PRIVILEGES

White Card - Sea Dog

- Attend PMI -
- no other privileges

White Card - Swabby

- attend PMI
- earn a T shirt and hat
- eligible for overnight trips
- Line privileges ahead a Sea Dog

Blue Card - Seaman

- earn a Seaman T-shirt
- all of the lower card privileges, able to bid on items and trips before lower ranks, able to start taking perfect attendance days (Tuesday - Thursdays)

Red Card - 1st Mate

- earn a shirt given for 1st Mate
- all of the lower card privileges, able to bid on items and trips before any other lower rank, eligible to start taking perfect attendance weeks off
- Allowed to participate with off-campus lunch privileges, drive to school

Gold Card - Captain

- earn Captain's Shirt
- all of the lower card privileges, have choice of any trip or bid items above all other ranks, able to have each afternoon off daily for job search, able to have a full day off for On Job Training, no point card, and able to be a staff assistant

PMI Rank System and Privileges

To Be A:

Sea Dog

- Entrance into PMI
- Responsibilities
 1. Attend School Daily
 2. Learn all PMI rules and procedures
- Privileges: NONE

SWABBY

- Two weeks perfect attendance as a Sea Dog
- 500 points
- complete Pre T.A.B.E.
- attend 2 recreational activities
- 3 Course Completion Cards
- 8 Academic Credits
- 5 Community Service Hours

-Responsibilities:

1. Maintain lower level standards
2. Participate in all student activities

-Privileges:

- Shirt and Hat
- overnight trip eligibility
- line privilege ahead of Sea Dog

SEAMAN

- Four weeks of Perfect Attendance as a Swabby
- 1500 Points
- attend 5 Recreational activities
- 9 Course completion cards (5 of the 9 must be earned from G.E. or G.E.D. class)
- 24 Academic credits

Point Card Rank Requirements and Responsibilities

All students must complete all requirements in a particular rank before requesting promotion.

Sea Dog

- Entrance into PMI
- Requirement: Attend School Daily
- Responsibility: Learn PMI rules and procedures

Swabby

-Requirements:

1. Two weeks of perfect attendance as a Sea Dog
2. Complete Pre T.A.B.E.
3. Attend two recreational activities on Friday
4. Obtain three course completion cards
5. Earn eight academic credit hours
6. Acquire five community service hours
7. Have 500 points total or more

Responsibilities:

1. Follow all PMI rules
2. Participate in all activities

Seaman

-Requirements:

1. Four weeks of perfect attendance as a Swabby
2. Attend five recreational activities on Friday
3. Obtain Nine Course Completion cards (five of these must be earned in G.E. or G.E.D. Class)
4. Earn twenty four academic credit hours
5. Acquire ten community service hours
6. Have at least 1,500 total points

-Responsibilities:

1. Maintain responsibilities of all lower level ranks.
2. Be a positive role model and begin to structure self and peers
3. Obtain short and long term goals

1st Mate

-Requirements:

1. Eight weeks of perfect attendance as a Seaman.
2. Completion of Mid T.A.B.E. or pre G.E.D.
3. Attend ten recreational activities on Friday
4. Obtain twenty-one course completion cards
5. Acquire fifteen community service hours
6. Earn fifty six academic credit hours.
7. Acquire fifteen hours of Community service hours
8. Attend one overnight trip
9. Have at least 3,500 total points

Requirements and Responsibilities

(contin)

1st Mate.....Responsibilities:

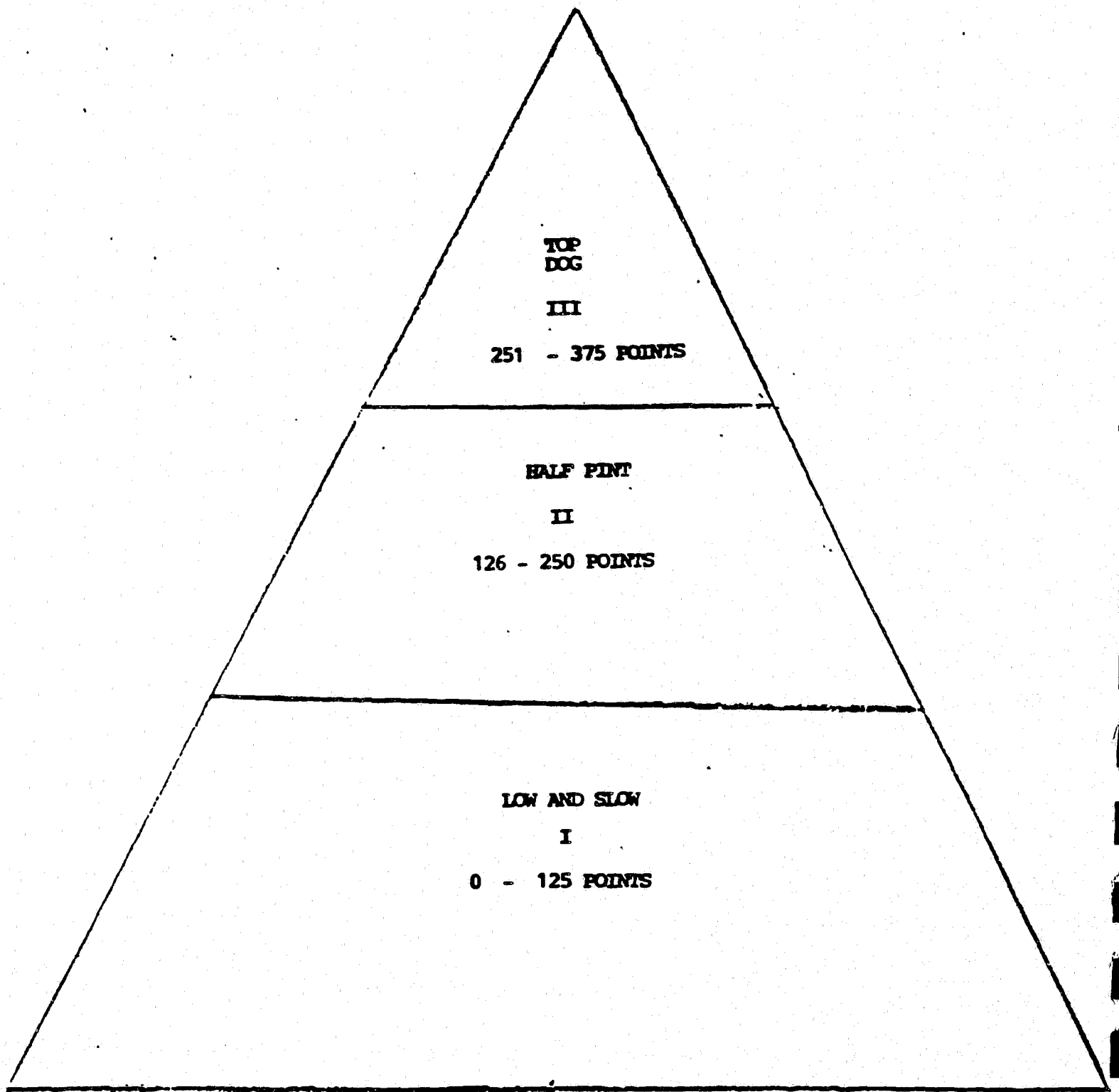
1. Continue to maintain responsibilities of all lower levels.
2. Maintain own behavior consistently.

Captain.....Requirements:

1. Twelve weeks of perfect attendance as a first mate or be recommended by the Review Board Committee.
2. Have a G.E.D. or 3.0 grade increase.
3. Have attended fifteen recreational activity days.
4. 45 Course Completion cards.
5. Acquire 16 Academic Credit hours.
6. Three overnight trips
7. Twenty five Community service hours
8. At least 8,000 total points.

Responsibilities:

1. Maintain all lower level responsibilities
2. Act as an assistant to the staff members
3. Exhibit appropriate behavior at all times



LEVEL III - TOP DOG - CHOICE OF ACTIVITY

LEVEL II - HALF PINT - ACTIVITY CHOICE BASED ON LEFT OVER SLOTS

LEVEL I - LOW AND SLOW - NO RECREATION - DETAIL

COURSE COMPLETION

- // G.E.D. Preparation
- // First Aid
- // C.P.R.
- // Basic Swimming
- // P.E. Activities
- // Employment Skills
- // Computers I, II, III
- // General Education - T.A.B.E.- pre
mid
exit
- // Beginners Seamanship
- // Advanced Seamanship
- // Marlin Spike
- // Aquatics
- // Boat Maintenance
- // Sailing I
- // Sailing II
- // Advanced Sailing
- // Carpentry
- // Navigation

- // Introduction to Marine Science
- // Marshes
- // Aquariums
- // Beaches/Oceans
- // Marine Identification
- // Fishing/aquaculture
- // Health Nutrition

COURSE COMPLETION (continued)

- // Camping
- // Underwater hunting
- // Night Diving
- // Open Water O.P.W.I.
- // Advanced SCUBA
- // Asst. Instructor
- // Dive Master
- // Rescue
- // Skin Diving

GRADUATION REQUIREMENTS

1. G.E.D. or Edict T.A.B.E. completed with a 2.0 grade level increase.
2. Have at least 64 Academic Credit Hours.
3. Be the rank of 1st Mate.
4. Have a definite placement prior to graduation. (Re-entrance into school full-time, job, military acceptance, etc.)
5. Behavior at home, school and in the community must meet standards of Director of Operations, Executive Director, and Staff.
6. 15-25 hours of community service hours.
7. 4,500 cumulative points.
8. 28 Course Completions Cards.

HONOR GRADUATE

1. 3.0 Grade level increase
2. A G.E.D.
3. SCUBA Certification
4. First Aid issued and certified by Red Cross
5. C.P.R. issued and certified by Red Cross
6. A.L.S. issued by Red Cross
7. 40 Community Service Hours
8. 35 Course Completion Cards

COURT SERVICE UNIT PROBATION COUNSELOR QUESTIONNAIRE

Name: _____ Phone: _____

Court Service Unit Number and Office Location: _____

Date of Interview: _____ Interviewer: _____

Type of Interview: Phone _____ Person-to-Person _____

1. How many clients have you referred to PMI? _____

Of those referred:

a. How many were accepted (enrolled)? _____

b. If any were refused, what were the reasons?

c. How many of your referrals have been favorably terminated? _____

d. How many have been negatively terminated? _____

e. What were the reasons?

f. Have you been satisfied with PMI's reasons for terminating students?

Yes _____ No _____ (please elaborate)

2. What kind of client would you place with PMI (family situation, peer pressure, prior offense history, etc)?

APPENDIX H

3. Has the problem of transportation or distance to PMI influenced the number of PMI referrals that you make?

Yes _____ No _____

4. Are you familiar with the referral criteria established by the Department of Corrections?

Yes _____ No _____

If yes, do you believe these criteria are being followed in all instances?

5. What factors would lead you to recommend the placement of a client with PMI rather than with a "286" program or a DOC learning center? (focus on characteristics of each program)

6. When one of your clients is placed at PMI, what do you do to monitor his or her progress in the program - i.e., do you have much contact with the PMI staff? Are you in contact with the client's family during this period?

7. Is the client monitoring process different between the PMI, "286", and learning center programs in terms of the amount and type of client contact maintained?

8. What would you say are PMI's strengths and weaknesses?

9. Have you found PMI's record keeping to be adequate? Yes _____ No _____
If not, please explain?

10. From what you have seen so far, is PMI an effective alternative to placement in a DOC learning center?
Yes _____ No _____

11. How important is PMI - that is, does it perform a role or serve a function that otherwise would not be served in the Peninsula Juvenile Justice System?
Yes _____ No _____

July 27, 1989

JUVENILE AND DOMESTIC RELATIONS JUDGE QUESTIONNAIRE

Name of Judge: _____ District No. _____

Date of Interview: _____ Phone: _____ In Person: _____

INTRODUCTION AND BRIEF DISCRPTION OF THE DCJS EVALUATION PROCESS

- (1) As you know, PMI opened its doors last August and has now been in operation for almost 12 months. Approximately how many juveniles have you ordered into the PMI program? _____

What is your impression of the PMI program?

- (2) From your perspective, what type of juvenile offender would most likely succeed at PMI?

- (3) Do you think PMI is or can become an effective alternative to placement in a DOC learning center? ___YES ___NO

APPENDIX I

(4) As a coeducational program, do you think PMI is equally effective for males and females? YES NO

(5) If you could change one and only one thing about the way PMI operates, what would it be and how would you go about it?

(6) Is there anything else about the program that you think we should know?

JUDGEQ (II)

APPENDIX J

August 25, 1989

EXECUTIVE DIRECTOR QUESTIONNAIRE

Name of Executive Director: _____

Date of Interview: _____

1. Before coming to PMI, were you employed by another of the Associated Marine Institutes, Inc.? YES: ____ NO: ____

If yes, what Institute(s) and what position(s) did you hold?

2. What are your responsibilities as the Executive Director?

3. How do these responsibilities differ from those of the Director of Operations (i.e. what does Levi do that you don't)?

4. a. What role do you play in the recruitment of PMI students?

- b. Does Dave Piercy still review the records of PMI enrollees to determine if they match DOC's referral criteria?

5. What role do you play in the scheduling of courses?

ED

6. Are you satisfied with the current method of scheduling classes and assigning students? YES: _____ NO: _____ (If no, record answer)

7. a. Who at PMI is responsible for setting up and maintaining the student record files? What role is played by the Director of Operations, the instructors, the operations secretary, and bookkeeper in this process?

b. Are there procedures for making sure that student record files are complete and up to date? If so, what are they?

8. a. What is the relationship between PMI and the Virginia Department of Corrections (central office, regional, office, local court service units)?

b. Is there anything you would like to see done to change these relationships?

c. We understand that Newport News has appointed one individual as the liaison between PMI and their Court Service Unit personnel. Would you like to see such a liaison established between PMI and the other Court Service Units?

9. How often during an average week do you meet with the other PMI staff members? What do you try to accomplish in these meetings?

10 a. In your opinion, what are the reasons for the failures or negative terminations that have occurred in the past year?

b. What type of juvenile offender is most likely to succeed at PMI?

c. Do you believe that PMI should be restricted to only serving juveniles who are at risk of being sent to a DOC learning center?

d. Several juvenile probation officers have referred to a memo sent out by PMI which described the type of juvenile offender best suited to the PMI program. Did this memo recommend the use of referral criteria that are less restrictive than those sent out from the DOC central office?

11. a. Are there any written procedures for handling serious incidents? YES: ___ NO: ___ If yes, what are they?

b. How are serious incidents documented?

c. Who receives or has access to this documentation?

d. We heard from a probation officer that there was a "near death" incident during a trip to North Carolina and from the files we learned that two PMI students were terminated after they burglarized a surf shop in Nags Head, North Carolina? Would you tell us about these incidents and how they were documented?

12. What would you say are the current strengths of the PMI program?

13. What are the current weaknesses of the program?

18. What progress has been made by the Community Coordinator thus far?

19. a. How long do you plan to remain in the present facility?

b. In the interim, what plans do you have to enhance the present facility?

20. How can PMI expect to serve the jurisdictions of Suffolk City and the County of Isle of Wight and not provide transportation to juveniles referred from these jurisdictions?

21. In the July Program Narrative there is a reference to a \$15,000 donation to "defray operational costs." How is this money being used?

22. Is there any plan to ask the school officials in your service area to recognize PMI's academic efforts by giving students who wish to re-enroll in local schools some kind of credit for the work they accomplish at PMI?
23. Is there any thing you would like us to know about the program that we haven't talked about thus far?

Thank you for you and your staffs' whole hearted co-operation in this evaluation.

We will send you a draft of the report at the end of September and you will have a chance to respond to it and suggest changes where you think there are errors or omissions.

I will be glad to come to PMI in October or November to present the evaluation findings to your staff or Board, if you so desire.

APPENDIX K

August 25, 1989

DIRECTOR OF OPERATIONS QUESTIONNAIRE

Name of Director of Operations: _____

Date of Interview: _____

- 1. Before coming to PMI, were you employed by another of the Associated Marine Institutes, Inc.? YES: _____ NO: _____**

If yes, what Institute(s) and what position(s) did you hold?

- 2. How long have you been the Director of Operations at PMI?**

- 3. What are your responsibilities as the Director of Operations?**

- 4. How do these responsibilities differ from those of the Executive Director (i.e. what does Dave do that you don't)?**

5. What role do you play:

a. in the recruitment of PMI students?

b. in the scheduling of courses?

c. in the assignment of students to courses?

6. Are you satisfied with the current method of scheduling classes and assigning students? YES: _____ NO: _____ (If no, record answer)

7. a. Who at PMI is responsible for setting up and maintaining the student record files?

b. Does PMI require that you use particular forms in setting up the files or can PMI staff design forms to fit their own special needs?

c. Are there procedures for making sure that student record files are complete and up to date? If so, what are they?

9. What role do you play:

a. the operation of the transportation system?

b. in providing information about PMI students to the juvenile probation counselors, judges and family members?

10. We understand that Newport News has appointed one individual as the liaison between PMI and their Court Service Unit personnel. Would you like to see such a liaison established between PMI and the other Court Service Units?

11. How often during an average week do you meet with the other PMI staff members? What do you try to accomplish in these meetings?

12. a. In thinking about the kind of juvenile offenders that have been enrolled at PMI, what type of juvenile offender is most likely to succeed at PMI? What type is the most unlikely to succeed?

b. In your opinion, what are the reasons for the failures or negative terminations that have occurred in the past year?

13. a. Are there any written procedures for handling serious incidents? YES: ___ NO: ___ If yes, what are they?

b. How are serious incidents documented?

c. Who receives or has access to this documentation?

14. What would you say are the current strengths of the PMI program?

15. What are the current weaknesses of the program?

16. If you could change one thing about the way PMI operates, what would it be and how would you go about it?

17. When a PMI student has been identified as having a particular problem (family, substance abuse, behavioral, etc.) do you attempt to arrange special counseling or treatment for these students?

18. Is there any thing you would like us to know about the program that we haven't talked about thus far?

APPENDIX L

August 7, 1989

PMI INSTRUCTOR QUESTIONNAIRE

INTRODUCTION: As you know, DCJS is conducting an evaluation of the Peninsula Marine Institute so that the General Assembly will be better informed about the program. We are interviewing the staff of PMI in order to learn about PMI operational procedures and to get your own personal opinion about how this kind of program should be run. This is a confidential interview. Your name will not appear in our evaluation report and will not be associated with any opinion you may offer.

NOTE: There are a lot of questions, so please try to restrict your comments to the question being asked. There will be time at the end of the interview for you to tell us anything that hasn't been addressed.

1. How long have you worked for PMI? _____

2. Prior to your employment with PMI did you have any other job or experience working with adolescents or delinquent youth?

___ NO ___ YES (if yes, record answer)

3. What formal educational training have you had?

ROLE AS INSTRUCTOR

4. What courses do you teach at PMI?

5. When you think about the courses you have been asked to instruct, do you feel that you have had adequate training or education to teach these courses? ___ YES ___ NO

6. Have you received any course-related training from AMI?
___ NO ___ YES (record)

7. Are you required to write lesson plans for your courses?

NO YES If yes, does anyone review or approve these plans
before the lessons are given? If yes, who?

SCHEDULING

8. How are the courses scheduled at PMI?

9. How do students get assigned to these courses?

10. Are courses taught continuously with students entering and then
exiting after they attain a certain proficiency in the subject
matter, or are courses set up to run for a certain number
of days so that all the students finish their courses at the same
time?

11. Are you satisfied with the way courses are scheduled? YES NO

If not, how would you change things?

12. Are you satisfied with the way students get assigned to your
classes? _____ YES NO

If not, how would you change things?

13. Do you feel that the classroom and teaching materials you have been provided are adequate for the job you are trying to do? YES NO

If not, are there things which could be done to improve your resources that are not being done? If yes, what things could be done?

ROLE AS ADVISOR

14. How many students do you currently advise? _____
15. What are the duties and responsibilities of an advisor?
16. How do students get assigned to an advisor?
17. When a new advisee is assigned to you, at what point do you read his/her social history or psychological evaluation?
18. What role does the advisor play in the development of a student's case treatment plan?

19. How do you go about setting the individual goals and objectives for your advisees?

20. Are separate goals established for the time the student is at PMI and for the times the student is away from PMI? YES NO

RECORD KEEPING

21. Who at PMI is responsible for setting up and maintaining student files?

22. In general, have you found that the student files are complete and that they are helpful to you in trying to learn about your advisees?

YES NO

23. What role do the advisors play in updating these files?

24. What has to be done to fill out a "monthly report" on a student?

25. Has there been enough time to complete "monthly reports" for all of your advisees? YES NO

If not, how do you decide when you need to fill one out?

26. Who receives the monthly reports and who is responsible for sending the reports out?

27. How much contact do you have with the parents or guardians of your advisees?

28. Is this contact maintained when the student is at the detention center?

29. What percentage of the parents or guardians you deal with just don't care about your efforts?

30. How often do you talk with your advisees' probation counselors ?

GENERAL OPINION QUESTIONS

31. Do you feel you are getting an adequate amount of guidance or direction from the Director of Operations or from the Executive Director?

32. When dealing with student problems, has it been made clear to you when a problem is so great or complex that the the Director of Operations or the Executive Director should be notified?

33. From your perspective, what type of juvenile offender would most likely succeed at PMI?

34. In your opinion, is PMI receiving clients who are appropriate to the stated goals, philosophy and admission criteria of the program?

35. In your opinion, what are the most common reasons for the failures or negative terminations that the program has experienced?

36. As a coeducational program, do you think PMI is equally effective for males and females?

37. If you could change one and only one thing about the way PMI operates, what would it be and how would you go about it?

38. Is there any thing else you want us to know about the program?

APPENDIX M

Ten (10) Most Frequent Committing Offenses by Learning Center Students
FY1986 and FY1987, According to Level of Seriousness

<u>Frequency</u>	<u>Offense</u>	<u>Level 1</u>
682	Violation of Probation	
287	Larceny - Petit	
83	Destroying Private Property - Vandalism < \$200	
73	Auto - Unauthorized Use	
72	Shoplifting < \$200	
68	Trespassing	
33	Fail to Appear/Capias - Violation of Court Order	
27	Possession of Stolen Goods (Receiving Stolen Property)	
26	Cursing, Abusing, Obscene language	
25	Disorderly Conduct	
		<u>Level 2</u>
459	Break and Enter - Unarmed	
415	Larceny - Grand	
312	Assault (Simple)	
112	Auto theft	
81	Burglary - Unarmed	
70	Destroying Private Property - Vandalism	
51	Forgery (Checks)	
47	Weapon - Concealed	
22	Destroying Public Property - Vandalism > \$200	
22	Shoplifting > \$200	
		<u>Level 3</u>
58	Assault (Felonious)	
54	Robbery - Other/Unspecified	
12	Robbery - Attempted	
7	Maim/Mayhem	
6	Carnal Knowledge of Child	
4	Shooting into occupied vehicle	
2	Shooting into occupied dwelling	
1	Manslaughter - Involuntary	
		<u>Level 4</u>
27	Robbery - Armed	
25	Sodomy Forcible	
13	Rape	
10	Rape - Attempted	
9	Other Sex Offense	
7	Kidnapping	
2	Murder - Attempted	
1	Murder/Manslaughter - Voluntary	
1	Use of Firearm in Committing a Felony	

* Less than 10 different offenses.