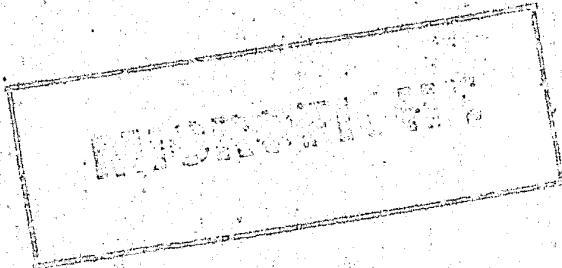


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IOWA CRIME COMMISSION



EVALUATION REPORT

PROGRAM YEAR 1

SHELTER HOUSE

COMMUNITY-BASED JUVENILE CORRECTIONS PROJECT

STORY COUNTY, IOWA

39460

Submitted to:

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## ACKNOWLEDGEMENTS

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METCOR, Inc. is a social science research and consulting firm specializing in the design, implementation, and evaluation of social service programs and service delivery systems. Since the firm's founding in early 1968, METCOR personnel have developed a special sensitivity to the resource and management problems peculiar to human service programs. METCOR's activities have not only involved providing technical assistance to local, state, regional, and federal clients, but have also included participation in the actual operation of social programs and service delivery systems. The firm's corporate offices are located in Washington, D.C., with branch offices in Chicago, Illinois, and Memphis, Tennessee. METCOR's current professional staff present extensive skills in such areas as management science, addictive studies, health care administration, program

evaluation, education, research design and methodology, statistics, sociology, and political science.

In terms of time, this report covers Program Year I of Shelter House's Juvenile Corrections Project, that is, November 1, 1973 to October 31, 1974. In terms of content, it covers three major areas: 1) the impact of the Shelter House treatment program on its clients; 2) intraorganizational relationships; and 3) interorganizational relationships. Recommendations are included at the end of each part.

In many ways, Shelter House is an innovative program. This carries with it considerable flexibility and a willingness to make improvements. While this fluid quality is one of Shelter House's main strengths, it also creates "problems" for the design of evaluation. Since this was a formative evaluation, intended to provide useful feedback to the program for its improvement, obviously no attempt was made to control positive change and growth. On the contrary, some of the recommendations included in this report have already been implemented.

Thanks are due to members of the Shelter House organization at all levels for their patience and cooperation. This is especially true for Director, George Belitsos and

House Coordinator, Jeanne Peters. In addition, Board member, Dr. Martin Miller, took the time to respond often and well to requests for advice.

The following personnel were directly involved in the work of this evaluation project:

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## 1.0 INTRODUCTION

Each year, a number of youths are apprehended and initiated into the criminal justice system as identified and adjudicated offenders. Additionally, many youths who are not formally charged with criminal acts are identified as delinquent or pre-delinquent. Youthful drug and alcohol abusers are a group of particular concern to youth corrections and other human service agencies. The value and effectiveness of traditional correction facilities in rehabilitation and socialization of the offender or delinquent has often been questioned. Effectiveness in terms of rehabilitation seems to be particularly lacking in the case of the youthful drug offender. Moreover, the traditional corrections setting is often considered counterproductive to rehabilitation and stabilization of lifestyle because of the "hardening" effects of institutionalization and exposure to a large group of criminal persons who effectively become the peer group for these young people.

With the dual purpose of providing rapid rehabilitation services and avoiding increased criminalization of youthful offenders, delinquents and predelinquents, Shelter House has embarked on a program which attempts to

have a major rehabilitative impact by responding to the causes of delinquency at the community level. Since the acting out of anti-social behavior of any kind is a dynamic process taking place between the individual and the community, Shelter House has attempted to identify those characteristics and situations within the community such as complacency toward human needs, and rejection based on socio-economic grounds, social ostracism, and punitive rather than constructive responses to various forms of anti-social behavior by youths.

It is hoped that by sparing the identified problem youths the additional pain of primitive responses, removing the stigma and inherent risks involved in being officially processed through the criminal justice system, and providing active, broad based community support and guidance that these youths may be assisted in rehabilitating their lives and avoiding initial or increased criminality of their activities.

The net gain to both the identified individuals and society as a whole can be substantial if programs such as Shelter House are implemented effectively.

The successful implementation of such an approach requires a number of conditions:



1. Shelter House must have credibility with potential clients such that they will be willing to voluntarily enter the program as an alternative to either other corrective facilities or a continued life of anti-social or delinquent behavior.
2. Judges, district attorneys, school officials and other appropriate referral agencies must be willing to submit cases for investigation and recommendation of Shelter House teams.
3. Shelter House Client evaluation teams must make accurate assessments of the rehabilitative potential of these youths identified and existing cooperative relationships with other youth-corrections and youth related agencies.
4. There must be appropriate community resources which are available to Shelter House and which will assist in the cases referred to them and work cooperatively with Shelter House, the Juvenile Justice System of Story County and any other concerned agency.

If these conditions are met, and if the basic concept of community treatment is more effective than the earlier approach of official prosecution and correctional processing in providing decriminalization and rehabilitation, there should be a number of measurable consequences:

1. The criminal or delinquent recidivism of cases handled through Shelter House proceedings should be lower than that of comparable cases handled through the traditional processes.

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2. There should be a decrease in the backlog of similar cases awaiting treatment in the Juvenile Justice System.
  3. There should be a decrease in the cost of handling such cases both in costs to the individual and society. (This includes, very importantly, costs in direct expenditure of public funds).

The Shelter House concept of community based juvenile treatment programs and its various correlate programs such as runaway houses and criminal diversion programs are essentially experimental. Existing programs have been based upon certain seemingly valid assumptions and theories about the nature of delinquent behavior, drug abuse, the criminal justice system, criminalization of non-criminal persons, and the social rehabilitation process. While many of the initial indications are good, conclusive evidence has not shown that all of the current assumptions are necessarily valid. Nor are we certain that current methods of program implementation provide the most effective response. Until there is some documented certainty that community-based programs are ultimately more effective in reducing social costs of delinquent behavior than traditional or other alternative programs, it is essential that well designed program evaluation be conducted. It was this awareness that led to the evaluation effort reported here.

## 2.0 IMPACT OF SHELTER HOUSE ON CLIENTS

This section focuses on the impact of the Shelter House treatment program on the 201 clients formally admitted during the period November 1, 1973 - October 31, 1974. It contains an analysis of data gathered mainly from client files, and as such takes its strengths and weaknesses from the accuracy and completeness of the information recorded there. (Some possible improvements in Shelter House's record-keeping system will be found under Recommendations.) For a copy of the Master Code developed to record data from client files, see the Appendix in Section 6.0. It should also be mentioned that the code was developed after review of record-keeping formats and following careful discussion of the program's goal statements (See the Appendix, Section 6.0).

The information and analysis presented in this section fall under four headings: 1) a client profile; 2) cross-tabulations of various client problems and Shelter House treatment services by perceived degree of progress in treatment; 3) some time-trend analyses comparing three groups of clients with differing dates of entry; and 4) summary of information gathered in interviewing a sampling of former clients about their attitudes toward Shelter House.

## 2.1 PROFILE OF CLIENTS

Using information coded from the files of 201 clients, active between November 1, 1973 and October 31, 1974, a profile of Shelter House clients has been generated. This profile includes a demographic summary, a breakdown of major presenting problems and services received, and evaluation of success of clients by Shelter House staff. More in-depth analyses of the latter three factors are included in the next sections.

On the following three pages, Charts 1.A, 1.B, and 1.C provide an overall summary of this information. As is shown in Chart 1.A, the average male tends to be older than the average female, and male clients have a wider age range. Most have had formal contact with juvenile authorities. Among males, the most frequently recorded serious offenses are "breaking and entering" and "runaway." Among females, "runaway" is clearly the most frequent serious offense, with "incorrigible" second. Reflecting these figures, the most common referral source for both males and females are the juvenile authorities. Charts 1.B and 1.C show the grade levels and schools of the clients.

Some apparent differences may be noted between males and females in terms of presenting problems shown in

### CHART 1.A

## PROFILE OF 201 SHELTER HOUSE CLIENTS FROM NOVEMBER 1, 1973 TO OCTOBER 31, 1974

Age	16 (mode) 16.5 (median) 7-23 (range)	14 (mode) 15.7 (median) 11-23 (range)
Residence	Ames (48.5%) Outside Story County (19.2%)	Ames (49.4%) Outside Story County (23.4%)
Length of Time in Program (in months)	0-12 (range) 1.8 (median) 2 (mode)	0-14 (range) 1.3 (median) 1 (mode)
Number of Counseling Sessions	0-36 (range) 5.17 (median) 4 (mode)	1-30 (range) 5.23 (median) 2 (mode)
Contact with Justice System	92.7%	84.4%
Most Serious Offense	1. B & E (21.2%) 2. Runaway (13.7%)	1. Runaway (52.5%) 2. Incurrigible (18%)
Major Source of Referral	P.O./Parole/Court (59.2%)  N = 124	P.O./Parole/Court (46.8%)  N = 77

CHART 1.B

LAST GRADE COMPLETED IN SCHOOL BY SEX

	MALE	FEMALE	TOTAL
	%	%	%
4th	1.2	0.0	0.8
5th	3.7	0.0	2.4
6th	7.4	0.0	4.7
7th	12.3	13.0	15.6
8th	14.8	17.4	15.7
9th	16.0	19.6	17.3
10th	21.0	26.1	22.8
11th	16.0	6.5	12.6
12th	4.9	17.4	9.4
13th	1.2	0.0	0.8
14th	<u>1.2</u>	<u>0.0</u>	<u>0.8</u>
	100%	100%	100%
	N=81	N=46	N=127

Mode = 10th grade

Median: Male = 8.7

Female = 10.0

CHART 1.C

SCHOOLS OF CLIENTS BY SEX

	MALE	FEMALE	TOTAL
	%	%	%
Ames High	25.8	25.9	25.9
Central Jr. High	8.6	13.0	10.2
Welch Jr. High	6.5	1.9	4.8
Nevada P.S.	14.0	11.1	12.9
Roland-Story	3.2	7.4	4.8
Boone	4.3	3.7	4.1
Gilbert	1.1	11.1	4.8
Other	<u>36.6</u>	<u>25.9</u>	<u>32.7</u>
	100%	100%	100%
	N=93	N=54	N=147

Chart 2. The most frequently named presenting problems for males are home and family, school, school dropout, drug and alcohol use, and emotional problems. Further, males are overrepresented in the problem areas of school and school dropout, legal problems, and emotional problems. The most frequently named presenting problems for females are home and family, school, dropout, and running away (past or present). Females are overrepresented in the areas of home and family problems, child abuse, and running away.

An overview of types of services rendered to clients is presented in Chart 3. In most instances, comparable service levels were rendered to both males and females. The most frequently rendered type of service was one-to-one counseling, with 76% of males and 96% of females receiving it. A majority of clients of both sexes had explicit treatment plans prepared, and a large percentage received the services of a treatment team. Several differences are that more males than females received services of a probation officer aide, referral services, family counseling, and formation of a treatment team. At present, there is not sufficient data to say what implications, if any, are contained in these differences. However, the differences do provoke some questions. For example, if a larger percentage of females



CHART 2

MAJOR PRESENTING PROBLEMS, BY SEX

<u>PRESENTING PROBLEMS</u>	<u>MALES</u> (N = 124)	<u>FEMALES</u> (N = 77)	<u>COMBINED</u> (N = 201)
Home & Family	71.2%	89.6%	78.2%
Dependent Neglect	10.4%	11.7%	10.9%
Child Abuse	.8%	5.2%	2.5%
Present Runaway	14.2%	31.2%	20.8%
Past Runaway	15.2%	28.6%	20.3%
School Problem	56.0%	45.5%	52.0%
School Dropout	40.8%	33.8%	38.1%
School (Combined)	(96.8%)	(79.3%)	(90.1%)
Serious Drug Problem	12.8%	13.0%	12.9%
Moderate Drug Problem	24.8%	19.5%	22.8%
Drug Experimenter	17.6%	20.8%	18.8%
Alcohol Problem	7.2%	7.8%	7.4%
Drugs (Combined)	(62.4%)	(61.1%)	(61.9%)
Sexual Problem	12.0%	16.9%	13.9%
Problem Pregnancy	3.2%	6.5%	4.5%
V.D.	1.6%	1.3%	1.5%
Legal	19.2%	10.4%	15.8%
Emotional Problem	40.0%	28.6%	35.6%

Number of problems per client:

MODE = 3  
MEDIAN = 3.4

### CHART 3

#### PERCENTAGES OF CLIENTS WHO RECEIVED VARIOUS SHELTER HOUSE SERVICES

	<u>MALE</u> (N=124)	<u>FEMALE</u> (N = 77)	<u>TOTAL</u>
One-to-one Counseling	76.0%	90.9%	81.7%
Treatment Plan	58.4%	55.8%	57.4%
Treatment Team	42.4%	35.1%	39.6%
Family Counseling	30.4%	23.1%	27.7%
Evaluation	14.4%	13.0%	13.9%
Specialized Services	7.2%	10.4%	8.4%
Referral	35.2%	20.8%	29.7%
Drug Counseling	15.2%	11.1%	13.9%
Legal Assistance	8.0%	6.5%	7.4%
Group Sessions	20.8%	20.8%	20.8%
Professional Consultant	23.2%	24.7%	23.8%
Probation Officer Aide Assigned	28.8%	19.5%	25.1%

Note: Multiple services are the rule.

were runaways, why didn't they receive more family counseling rather than less?

Based on staff evaluation of each client, (see Chart 4), the majority of clients of both sexes improved during their period of treatment, and only a small percentage regressed. Some remained the same and with a few it was too early to evaluate. Although degree of improvement is not included, and "improvement" is a somewhat soft variable, these figures are nonetheless impressive. Since this information is routinely collected on all clients, and since all Shelter House staff use the same behaviorally specific criteria as bases for their decisions, the research team feels that this is an honest measure and provides meaningful information. (See the Appendix, Section 6.0, for a copy of Shelter House's PROGRAM TREATMENT PROCEDURES, which lists behaviorally specific criteria for judging success/failure of treatment.)

After leaving Shelter House's live-in program, a large number of clients are placed back in their homes or with relatives as is demonstrated by Chart 5.

The other primary placement is group homes, TC's, or detention. Males are also placed in foster homes, private or state institutions; females are absent from these categories.

CHART 4

SHELTER HOUSE EVALUATION OF CLIENTS

	<u>MALE</u> (N=123)	<u>FEMALE</u> (N=77)	<u>TOTAL</u>
Improved	59.3%	57.1%	58.5%
No Change	28.5%	27.3%	28.0%
To Soon to Evaluate	9.8%	14.3%	11.5%
Regressed	2.4%	1.3%	2.0%

CHART 5

PLACEMENT AFTER LEAVING SHELTER LIVE-IN PROGRAM, BY SEX

	<u>MALE</u>	<u>FEMALE</u>	<u>TOTAL</u>
Place Back Home or With Relative	40.0%	55.9%	47.3%
Placed in Group Home, TC or Detention	27.5%	29.4%	28.4%
Placed in Foster Home	7.5%	0.0%	4.1%
Placed in Private Institution	2.5%	0.0%	1.4%
Placed in State Institution	5.0%	0.0%	2.7%
Into Independent Living	5.0%	2.9%	4.1%
Other	<u>12.5%</u>	<u>11.8%</u>	<u>12.2%</u>
	100.0%	100.0%	100.0%
	N=40	N=34	N=74

## 2.2 DEGREES OF PROGRESS IN TREATMENT

This section contains the results of analyses of data from client files relating perceived degrees of progress in treatment to various client problems and treatment services. (Again, refer to Appendix 6.0, PROGRAM TREATMENT PROCEDURES, for behaviorally specific criteria used in rating progress.) Of the 201 clients actively involved at Shelter House during the evaluation year, four clients were rated by program personnel as having gotten worse during their period of contact, 26 were rated as not having been in contact long enough to judge, and the remaining 171 were rated as having improved (115) or stayed the same (56). By implication, Shelter House personnel believe that about 66% of their clients improve during their period of contact, 31% stay the same, and 3% get worse.

Some interesting results emerge when those rated "improved" are compared to those rated "stayed the same." As Chart 6 shows, those whose most serious offense was shoplifting, breaking and entering, larceny, or other, are rated improved more often than average, i.e., more than 66%. Those whose most serious offense was possession of alcohol or controlled substance, on the other hand, are less likely than average (66%) to be rated improved.

### CHART 6

#### MOST SERIOUS OFFENSES OF 130 CLIENTS RELATED TO PERCEIVED DEGREE OF PROGRESS IN TREATMENT

	RATING:IMPROVED		RATING:STAYED SAME		ROW TOTALS	
	N	%	N	%	N	%
Traffic violation	1	100	0	0	1	.8
Shoplifting	8	80	2	20	10	7.7
B & E	15	88	2	12	17	13.1
Larceny	6	86	1	14	7	5.4
Vandalism	4	57	3	43	7	5.4
Runaway	23	68	11	32	34	26.2
Possession of Alcohol	2	33	4	67	6	4.6
Controlled Substance	5	39	8	61	13	10.0
Incorrigible Behavior	12	75	4	25	16	12.3
Auto Theft	3	75	1	25	4	3.1
Other	<u>13</u>	<u>87</u>	<u>2</u>	<u>13</u>	<u>15</u>	<u>11.5</u>
Column Total	92	71%	38	29%	130	100%

Chart 7 lists sources of referral for clients. Those clients who were referred to Shelter House by parents or schools are more likely than average to be rated improved. Those referred by P.O./Parole/Court, by themselves, or other agencies are about average in probability of being rated improved. Those referred by police, by friends or other clients are less likely than average (66%) to be rated improved.

In terms of presenting problems (see Chart 8), clients with school problems are significantly more likely to be rated improved, while school dropouts are about average. As might be expected, those with serious drug problems are much less likely to be rated improved than those with less severe drug problems. This is corroborated by other analysis not shown in this chart: both moderate drug users and non-users are about average in their chances of being rated improved; in addition, those whose drug problem is alcohol or marijuana are much more likely to be rated improved than users of other drugs. Finally, to a statistically significant degree (.019) those rated improved are younger than those rated unchanged.

In terms of services received, a number of differences can be seen between those who were rated improved and those rated unchanged. As the Chart 9 shows, clients seem to have a considerably better than average (66%) chance of being rated improved when they receive the following types of service: family counseling, preparation of a treatment plan, formation



### CHART 7

#### SOURCES OF REFERRAL RELATED TO PERCEIVED DEGREE OF PROGRESS IN TREATMENT

	RATING:IMPROVED		RATING:STAYED SAME		ROW TOTAL	
	N	%	N	%	N	%
P.O./Parole/Court	63	66	32	34	95	56
Self	17	68	8	32	25	15
Parent	16	84	3	16	19	11
School	6	100	0	-	6	3
Other Agency	8	62	5	38	13	8
Police	0	-	2	100	2	1
Doctor/Minister/Lawyer	4	80	1	20	5	3
Citizen/Friend/Other Client	<u>1</u>	<u>17</u>	<u>5</u>	<u>83</u>	<u>6</u>	<u>3</u>
	115	67%	56	33%	171	100

### CHART 8

#### PRESENTING PROBLEMS OF CLIENTS COMPARED TO PERCEIVED DEGREE OF PROGRESS IN TREATMENT

	RATING:IMPROVED		RATING:STAYED SAME		ROW TOTAL
	N	%	N	%	
Home and family	93	69	41	31	N = 134
Dependent Neglect	16	80	4	20	20
Child Abuse	2	50	2	50	4
Present Runaway	21	66	11	34	32
Past Runaway	22	69	10	31	32
School Problems	68	76	21	24	89
School Dropout	45	68	21	32	66
Serious Drug Problem	7	37	12	63	19
Moderate Drug Problem	23	66	12	34	35
Drug Experimenter	28	82	6	18	34
Alcohol Problem	6	50	6	50	12
Sexual Problem	20	77	6	23	26
Problem Pregnancy	8	100	0	0	8
V.D.	3	100	0	0	3
Legal Problems	18	69	8	31	26
Emotional Problems	33	57	25	43	58

### CHART 9

#### TYPES OF SERVICES RECEIVED RELATED TO PERCEIVED DEGREE OF PROGRESS IN TREATMENT

	<u>RATING: IMPROVED</u>			<u>RATING: NO CHANGE</u>			<u>ROW TOTALS</u>
	<u>N</u>	<u>/</u>	<u>%</u>	<u>N</u>	<u>/</u>	<u>%</u>	<u>N</u>
One-to-One Counseling	96	/	68	45	/	32	141
Preparation of Treatment Plan	79	/	75	26	/	25	105
Formation of Treatment Team	54	/	75	18	/	25	72
Family Counseling	41	/	85	7	/	15	48
Evaluation Services	17	/	81	4	/	19	21
Specialized Services	12	/	86	2	/	14	14
Referral to Another Agency	33	/	66	17	/	34	50
Drug Counseling	14	/	61	9	/	39	23
Legal Assistance	8	/	67	4	/	33	12
Group Sessions	25	/	66	13	/	34	38
Professional Consultant	29	/	69	13	/	31	42
POA or Volunteer	34	/	74	12	/	26	46

of a treatment team, evaluation services, specialized services, and linking with a volunteer. (It should be mentioned that statistical significance for "family counseling" and "preparation of a treatment plan" are .0029 and .0083, respectively.) Additional analysis not shown in this chart indicates that in general those rated improved have been in the program longer, been involved in more counseling sessions and received a larger number of different services.

### 2.3 TRENDS IN CLIENT PROBLEMS AND TREATMENT SERVICES

In this section, three groups of Shelter House clients are compared:

- . Group 1 consists of eighty clients who were no longer active at the end of the first six months of the year-long evaluation period;
- . Group 2 consists of sixty-one clients who were ~~still~~ still active at the end of the first six months;
- . Group 3 consists of sixty-one clients who entered the program during the second six months of the evaluation period.

The changes over time for these three groups are limited, and require some interpretive effort.

Chart 10, for example, shows that 34.6% of Group 1 were referred to other agencies, while 58.8% of Group 3 were

CHART 10

CROSS TABULATION OF RECORDED DEGREE OF SUCCESS BY 3 GROUPS  
OF CLIENTS WITH DIFFERING TIMES OF ENTRY

	GROUP 1:	GROUP 2:	GROUP 3:	T
	Done by end of first 6 months	Still active at end of first 6 months	New during 2nd six months	
	%	%	%	
Successfully terminated	2.6	17.9	8.8	7
Partially successful completion of treatment, but client terminated services	59.0	48.7	29.4	49
Unsuccessfully terminated	3.8	5.1	2.9	4
Referral/placement	34.6	28.2	58.8	38
	<hr/>	<hr/>	<hr/>	<hr/>
	100%	100%	100%	100

so referred. (The drop to 28.2% in Group 2 is not statistically significant.) Other differences can be noted, such as the increase in successful terminations from Group 1 to Group 2 (2.6% to 17.9%). The decline which appears in client-initiated terminations, however, should be cautiously interpreted, since it may well be a function of length time in the program. Clearly, Group 3 would have less time in the program, and hence be less likely to become discouraged and/or tired of the system and quit.

Chart 11 reflects some changes in the presenting problems of the three groups. Dependent neglect declined as a presenting problem after a small rise (11.3% to 18% to 3.3%). The proportion of runaways has increased from 13.8% for Group 1 to 34.4% for Group 3. Similarly, experimenting with drugs has increased from 10% to 24.6%.

This increase in drug experimenting may also be reflected in Chart 12, which shows a decline in the specification of alcohol as the user's drug of choice (47.2% to 17.2%), and an increase in marijuana as the drug of choice (44.4% to 79.3%).

The final chart in this section, Chart 13, breaks down types of services received by the same three groups. Again, it should be remembered that Group 3 contains

② CHART 11

PRESENTING PROBLEMS RELATED TO THREE GROUPS OF CLIENTS WITH DIFFERING  
TIMES OF ENTRY

	<u>GROUP 1: DONE BY</u> <u>END OF 1st SIX MOS.</u>		<u>GROUP 2: STILL</u> <u>ACTIVE AT END OF</u> <u>1st SIX MOS.</u>		<u>GROUP 3: NEW</u> <u>DURING 2nd</u> <u>SIX MOS.</u>		<u>ROW</u> <u>TOTAL</u>
	N	%	N	%	N	%	
Home & Family	65	81.3	43	70.5	50	82.0	15
Dependent Neglect	9	11.3	11	18.0	2	3.3	2
Child Abuse	2	2.5	1	1.6	2	3.3	
Present Runaway	11	13.8	10	16.4	21	34.4	6
Past Runaway	16	20.0	12	19.7	13	21.3	4
School Problems	35	43.8	37	60.7	33	54.1	10
School Drop Out	26	34.5	24	39.3	27	44.3	7
Serious Drug Problem	11	13.8	5	8.2	10	16.4	2
Moderate Drug Problem	20	25.0	12	19.7	14	23.0	4
Drug Experimenter	8	10.0	15	24.6	15	24.6	3
Alcohol Problem	4	5.0	6	9.8	5	8.2	1
Sexual Problem	6	7.5	11	18.0	11	18.0	2
Problem Pregnancy	1	1.3	4	6.6	4	6.6	
V.D.	0	0.0	1	1.6	2	3.3	
Legal Problems	14	17.5	7	11.5	11	18.0	3
Emotional Problems	24	30.0	22	36.1	26	42.6	7

# CHART 12

## CROSS TABULATION OF DRUG OF CHOICE BY 3 GROUPS OF CLIENTS WITH DIFFERING TIMES OF ENTRY

	GROUP 1:	GROUP 2:	GROUP 3:	TOTAL
	Done by end of first 6 months	Still active at end of first 6 months	New during 2nd six months	
	%	%	%	%
Marijuana	44.4	55.6	79.3	58.4
Alcohol	47.2	36.1	17.2	34.7
Other drugs	<u>8.3</u>	<u>8.3</u>	<u>3.4</u>	<u>6.9</u>
	100%	100%	100%	100%

Note: the base for this data is drug users only.



CHART 13

TYPES OF SERVICES RECEIVED RELATED TO 3 GROUPS OF  
CLIENTS WITH DIFFERENT TIMES OF ENTRY

	GROUP 1:		GROUP 2:		GROUP 3:		TOTALS
	Done by end of first six months		Still active at end of first 6 mos.		New during second six months		
	N	%	N	%	N	%	
One to one counseling	59	73.8	54	88.5	52	85.2	165
Prep. of treatment plan	28	35.0	49	80.3	39	63.9	116
Formation of treatment team	19	23.8	35	57.4	26	42.6	80
Family counseling	9	11.3	20	32.8	27	44.3	56
Evaluation services	10	12.5	5	8.2	13	21.3	28
Specialized services	8	10.0	6	9.8	3	4.9	17
Referral to another agency	23	28.8	18	29.5	19	31.1	60
Drug counseling	9	11.3	11	18.0	8	13.1	28
Legal assistance	7	8.8	3	4.9	5	8.2	15
Group sessions	24	30.0	15	24.6	3	4.9	42
Prof. consultant services	18	22.5	18	29.5	12	19.7	48
POA or volunteer	19	23.8	20	32.8	12	19.7	51

persons who may not have been completely evaluated as yet by Shelter House. Their later receipt of various kinds of treatment could change several of these results. In general, clients are now more likely to receive one-to-one counseling than they were at the beginning of the period. Both preparation of treatment plans and formation of treatment teams have increased. Use of family counseling has also increased, while use of group sessions as a mode of treatment seems to have declined markedly. (See Chart 13.)

## 2.4 INTERVIEWS OF FORMER CLIENTS

This section summarizes opinions and information expressed during interviews with a sampling of former Shelter House clients. A computer-drawn sample was used, the size of which was twenty individuals or 10% of the total population. Some stratification was used in preparing the sample. First, there was a division into two groups: active and inactive clients as of October, 1974. Then active clients were stratified along three stages of treatment; inactive clients were stratified by four kinds of termination: (1) successful; (2) partially successful

completion of treatment, but client terminated services; (3) unsuccessfully terminated; (4) referral/placement. The exact wording of questions asked in the interviews can be found in the appendix.

Because of difficulties in contacting some clients, it was possible to interview only 16 persons, rather than the 20 called for in the sample. Three of the seven categories are underrepresented: (1) clients referred and/or placed by Shelter House, (2) clients terminated unsuccessfully, and (3) clients who terminated services while their treatment was judged partially successful but incomplete. This summary of results, therefore, must be read with that clear limitation in mind.

Respondents were first asked whether they received from Shelter House the kind of help they needed. Twelve of the sixteen expressed a clear yes, while three were uncertain or unclear, and one said no. One of the respondents who was uncertain said that while Shelter House helped a little, the people at Beloit seemed to know more. The one clearly negative response was explained in these words: "What's the difference where you're locked up?" Those who said they definitely did receive the kind of help they needed added comments like the following:

- . They helped me talk through my problems and solve them;
- . The house parents were very good;
- . They treat you like a person;
- . It's a very warm and friendly place;
- . They changed my mind about ever getting in trouble again;
- . I got a lot out of the experience, even though I didn't think so at the time.

When asked whether they would tell a friend in trouble to go to Shelter House for help, thirteen said yes, one said no, and two were uncertain or unclear. In spite of the large majority who said yes, however, only two said they actually had suggested that a friend go to Shelter House for help.

When asked what they liked most about Shelter House, twelve respondents focused on the staff, saying that the people who work there really seem concerned. One respondent said of the staff, "They love kids, and you could see it." Two mentioned that Shelter House is a very warm and friendly place. Four spoke of Shelter House as a good place to talk and release pressures.

When questioned on their dislikes about the program, seven of the sixteen said they could think of nothing they disliked. Four mentioned being unable to get along with

some other clients. Two complained about lack of organization, saying that "sometimes things are planned, and then don't happen." One disliked the House's curfew rules. Another said that the problems of some of the other kids there were shocking, scary. One respondent said, "Maybe they try to handle problems they're not trained for sometimes."

Those interviewed were asked whether things are better for them now than before they went to Shelter House. Twelve said yes, one said no, and three were uncertain/hesitant/unclear. Two made it a point to say that things were better because they had not gotten in trouble since being at Shelter House. One mentioned that things were much better for the whole family.

When asked whether they thought they got anything from Shelter House which they couldn't have gotten anywhere else, three said no, eleven said yes, and two said they didn't know. Those who answered yes were then asked what it was they got. The following are some of their responses:

- . They listen to what you say. They pay attention to what you say, and really understand (three respondents);
- . The age of the people working there seems to help them understand better (2 respondents);
- . There are other places to go for help, but I don't think they're as good as Shelter House, because Shelter House specializes in kids;

- . Because that's the only place I could let out how I feel;
- . I learned to be open with people (two respondents);
- . If Shelter House hadn't been there, I'd still be spending 90% of my time speeding, tripping, or smoking pot.

When asked what the people who run Shelter House can do to make it better, eight respondents said they couldn't think of anything. The others made the following suggestions:

- . The kids there do too much sitting around maybe. I think they need more activities;
- . There's too much fooling around; they need to get more organized;
- . Some kids they let in don't need to be there;
- . They didn't trust me enough;
- . Fix up the offices in the basement;
- . They need to get a little more space. There's not enough room;
- . Some kids get too depend too much on Shelter House. It's like a different world: people there are nicer than normal, and it's hard to get used to things after you leave;
- . Some more training for staff.

Respondents were then asked what they think is the purpose of Shelter House. Eleven said that the purpose is to help troubled kids, to help kids work out problems, to counsel those under age or some variation thereof.

Other expressions of purpose were:

- . To help you get your head together, and at the same time to give you a chance to help other kids who are there;
- . A place to go and stay to get your mind clear;
- . To help you and get you back with your family instead of turning you in;
- . To learn from helping some kids how to help other kids.

When asked how well Shelter House is accomplishing the purposes they had just expressed, thirteen respondents said that Shelter House is doing a good job, in their opinion. One respondent said that the program was "not doing too well, since many kids seem to be on the same track after leaving."

Finally, respondents were asked whether there was anything else they wanted to add. Twelve said no, while four made the following statements:

- . I'm glad that's where I was put. It couldn't have been better;
- . I was treated like an individual and cared for;
- . They should have something like this in every town. If they did, it would stop kids from stealing and ruining property;
- . Shelter House is a really good place. It's like a guidance center that helps you find out what way to go.

As can be seen, while a small proportion of the opinions expressed during these interviews were unfavorable

to Shelter House, most were highly favorable. Some of the opinions expressed on both sides reflect considerable insight, and may be useful to Shelter House decision-makers either as confirmation of some aspects of current programming or as incentive to rethink other aspects. This usefulness might have been enhanced, if there could have been further probing of some responses. That, however, would have raised the ethical problem of going beyond the purposes of the interviews as represented to respondents when requesting them.

## 2.5 RECOMMENDATIONS

An obvious function of research is to answer questions; another less obvious but important function is to create new and better questions. The information and analysis presented in this chapter reflect both of those functions. While some interesting, potentially useful trends and relationships can be seen, much of what is presented is more provocative than definitive. What follows are a number of suggested improvements for Shelter House's recordkeeping, so that future efforts to evaluate the program's impact may move more easily from answers about what is happening to why it is happening.



Those who coded data from client files experienced some important gaps and variations both in what is recorded and in how it is recorded. Although the formats more recently in use seem quite adequate, they were not always fully used. This resulted in the too frequent need for the coders to use the category of "not ascertainable," and a consequent too high frequency of missing observations for some important variables when computer analysis was being performed. It should be mentioned that more recent client files were better in this regard, and this improvement may be related to recent emphasis on case supervision.

There were some weaknesses in success/performance measures for individual clients. Treatment plans were sometimes recorded in vague terms. Specific goals of treatment, therefore, were sometimes difficult to ascertain, and degrees of progress toward attainment of specific goals even more difficult. It is suggested that Shelter House adopt or adapt the system of Goal Attainment Scaling, developed under an NIMH grant by Thomas J. Kiresuk and colleagues at the Hennepin County Mental Health Service in Minneapolis, Minnesota. This system, using objectively determinable outcomes selected in advance with each client, offers more precision than the system which Shelter House currently uses. In addition, it is flexible enough to accommodate a wider variety of measures.

Increases in the incidence of some kinds of services are to be encouraged. This is particularly true of increases in family counseling, preparation of treatment plans, and formation of treatment teams, all of which relate quite directly to Shelter House's stated program goals.

The team approach to treatment is important to Shelter House, and yet the client files searched in this evaluation effort often lacked information regarding team composition and team meetings. Also, few parents are recorded as members of treatment teams. Again, it should be said that improvements in this regard seem to be underway.

Types of services received by clients were recorded well, but important related information was lacking. For example, there was no way to arrive at the amount of time spent providing each service. This and similar information would obviously be needed for any useful cost/benefit analysis.

Often there were no reasons recorded for client-initiated terminations, while incidence of such terminations was rather high.

Shelter House should consider routinely using some kind of standardized instrument(s) both at intake and at termination.

Shelter House should consider inviting the active involvement of "outsiders" in the further definition of performance/success criteria for the program. Such involvement might have included school officials, local police, additional personnel from the juvenile justice system, etc.

An important function of Shelter House is coordination of services, but program records often contain little more than the fact of referral.

Implementation of these suggestions will enhance future evaluation efforts. Much more important, Shelter House will have a stronger feedback loop for constantly monitoring and improving the quality of its services to young persons in trouble.

### 3.0 INTRAORGANIZATIONAL RELATIONSHIPS

The processes involved in Shelter House operation include both intra- and interorganizational relationships. Relationships within the organization are examined in this chapter, while the program's external relationships are assessed in the next chapter.

#### 3.1 DATA COLLECTION

Data concerning internal program processes and relationships were collected by interviewing a variety of individuals connected with the program, including the Program Director, Director of the Youth Services Bureau, board members, house parents, consultants, youth workers, interns, and volunteers. A complete list of the nineteen persons interviewed may be found in Appendices, Section 6.1.

A highly structured interview schedule was not used, since much of each interview was exploratory. Rather, the interviews were "planned conversations," with a dozen key issues being defined and prioritized beforehand. In addition, specific questions were prepared to serve as a guide to the interviewer. (For a listing of these questions, refer to the Appendices, Section 6.1.) All interviews were conducted by

Merwin R. Crow, then Executive Director of Orchard Place, a residential treatment center for children in Des Moines. Mr. Crow, a highly qualified professional with long experience in youth services, was able to conduct the interviews as a knowledgeable but objective "outsider."

The results of these interviews are informed observations rather than quantitative data. We feel that the interviewer's reports and impressions are valid and provide useful information for the program, its sponsors, and any outside agencies interested in learning from the Shelter House experience.

### 3.2 FINDINGS

This portion of the survey examined twelve issues that relate to internal Shelter House processes. These issues were determined jointly by METCOR staff and the Shelter House Director, who also placed the major points in priority order. Each of these issues is discussed below.

#### 3.2.1 STAFF PERCEPTIONS OF IN-SERVICE TRAINING NEEDS

In-service training needs are currently being met satisfactorily in many areas with such courses as "How to be

a Witness in Court," "Parent Effectiveness Training," and so forth. The general feeling among staff was that these courses were excellent.

The primary unmet training need is related to clinical training. There is a general concern over perceived lack of expertise in counseling and therapy techniques and skills. Staff members expressed a desire for workshops and retreats of a technical nature focusing on family dynamics, casework, therapy, and individual counseling with children. The youth worker staff in particular felt that these sessions would be helpful. The youth workers specifically expressed a desire to be better para-professional counselors and work along side with professionals in joint interviews.

Finally, training sessions are viewed as tied in part to the budgetary cycle since more money seemed to be available at the end of the budget year for training.

### 3.2.2 INTEGRATION OF PAID STAFF WITH INTERNS AND VOLUNTEERS

Volunteers and interns are well integrated with paid staff, although there is some variation from individual to individual.

Volunteers are primarily college students getting extracurricular experience with people, whereas interns actually receive college credit from their participation in the program, and relate to the Program Director rather than the Volunteer Coordinator. Some are using this experience as a career-testing device to determine if they can work with special children.

Most are generally happy with the experience but tend to be concerned about the lack of structure and definitiveness of function. They tend to be "phone answerers" and feel somewhat demeaned by this position. None of the volunteers interviewed were working one-to-one with children which would, no doubt, prove more rewarding. The general feeling among staff is that there should be greater diversity among volunteers - for example more older volunteers who could offer some stability and continuity in relationships with individual children. There was also a feeling that volunteers needed to be trained on a more systematic basis.

The Volunteer Coordinator has excellent intentions, but seems to have insufficient time in which to carry them out. The Volunteer Coordinator position was seen to be helping greatly in the process of integrating the volunteers into the program. During the past summer the volunteer program worked quite well but it was felt that the interns, for example, had

to use their own initiative to get a "piece of the action." For the most part it was felt that the volunteers are effective, strongly motivated and tend to be singularly successful. There have been some problems with over-identity and lack of objectivity and an occasional "wash-out," but it was felt that the benefits received from the program are worth the few difficulties encountered.

There seem to be an adequate supply of volunteers (currently 26), but only about ten were attending weekly volunteer meetings. Thirteen people, of the twenty-six, do not have actual duty shifts. Six of the thirteen have one-to-one assignments on the basis of a six-month commitment.

The Volunteer Coordinator agreed that the greatest problem with volunteers was lack of continuity. They were absent, for example, during quarter breaks and holiday breaks, which would be good times for involvements with children.

At present, the volunteer handbook is being updated. The in-service training for volunteers was seen to be inadequate at the initial stage and in the follow-up supervision of volunteers. As mentioned before, some felt that they were only getting jobs that paid staff did not want to do. Some thought that the temporary nature of their position on the staff tended to obviate their usefulness, and the fact that they



could not see the whole picture as a volunteer, was seen as a decided disadvantage.

The volunteers keep a journal, and the volunteer supervisor puts a summary of the weekly meetings of the volunteer group in the Journal. Volunteers were thirsting for more in-house opportunity to work with children on a planned basis.

### 3.2.3 THE DECISION-MAKING PROCESS

While the process for input into decisions seems to be quite democratic, it is not always systematic. That is, those involved may be informed at a late date or be asked for input at the last minute, rather than planning ahead. The general consensus seems to be that there is no long-range plan for Shelter House.

Program decision-makers experience many areas where information needed for management or policy decisions is lacking or inadequate. The age and maturity of this program is such that to expect a high level of management expertise might well be premature. Although there is a great deal of systemic conceptualization, there seem to be gaps between the concepts and their implementation.

A relatively important decision to track as an example would be the concept of development of the Youth House, seen as an extension of the Shelter House program to provide residential treatment from six months to a year. The general consensus among the staff is that this idea must have originated with the director or the board, and that staff were apprised of it later. Generally, they concur with the logic of it, but the main concern voiced was that the decision was made without input from them in advance.

The issue of policy making and decision making is discussed further in Section 3.2.5, Staff Communication Issues.

### 3.2.4 THE CASE MANAGEMENT SYSTEM

It was felt that the case management system and supervisory procedures were developed in an evolutionary process, with some trial and error but more through the discovery of gaps that the agency moved to meet. The agency, on identifying these gaps, moved to fill them. These changes in direction and focus necessitated the development of new procedures, including a case management system, for the new direct services provided.

The reason that Shelter House moved from being a coordinating and referring agency to being more involved in

direct service delivery seems to be related to the gaps in service discovered. There was also found to be a "market," with dollar support coming from the Board of Supervisors and other sources. One Board member feels that the agency should decrease direct services, and be more of a brokerage, tracking, and follow-through agency with a monitoring and feedback function relating to purchaser agencies.

From within the staff there was concern that case management and follow-up really was more casual than formal and purposeful. There was a general feeling that the youngsters should be tracked for six months or more, whereas the informal policy seems now to be three months. There was a feeling from at least one consultant that the case management plan is an expectation higher than the workers can meet and a little more formal than an alternative service agency should be expecting. The Youth Workers themselves were concerned that the case management plan called for more paperwork than might really be necessary, whereas the alternative concept should allow for a more flexible, tolerant approach to case management. There was hope that hiring a casework supervisor would ease these concerns.

There was no doubt among those interviewed that Shelter House fulfills a useful role in the community. It

responds to a clear need related to juveniles, and does so successfully. It was felt that Youth House - a longer range program - would be a logical extension of the Shelter House program and is another important need in the community.

### 3.2.5 STAFF COMMUNICATION ISSUES

Problems in staff communication seem to relate to the lack of written or clear chain-of-command messages. For example, House parents seem to feel they must fight for inclusion in communications and decisions related to the children. They feel many times that they are treated as a caretaker staff; however, they admit to improving conditions in this area currently.

Role problems tend to occur in relation to issues of delegation and authority. Unanimous among the staff is the opinion that the director does not delegate enough. There is an overriding feeling that if delegation, with concomitant authority, is not forthcoming, some aspects of the program could be in jeopardy. Related to this, there has been some splitting and manipulating of staff by the children. The house parents, more recently, have apparently

been allowed to exercise more authority in critiquing of the child's plans for the evening, so as to assure that all pieces of the program are giving the child a relatively congruent message.

Throughout the issue of communication runs the implication of the need for consistent supervision among all staff to facilitate awareness of what other components of the program are doing. There is a general feeling that communication is improving. The consensus is that the retreat idea is good, and has generated more good than ill will. New staff, albeit relatively dependent staff, now receive more in-house supervision and communication from the director, who is seen by some as very busy and unavailable.

In the staff communications area, and related to delegation, there was consensus that the Program Director is highly motivated and committed to the Shelter House program, often spending a great number of hours in the program. The overriding feeling of many employees is that he expects the same high-level commitment of them, to the point of 'inordinantly long hours and super-expectations. It is felt by some staff members that "to survive is to learn to say no." At the same time, this was not seen as a criticism of the Director per se, but only a criticism of his expectations of

other staff. Several staff at the same time felt that they would be willing to take on a piece of the program, and spend the necessary time on it, if they were delegated the responsibility and authority for it. A task suggested for delegation was intake.

Because of their proximity and similar interest, the youth workers tend to communicate more than any other element of the staff. Some admitted to forgetting that the house parents really are part of the team because their low profile keeps them in the background. The communication that does occur seems to be informal. However, there is a tendency to move toward making notes and keeping files up-to-date for the benefit of other team members. Most expressed a wish to involve the child, the youth worker, and the house parents in any issues that relate to management of clients.

It was generally agreed that job descriptions were general enough to include the actual functional area of the employee, and, insofar as this is a new program, the congruence between the perceived role with the experienced role is one emerging and evolving. No staff interviewed were distressed with the responsibilities entailed in their job. Most tended to want more responsibility and authority, or have delegated to them an exclusive activity for which they

must be responsible. This would tend to clarify the expectations of them in a given job position.

### 3.2.6 STAFF SATISFACTION WITH REPORTING PROCESSES

There seems to be a general feeling that the present reporting procedure is a necessary protocol which the staff must observe. Reduction of forms has been viewed as a good move. However, there is the attitude that the front-line involvements with children and families should override the discipline required to put things down in writing. This tends to handicap staff communication and accountability to purchaser-agencies. There is a feeling that as an alternative social agency, Shelter House should not become a "paperwork agency."

Volunteer staff are accountable for reporting by means of a Journal which most tend to keep religiously, particularly the older volunteers. Many of the younger volunteers have to be encouraged to report handling of issues or problem areas needing attention with a given child.

Reporting and recording procedures entail the use of a basic set of ten forms which the youth worker staff feel good about using, but have had to discipline themselves to do.

Process recording tends to be neglected. The house parent staff are currently not required to report in writing, but they suggested that they should be included in required writing up of weekly summaries on residents-

### 3.2.7 PROCEDURES FOR HIRING AND RECRUITING TO REDUCE TURNOVER

There seems to be little difficulty in the recruitment process. The hiring process is unique in that the staff screens but the Board hires. The Director is an active participant in the process. He has, at times, disagreed with the decisions as to who was hired, but the personnel policies spell out that the committee process must occur. The Director feels this is a fair and thorough process, and is not unhappy with it, but will be glad to look into any alternative proposals. All regular employees tend to have a good deal of input into the hiring of their replacement.

Some Board members feel that the staff and the personnel committee of the Board should interview jointly, and there is a question as to the Board's involvement in making the final decision for staff hiring. In relation



to turnover, it was felt this is a by-product of programming and was likely to continue. House Parents related turnover to the lack of privacy, the sharing of a bathroom with the children, and lack of definitiveness in function. There is some negative feeling about student spouses rotating through the program, since it is felt that there should be more permanence to the staff than this type of person allows. Some of the staff felt that they need to learn to pace themselves and realize that if the Director's expectations of them are beyond their ability to fulfill, they must learn to say "no." They feel that the Director needs to understand that not all staff are as dedicated as he and most individual staff members ultimately come to feel, if they are going to survive the job, that they must work forty to forty-five hours, rather than sixty or more hours per week. There was general agreement that the Director has become more reasonable in his expectations of staff over the past few months, after having been confronted with the dilemma.

### 3.2.8 STAFF PERCEPTION OF SHELTER HOUSE AS AN ALTERNATIVE SOCIAL AGENCY

There is a strong feeling that Shelter House is a unique new-service program that meets evident needs in the

Ames-Story County Community, and it is viewed as an alternative to the traditional programs. There is a general feeling among all persons interviewed that the agency has an excellent reputation and is well received in the larger community. The opinion that the image has improved is shared by many, and this image-enhancement has occurred as the Agency has assumed a more realistic and less "avante-garde" position. It is felt that Shelter House provides a supportive relationship on a temporary, live-in basis to children at odds with the community, their parents, or the police. It was felt that movement toward longer-term care in the Youth House concept was a logical step in the program's growth. There was concern that the agency not become a traditional agency. There was feeling that if Youth House did become a reality that it should not be the primary focus of the agency. Shelter House, as an alternative social service delivery program, was seen as having both a direct service function and a brokerage function. In the spectrum of services for the community, Shelter House has served as an agent of social change and has served in an advocacy capacity for children. It is an integral piece of the services of the community and holds a unique paraprofessional role. It has been effective, unique and innovative. Shelter House was seen to be a "non-threat"

agency, and very much needed in an academic community such as Ames.

The Shelter House program was lauded for "hanging on" in tough case situations. It was felt the program should not feel bad if it did have to jump back into a case when a client failed a second or third time. It is also felt, however, that in the face of reality, Shelter House should not hang on to a child inordinately long if the child was resisting the impact of the program. To balance out this dilemma is a lingering issue.

As an outgrowth of the "alternative" focus, these interviews revealed some concern that the youngsters have an overly unstructured program during the times they were in the Shelter House facility, with a great deal of free time to go downtown and get into trouble again. There is some disagreement among staff as to the correctness of this approach.

### 3.2.9 TEAM APPROACH TO TREATMENT

The consensus is that the team approach has been working, but sometimes breaks down in the area of basic communications. There seems to be agreement that the Director is too busy with other matters to supervise teams.

The Director feels the team process can work well, but that staff do not always use it well. Since staff consultants do not use the process in their own agencies, it takes some adjusting to use it at Shelter House. Thus this concept has not been as fully implemented as the Director would like it to be.

In terms of treatment, it is felt by some that the youngsters have too little to do, and sit around all day or are turned loose. It was felt that more organization and structure during the daytime is needed, and that the delegation for structuring should be given to the Casework Supervisor.

To involve the child in the Team Approach is seen as a good way to involve him in treatment planning. The feeling is that the child needs to hear how others see him. It is a move to contract with the child, and to let the child have input in a more definitive way. While the youth is omitted from the team planning process during the early stages, he is involved later. There needs to be a more concerted effort to notify everyone when a team meeting does occur.

### 3.2.10 USE OF CONSULTANTS

The director feels that consultants are being used appropriately and, with one exception, this seems to be the consensus of staff. One Board member feels that consultants have to be as unique in their style as the paraprofessional staff are, in order to supervise and train them appropriately in alternative methods. There is a feeling that the consultants should relate to one another more and confer occasionally as to the overall "flavor" of consultation required by the agency. Some consultants see themselves as "supervisor types" whereas others see themselves as "idea persons."

### 3.2.11 RELATIONSHIP BETWEEN YOUTH SERVICES BUREAU AND CORRECTION PROJECT UNDER SHELTER HOUSE

The general opinion is that the Corrections Program of Shelter House should remain distinct from the Youth Services Bureau. This consideration is based, in part, on the need for more space for the Corrections Program. The Youth Services Bureau should continue a linkage to the Corrections Project, but each could be more individualized, with the Youth Services Bureau taking on the brokerage and

tracking function and the Corrections Project retaining the direct service function as presently.

One of the large issues ahead for the Board is to determine how the Youth Services Bureau, the Corrections Service and the Youth Home concepts may function together or separately. There is a feeling that the Corrections Program could stand alone and Crisis Intervention and Prevention could be the focus of the Youth Services Bureau. However, working together, so as to continue coordination for clients, is a must.

### 3.2.12 RELATIONSHIP WITH THE EXECUTIVE BOARD

There is a general feeling that the Executive Committee really has the power and the decision-making function within the program. The staff thus feels somewhat powerless with the Executive Committee having the final word. There is some underlying resentment resulting from a feeling that the Executive Board is not always sure of what goes on at Shelter House and is not capable of identifying with the nitty-gritty issues of day-to-day involvement at Shelter House. A particular disappointment to the staff was the fact that only four or five of the Board came to the retreat.

There is a general consensus that the power on the Executive Committee is its Chairman. There is concern that he has taken over and calls most of the signals. "When he comes on the premises he expects everything to stop when he shows up. His attitude is demeaning." Staff felt cheated that the Board did not attend the retreat, and were particularly disappointed that the Chairman was not present. Other staff felt that the Chairman has too much singular power, and tells the Executive Committee what to do. This was felt to have a great deal to do with some cleavage between the Board and staff.

### 3.3 RECOMMENDATIONS

Recommendations for each of the areas discussed above are included in this section. These suggestions were drawn from ideas generated during interviews and observation.

In-service training should be on a more planned and regular basis. Staff and the Director should work in concert to secure leaders who could aid them in the development of sharper counseling, group therapy, and family dynamics skills. A Casework Supervisor at least on a half-time basis is indicated. This person should be able to relate to an alternative, para-professional approach to front-line counseling with juveniles

in the Correction Program, and would assist in staff development and caseload management.

Volunteers and interns need to be oriented and briefed by means of a structured outline to make sure all are receiving the same training.

A concerted effort should be made to involve as many as possible in decision-making. This process of involvement should be more systematic and routine, rather than ad hoc and last minute. Delegation of specific duties seems to be a likely step in the face of expanding programs, services and needs.

The case management system, as now practiced, needs examination. It is likely that the case management and treatment planning programs for children would be vastly improved if a Casework Supervisor were employed.

It is recommended that a more concerted effort be taken to write out communications in a log book for those not available for face-to-face briefings. It is further recommended that communications could be on a more structured basis and/or time-limited. For example, a ten or fifteen minute time slot could be allotted during the day when shifts overlap and during which any major communications could occur, if they could not be written down in the log book.



It would seem incumbent upon Shelter House, at this time, to develop a reporting technique for house parents whereby logs are kept, for example, on each child each night to be available to all other staff working with that child. Further, for youth workers, it seems important that a dictation system be made available to them, such as a portable tape recorder that they could carry with them in their cars and use travel time as dictation time. A case for brevity should be made, however, in this regard.

3. To slow down turnover, it is suggested that a minimum of a one-year and possibly a two-year contract for the youth worker staff be considered. Further, it is suggested that house parent staff be employed with new experimental staffing patterns. For example, is it possible to use "platoons" of house parent staff to cover the building? There is some question as to the reason for volunteers taking up a large portion of the evening hours in lieu of house parents. It seems that if the house parent coverage were more adequate, unpredictable use of volunteers could be eliminated and/or volunteers
4. could be used as a back-up staff. Further, the remuneration for house parent staff needs to be examined in light of the

going rate and in the meeting of the requirements of the Wage and Hour Law.

While Shelter House should continue its unique function as an alternative social agency, it will not be able to escape the need to establish more definitive structure so as to more effectively relate to the youngsters within it. For example, performance contracts might well be initiated at the outset, with re-negotiation possible, but with the youngster held to working toward fulfilling some short-term goals obtainable within Shelter House. The combination of paraprofessionals and professionals working together is an excellent one and should be encouraged.

An effort to have a total team meeting, at least weekly, should be insisted upon. Delegation of one youth worker to be entirely responsible for resident youngsters, with other workers delegated to handle non-resident youngsters, would help in administration. However, it would also have the disadvantage of not offering a diversified caseload. There should also be guidelines on how to let children participate in designing the treatment plan.

Generally consultants are used appropriately; however, a new Casework Supervisor should be able to focus the work of consultants more by using them both for case consultation in difficult situations and for training in techniques.

## 4.0 INTERORGANIZATIONAL RELATIONSHIPS

This chapter assesses Shelter House's external relationships, with an in-depth analysis of the program's relationship with the YMCA. Although Shelter House is not, strictly speaking, separate from the YMCA, it is functionally separate from the YMCA in more ways than it is part of it.

### 4.1 SHELTER HOUSE AND THE YMCA

#### 4.1.1 BACKGROUND

Several years ago, George Belitsos, a conscientious objector, wrote to the Ames Y.M.C.A. requesting a position through which he agreed to start a street work project. He was given a minimal salary and also a place to live. This led to the creation of a drop-in center, called "Bustopp," for youth with drug problems. The concept underlying this program later evolved to the Youth Service Bureau, and Belitsos secured LEAA (Law Enforcement Assistance Administration) funds. Currently the drug education program is called the "Bridge Project" and the Youth Service Bureau is a separate entity located

on the front porch of Shelter House under the aegis of its own Director. The Shelter House Building also includes the corrections section of the service, which is the focus of this evaluation.

The general consensus is that in the beginning, the Shelter House program very much needed the YMCA to become legitimized in the community. The "Y" vouched for Shelter House in the face of some carry-over stigma attached to the "Bustopp" program. It also provided the program with stature in the community through Board Members who could individually serve on a committee of the "Y" attached to and responsible for the Shelter House program.

#### 4.1.2 CURRENT RELATIONSHIP

Generally speaking, the "Y" Board Members feel that the legitimization of Shelter House by them has been and is something of historical significance in the Ames Community and tends to validate the YMCA image as one of innovation and willingness to risk its reputation to meet evident needs in its community. It further gives the YMCA a more diversified image.

At the same time that the YMCA Board feels that historically they have given birth to a successful program, they generally would agree that Shelter House

could now "fly on its own" if three basic conditions were met:

1. Fiscal Solidarity. This means among other things, that the YMCA would not be expected to back up and/or provide "shortfall funds" to Shelter House in the event that Shelter House grants did not come through on time. (In the past the YMCA has loaned between \$5,000 and \$12,000 to Shelter House to cover their payroll.) The expectation by the "Y" Board Members polled is that Shelter House would need its own cushion and/or shortfall money.
2. Shelter House would need to have Board Members of credibility and stature in the Ames community who would vouch for and support the program.
3. There would need to be a continuity of management built into the Shelter House program. Some people feel that the program would fall apart if the current Director left at this point. Others feel that the program is strong enough to stand on its own at the present time. However, at best this is a marginal issue.

It appears that the YMCA gets from Shelter House a visible and successful program in the Ames community. Most would agree that the United Way looks to Shelter House as something that is successful, visible and helpful in raising funds for the United Way, and thus for the YMCA. Shelter House, on the other hand, would agree that while the legitimation of their program by the "Y" was something needed initially, it is no longer crucial.

Shelter House gets from the "Y" stature by virtue of the "Y" Board Committee assigned to Shelter House and their respective reputation in the community. Shelter House also receives a certain amount of administrative support and management from the "Y" Director's bookkeeping office. Shelter House, by virtue of the "Y's" relationship with Iowa State University, receives free computer time in the University Computer Bookkeeping program. And, most significantly, Shelter House receives free rent on the Shelter House itself from the "Y."

In terms of trade-offs, the YMCA gives the above items which Shelter House receives. Shelter House would say, however, that they lose much autonomy, independence, flexibility, and efficiency in, for example, paying bills, and handling payroll. In giving up this capability, Shelter House receives frequently sluggish service and apparent

oversights or mismanagement. It must write check requests and travel across town to the YMCA on the University Campus to pick up checks, whereupon they are returned to Shelter House for mailing. This procedure, though cumbersome, is better than the procedure wherein Shelter House assumed that the "Y" mailed checks out, sometimes mistakenly, thus creating a problem with creditors. For example, there was a problem of automobile insurance not being paid and automobiles remaining uninsured for eleven months.

Several "Y" Board Members feel that the larger concept of the YMCA includes several task forces working on a variety of different projects. They see no need for a separate board for Shelter House and feel that there has been an improvement in the working relationship in that the Director of Shelter House and the Director of the YMCA are now meeting regularly to discuss issues, differences and procedures so as to facilitate a smooth working relationship.

Basically, Shelter House staff sees their future as independent of the YMCA. They see no useful service rendered by the "Y" that they themselves could not take over and perform successfully -- such as the business management, bookkeeping and payroll, and check writing functions.

Shelter House further, in moving toward a Youth House concept, sees their future being in intermediate-term care as opposed to only the short term detention and brokerage function that the program has performed for the community and court to date.

The major stumbling blocks in this relationship seem to be sluggishness of payment by the "Y" which administers Shelter House funds; cumbersomeness of having to drive across town to pick up checks and/or to have them written; and most importantly, the Board organization and administrative structure which is loose.

Administratively, the lines of communication and authority are somewhat tangled in spite of the fact that both directors have tried to communicate more clearly. An example of this would be a bathtub that was damaged at the Shelter House. One of the youngsters poured Drano in the tub, and this damaged the tub to the point that it had to be replaced. The Shelter House director wished to have a cast iron bathtub so as to provide for longevity and perhaps allay the damage issue by having a stronger tub. The YMCA director on the other hand, after consulting with a plumber and his own Board chose a fiberglass tub, which after all was cheaper and just as serviceable. He, as landlord, could make that decision. The Shelter House director



said that this was insensitive on the part of the YMCA director in that programatically, it was much more logical to have the tub that would require the least maintenance in the long run. However, the YMCA director said that the fiberglass tub will do the job just as well and after all that was the recommendation of the plumber. This is just one particular incident that both directors mentioned as an example to illustrate how the administrative inter-lock does not always work.

In addition to these problems, there seems to be a difference of philosophy between the two directors which could relate to a personality conflict. However, it is not overt. It would appear that Shelter House has somewhat outgrown the parent agency and this is threatening. For (5) example, the Shelter House budget is approximately \$140,000 a year whereas the "Y's" budget is \$70,000 per year. Money and/or budgets in and of themselves should not be an indicator of authority. However, this seems to be a focal point used by Shelter House staff to illustrate the fact that the baby has outgrown the parent by far.

Both the "Y" and Shelter House have a confessed an evident commitment to the Ames community to meet its pressing and emerging needs. This is commendable. The cultivation of these agreement areas is basically through the Board

of Directors. The Ames community itself seems to be accepting of and supportive of both the "Y" and Shelter House regardless of the problems between the programs. The Juvenile Court is supportive and enthusiastic about the Shelter House program. In summary, it appears that the baby has actually moved toward adolescence and the parent is slowly realizing it. At the same time, it is evident that the adolescent is a bit wobbly and lacks a good number of supports necessary before fully realizing its independence.

#### 4.1.3 RECOMMENDATIONS

##### 1. BOARD STRUCTURE

The present relationship of the Executive Committee to the Shelter House program is a major problem to be addressed. Essentially, the Executive Committee is the chairman who tends to run the program and tell the Director what he feels should be done and the Director is supposed to comply.

There are very few successful social agencies that operate without a board of their own. It appears that the current structure is hampering program development to an extent.

This does not necessarily mean that Shelter House has to be entirely divorced from the "Y" but certainly whatever the "Y" supplies by way of Board members to the Executive

Committee should be vastly more definitive than is true at present. For example, the Y.M.C.A. Director can invite, at will, anyone he wishes to the Shelter House Executive committee meeting.

6. . It is recommended that the Shelter House purchase several copies of the Child Welfare League of America Publication entitled "Guide to Board Organization and Administrative Structure."

This is an excellent guide for the actions recommended.

- . It is further recommended that Shelter House move toward a twelve or eighteen month plan to become more independent of the Y.M.C.A. in the face of the recurring difficulties. It may be that Shelter House can more easily resolve its difficulties regarding direction, administrative structure, stature in the community, and fiscal futures, without the Y.M.C.A.

The recommendations by the several Y.M.C.A. Board members who were polled - that Shelter House become fiscally responsible, have Board members of stature in the community, and assure a certain degree of continuity in management - are certainly excellent and valid and should be upheld.

A time table should be carefully spelled out, with Board structure being defined early and new Board members brought on as they have something to contribute to Shelter House. It would be a reasonable idea to move toward independence by September 1976. This would mean the creation of an independent Board that would be diversified and representative of its community and of those served. By July of 1975 the articles of incorporation would be written and by-laws available by September 1975. Committees could be formed by the chairman on or before December 1975. New Board members could begin, in addition to the "core" board of six, in March of 1976, with two additional added in each of the following months: June of 1975, September of 1975, December of 1975, March of 1976, and June of 1976. This would give a total of sixteen board members, which is an excellent group size with which to start.

Right on!

It would seem also from the administrative structure that the Executive Director should be the sole employee of the Board, who in turn would be responsible for hiring all staff. It is entirely counterproductive to have board members who establish policies and procedures and are responsible for

the overall funding of an agency, to also be involved in a selection of staff. They have no reason to be knowledgeable about staff needed, nor should the burden of hiring be placed on Board members.

## 2. FISCAL RESPONSIBILITY

⑦ A \$75,000 fund raising project over a two-year period could be a goal. This could involve a capital fund drive of which \$35,000 could be used to purchase the present building, a second building, or those dollars could be divided to make down payments on two buildings, including the present Shelter House program. Hopefully a \$40,000 capital cushion endowment could be raised as well. If given a period of two years, it would seem that this could be done. The Kinney Lindstrom Foundation of Mason City is an example of a potential source.

## 4.2 ORGANIZATIONAL LINKAGES AND PERCEPTIONS

The purpose of this part of the study was to examine the interaction between Shelter House and the organizations with whom Shelter House had the most contact in trying to achieve its objectives in relation to the juvenile offender. The following organizations were identified by Shelter House's Director for this purpose.

Story County Probation Office

Judicial Magistrate Court

Ames Police Department

Story County Department of Social Services

Story County Attorney

Story County Board of Supervisors

Beloit of Ames

Central Iowa Mental Health Center

Alcoholism Regional Center

Story County Community Action

Ames Senior High School

Central Junior High School

Welch Junior High School

Iowa State Employment Service

City Council of Ames

The processes which were identified for this evaluation of Shelter House included communication, coordination, problem resolution, and legal relationships. These processes were included in the study, as well as questions of the frequency of contact with the other organizations, reason for contact, perceived reputation of Shelter House, and competence and expertise of Shelter House.

The data was collected using a combined institutional-survey approach. The institutional approach was reflected in the selection of two respondents from each of the sixteen organizations. One respondent was the executive director of the organization and the other, the person who came in contact with Shelter House most frequently (the boundary person). Both of these persons were expected to be knowledgeable about their organization's interaction with Shelter House, but because of the difference in their roles, it was expected that their perceptions might be different. It was assumed that the executive would have a broad view of policy and structure of the relationship. The boundary person was expected to have more knowledge of the day-to-day interaction between the two organizations.

A structured questionnaire was used, with each respondent being asked about his/her perception of the inter-

action between his/her organization and Shelter House. From the literature it appears that the objective situation plays a much lesser role in determining the relationships that emerge between organizations than the perceptions that each organization has of the other. The questionnaire, then, attempted to discover the perceptions that each organization's representative had of Shelter House.

#### PRESENTATION OF FINDINGS

Data generated by this study have been compiled primarily in terms of frequency counts and some cross-tabulations. Because of the expectation that the executive and boundary persons would have different perspectives, the tables are broken down by total, by executive, and by boundary person. Percentages are included for the totals but not for the subgroups of executive and boundary. The reason for this is that the numbers are relatively small - sixteen executives and fifteen boundary persons - and the relationships may be seen by inspection of the numbers.

Most of the organizations in the study consider Shelter House important to their own work in relation to the juvenile offender.



Table 1. Importance of Shelter House to the Work of the Other Organizations

Importance	Total		Executive Number	Boundary Number
	No.	Percent		
Total	31	100	16	15
5--Very important	16	52	7	9
4	7	23	4	3
3	5	16	4	1
2	1	3	1	-
1--Very unimportant	2	6	-	2

In the table above, responses were made on a one to five continuum, with five being the top end and 1, the bottom. Respondents were asked to choose an answer along the continuum. The intermediate positions between one and five were not defined. Some persons were reluctant to choose the end categories. Therefore, it will be helpful to the reader to consider the four and five categories together and the one and two categories together. It may be seen in the table above that by combining the four and five categories, 75% of the respondents considered Shelter House very important to the work of their organization. Although the respondents were asked to think of only the segment of their work that dealt with troubled youth, some of them responded in terms of their total work.

Some agencies serve primarily adults; some agencies subcontract their work with youth to other agencies in the system; some agencies are primarily concerned with policy making and funding. Even with this variation in primary focus of the organization, only two respondents considered the importance of Shelter House to be at the low end of the scale.

Table 2. Frequency of Contact with Shelter House

Frequency	Total		Executive Number	Boundary Number
	No.	Percent		
Total	31	100	16	15
Less than once a week	13	42	6	7
About once a week	8	26	5	3
A couple of times a week	6	19	3	3
One or more times a day	4	13	2	2

It may be seen from the table above that over half the organizations interact with Shelter House at least once a week (58%). This is equally true for executives and boundary persons.

#### MAIN REASON FOR INTERACTION

The following table shows that the organizations perceive the main reason for their contact with Shelter House

to be a coordination of efforts. This suggests that there is an ongoing relationship, and is in keeping with the frequency of contact, shown above.

Table 3. Main Reason for Contact with Shelter House

Reason	Total		Executive Number	Boundary Number
	No.	Percent		
Total	31	100	16	15
To coordinate efforts	15	48	8	7
To refer a problem youth	4	13	2	2
To request or give information	3	10	2	1
To receive a referral	1	3	0	1
Funding	2	7	1	1
Other	6	19	3	3

#### INTERACTION WITH THE DIRECTOR

George Belitsos is very well known and in contact with the organizations. Every respondent was personally acquainted with him. In addition, all respondents except one executive and one boundary person had met with Mr. Belitsos during the past year to discuss the activities of their respective organizations.

#### QUALITY OF COMMUNICATION

All the respondents were asked to rate the quality of communication between their organization and Shelter House

on a one to five scale. Generally the respondents perceived the quality of communication as good or very good. Eighty-seven percent rated the quality as high, about equally divided between executives and boundary persons.

Table 4. Quality of Communication Between Shelter House and Other Organizations

Quality	Total		Executive	Boundary
	No.	Percent	Number	Number
Total	31	100	16	15
5--Very high	15	48	7	8
4	12	39	7	5
3	3	10	1	2
2	1	3	1	-
1--Very low	-	-	-	-

LEGAL RELATIONSHIPS

The primary basis of contact between Shelter House and the other organizations is not perceived as being required by law. Although Shelter House interacts with many organizations whose chief activity is law enforcement, the organizations generally are in contact with Shelter House as a resource for working with youth. They perceive Shelter House as an organization with whom they work about various problems, as may be seen in the following table.

Table 5. Primary Basis of Contact Between Shelter House and Other Organizations

Primary Basis	Total No.	Percent	Executive Number	Boundary Number
Total	31	100	16	15
On the basis of a specific need or a specific problem	19	61	11	8
Formal agreement between agencies	7	23	4	3
Common practice	3	10	1	2
REQUIRED BY LAW	1	3	0	1
Funding	1	3	0	1

Only one person perceived the basis of contact as required by law.

COORDINATION

All thirty-one respondents had worked jointly with Shelter House during the previous three years. Twenty-six of the respondents remembered receiving annual reports or other information releases from Shelter House. An equal number had shared agency resources, such as meeting rooms, personnel, funds, or other resources with Shelter House during the previous two years. Eighteen respondents knew of persons from their organization who served on boards or committees with persons from Shelter House. The following table shows the coordination activities.

Table 6. Coordination Activities Reported by Respondents

Coordination Activity	Total No.	Total Percent	Executive Number	Boundary Number
Worked jointly in planning and implementing service during the previous three years.	31	100	16	15
Shared agency resources during the previous two years.	26	84	12	14
Received reports from Shelter House.	26	84	12	14
Members of Organization served on boards or committees with representatives of Shelter House.	18	58	9	9

Coordination between Shelter House and the other organizations was seen primarily as informal and direct.

Shelter House has written agreements with some of the other organizations pertaining to specific programs or activities, personnel commitments, client referrals, procedures for working together, or other joint activity. Eight executives and six boundary persons were aware of the written agreements as a basis of the contact.

PERSONNEL

Questions were asked regarding the availability of and competence and expertise of personnel working at Shelter House. Most of the respondents perceived the availability of appropriate personnel when they need someone from Shelter House as high. This may be seen in Table 7 below.

Table 7. Availability of Appropriate Personnel at Shelter House

Availability	Total		Executive Number	Boundray Number
	No.	Percent		
Total	31	100	16	15
5--Very high	21	68	9	12
4	7	23	5	2
3	--	--	--	--
2	1	3	1	--
1--Very low	1	3	1	--
Don't know	1	3	--	1

Combining the very high and high ratings, it may be seen that ninety-one percent of the respondents found Shelter House personnel to be available.

The competence and expertise of the personnel at Shelter House was also generally perceived to be at the high end of the scale.

Table 8. Competence and Expertise of Shelter House Personnel

Level of Competence	Total No.	Total Percent	Executive Number	Boundary Number
Total	31	100	16	15
5--Very high	9	29	3	6
4	11	35	7	4
3	7	23	3	4
2,1	--	--	--	--
No answer	4	13	3	1

By combining the ratings for very high and four, it may be seen that about two-thirds of the respondents (64%) rated the competence and expertise as high. No one rated the competence and expertise in the low category. This was one question where four persons, including three executives and one boundary person, felt they did not have enough knowledge to make a judgement.

#### DISAGREEMENTS

The amount of disagreement between Shelter House and the other organizations was perceived to be very low. Sixteen of the respondents reported no disagreement. The main bases of disagreement may be seen in the following table.



Table 9. Main Basis of Disagreement Between Shelter House and Other Organizations

Main Basis	Total No.	Total Percent	Executive Number	Boundary Number
Total	31	100	16	15
No disagreement	16	52	7	9
Difference in operating philosophy	10	32	7	3
Handling of specific cases	4	13	2	2
Personality difference	1	3	--	1

The principal way in which differences were resolved between the agencies and Shelter House was by informal discussion by individuals from each agency.

#### REPUTATION IN THE COMMUNITY

The question of reputation in the community was explored because reputation is related to power. Organizations with a good reputation have more options than those with lesser reputations. The respondents were about equally divided between those who perceived the Shelter House reputation as high and lower. No one used the lowest rating. The results may be seen on the following page.

Table 10. Reputation in the Community

Reputation Rating	Total		Executive Number	Boundary Number
	No.	Percent		
Total	31	100	16	15
5--Very high	8	26	5	3
4	9	29	5	4
3	9	29	5	4
2	5	16	1	4
1	--	--	--	--

Because of the rating of reputation in the community was about equally divided among the four levels of possible rating, several cross tabulations were made based on frequency of contact, main reason for contact, and importance of Shelter House to the work of the organization. The following table shows the results.

Table 11. Reputation of Shelter House in the Community, by Frequency of Contact with the Other Organizations

Frequency of Contact	High Rating (4 or 5)			Lower Rating (2 or 3)		
	Total	Executive	Boundary	Total	Executive	Boundary
Total	17	10	7	14	8	6
Once a week or more often	10	6	4	8	4	4
Less often than once a week	7	4	3	6	4	2

About the same percentage (58% vs. 57%) who had contact once a week or more rated Shelter House in each category. Similar results were found in the other two cross tabulations. In short, the perception of Shelter House's reputation was consistent regardless of the type or reason for contact.

FREQUENCY OF CONTACT

Frequency of contact was cross tabulated with a number of other questions with the expectation that there would be a difference in perception based on this factor. The following tables show the perception of quality of communication, availability of personnel, competence and expertise of personnel, compatibility of philosophy, extent of disagreement, and basis of disagreement, by frequency of contact.

Table 12. Quality of Communication, by Frequency of Contact

Quality of Communication	Frequency of Contact Once or More a Week			Frequency of Contact Less Than Once a Week		
	Total	Executive	Boundary	Total	Executive	Boundary
Total	18	12	6	13	8	5
5--Very high	12	7	5	3	2	1
4	4	4	-	8	4	4
3	2	1	1	1	1	-
2,1	--	---	-	1	1	-

It may be seen from the table above that regardless of frequency of contact, the quality of communication is generally perceived to be high.

Table 13. Availability of Personnel, by Frequency of Contact

Availability of Personnel	Frequency of Contact			Frequency of Contact		
	Once or More a Week			Less Than Once a Week		
	Total	Executive	Boundary	Total	Executive	Boundary
Total	18	10	8	13	6	7
5--Very high	12	5	7	9	4	5
4	5	4	1	2	1	1
3,2	--	--	-	--	-	-
1	1	1	-	2	1	1

Again, it may be seen from the table above that regardless of frequency of contact, the availability of personnel is generally considered high.

Table 14. Competence and Expertise of Personnel, by Frequency of Contact

Competence and Expertise	Frequency of Contact			Frequency of Contact		
	Once or More a Week			Less Than Once a Week		
	Total	Executive	Boundary	Total	Executive	Boundary
Total	18	10	8	13	5	7
5--Very high	8	3	5	1	-	1
4	5	3	2	6	4	2
3	5	4	1	4	1	3
Don't know	--	--	--	2	1	1

Table 15. Compatability of Philosophy, By Frequency of Contact

Compatability of Philosophy	Frequency of Contact Once or More a Week			Frequency of Contact Less Than Once a Week		
	Total	Executive	Boundary	Total	Executive	Boundary
Total	18	10	8	13	6	7
5--Very high	7	4	3	4	-	4
4	4	2	2	6	4	2
3	5	3	2	2	2	-
2	1	--	1	--	-	-
1	--	--	-	--	-	-
Don't know	1	1	-	1	-	1

The compatability of philosophy was somewhat lower for those who had more frequent contact with Shelter House (61%) in comparison with those who had less frequent contact (75%). That is, although both groups were consistent in rating the compatability of philosophy between their organization and Shelter House as high, more contact may be associated with more opportunity for differences.

Overall, there was very little disagreement between Shelter House and the other organizations. The following table shows the extent of disagreement, by frequency of contact.

Table 16. Extent of Disagreement, by Frequency of Contact

Extent of Disagreement	Frequency of Contact Once or More a Week			Frequency of Contact Less Than Once a Week		
	Total	Executive	Boundary	Total	Executive	Boundary
Total	18	10	8	13	6	7
5--Very high	1	--	1	1	-	1
4	4	4	-	--	-	-
3	3	--	3	1	1	-
2	3	2	1	4	3	1
1	7	4	3	7	2	5

Although there is very little disagreement between Shelter House and the other organizations, where the disagreement exists, it is more likely to be found with the organizations who have more frequent interaction with Shelter House.

The reason for disagreement, by frequency of contact, may be seen in the following table.

Table 17. Main Basis for Disagreement, by Frequency of Contact

Main Basis of Disagreement	Frequency of Contact Once or More a Week			Frequency of Contact Less Than Once a Week		
	Total	Executive	Boundary	Total	Executive	Boundary
Total	11	6	5	6	4	2
Handling cases	4	2	2	1	-	1
Difference in philosophy	7	4	3	4	4	-
Personality differences	--	-	-	1	-	1

It may be seen from the table above that there is more disagreement between those who have more frequent contact than those who have less frequent contact. However, the percentage who have disagreements based upon difference in philosophy is about the same in both groups (64% vs. 66%).

#### SUMMARY

Based on the perception of the respondents in the survey, the overall relations between Shelter House and the other organizations who interact with Shelter House was at a high level. Other agencies considered Shelter House important to their own work with juveniles. The relationship was maintained by high quality of communication and by coordination on an informal, direct level. The personnel were generally considered available when other organizations needed them and were generally considered competent and high in expertise. There was very little disagreement between Shelter House and the others. Where disagreement existed, it was usually worked out by informal interaction by individuals from the two organizations. The main basis for disagreement was different philosophy about the treatment of juvenile offenders. All the agencies responded affirmatively when asked whether Shelter House should be involved if a new organization should be considered for Story County in its work with juveniles. Although no such organization was

anticipated, the response to this question showed an acceptance of Shelter House as a respected member of the juvenile justice system of Story County.



**CONTINUED**

**1 OF 2**

## 5.0 CONCLUSION

This report on the first year of METCOR's evaluation of the Shelter House Corrections Project has covered in detail three major areas: (1) the impact of the Shelter House treatment program on its clients; (2) interorganizational relations; and (3) intraorganizational relations. What follows here is a summary of each section. Note that those portions of the following paragraphs which relate directly to the stated program goals of Shelter House are underlined.

1. Data collected from records of the 201 clients treated by the Corrections Project during Program Year I indicate that the average age of Shelter House clients is 14-16, although they range from 7-23. About 80% are from Story County and almost 50% reside in Ames. Over half of Shelter House's clients are referred there by the Story County Probation Office. Individual clients tend to be served by the program for one to two months, but for some the time is considerably longer. About 90% of Shelter House clients have problems related to school; 80% have home and family problems; about 60% have some involvement with drugs, including alcohol. About 30% need and receive short-term residential care at Shelter House,

but at least half of these can later be placed back in their homes or with relatives. Of particular importance to Shelter House is the fact that no juveniles from Story County were committed to State Correctional facilities during the year of study.

The program also provides many other kinds of service. Explicit treatment plans are prepared for a majority of clients, and normally a treatment team is organized, including the client, parents, and needed paraprofessional and professional helping persons. Shelter House also coordinates the referral of one in three clients to other needed services within the local community and beyond.

It is estimated that on the average 66% of Shelter House's clients improve during their period of contact, 31% stay the same, and 3% get worse. Those whose most serious offense was breaking and entering, shoplifting, or larceny are rated improved more often than average. Those whose most serious offense was possession of alcohol or controlled substance, on the other hand, are less likely than average to be rated improved, although this varies considerably with the severity of the drug problem, as might be expected.

In terms of services received, clients seem to have a considerably better than average chance of being rated improved when they receive the following types of service: family counseling, preparation of a treatment plan, formation of a treatment team, evaluation services, specialized services, and linking with a volunteer. Analysis of data also indicates that in general those rated improved have been with the program longer, have been involved in more counseling sessions and received a larger number of other services.

During the course of the year evaluated, some trends were noted in client problems and in treatment services provided by Shelter House. There was a noticeable increase in successful terminations and some decrease in client-initiated terminations. Also, Shelter House seems to be increasing its ability to coordinate services through referral to other helping agencies in the community.

The problems of clients also changed during the year. The proportion of runaways increased from 13.8% earlier in the year to 34.4% in the latter half. Similarly, drug experimenters among Shelter House clients increased from 10% to 24.6%. This increase in drug experimenting may also be reflected in a decline in

users specifying alcohol as their drug of choice (47.2% to 17.2%), and an increase in marijuana as the drug of choice (44.4% to 79.3%). It should be mentioned that these percentages refer to drug users only. About half of Shelter House's clients are not involved with drugs at all.

Some changes in treatment services are also apparent. In general, Shelter House clients became more likely to receive one-to-one counseling. Both preparation of treatment plans and formation of treatment teams increased. Use of family counseling also increased, while group sessions as a mode of treatment declined markedly.

As part of the evaluation, a group of former Shelter House clients were interviewed. A computer-drawn random sample was prepared to represent a 20% cross-section. During the interviews, former clients were asked whether they received from Shelter House the kind of help they needed, what they liked and disliked most about Shelter House, and whether they would tell a friend in trouble to go to Shelter House for help. They were also asked what they think is the purpose of Shelter House and about their suggestions for improving the Shelter House program.

While a small proportion of the opinions expressed during these interviews were unfavorable to Shelter House, most were highly favorable. In either case, they are perceptions and attitudes expressed by consumers of Shelter House services, and therefore important.

2. The evaluators also examined relationships within the Shelter House organization by interviewing 19 persons at every level, from Board members to volunteers. The interviews focused on issues such as staff communication, case management, use of volunteers, the functioning of the Board, approaches to treatment, and so forth. Out of these interviews a number of suggestions for program improvement were developed for consideration by Shelter House decision-makers.

A careful analysis was also made of the relationship between Shelter House and its sponsoring agency, the Ames Y.M.C.A., which provided support for the beginning and early survival of Shelter House. Now the program seems to be reaching the point at which it can function more independently. It was recommended that a step-by-step plan, taking one to two years, should move Shelter House toward autonomy.

3. Finally, the evaluation examined the interaction between Shelter House and the 15 organizations with whom it has the most contact in trying to achieve its goals. Two persons from each organization were interviewed, the executive director and the staff person most frequently in contact with Shelter House. Four processes were examined: communication, coordination, problem resolution, and legal relationships. Questions were also asked about frequency of and reasons for contact, the perceived reputation of Shelter House, and the perceived competence and expertise of Shelter House staff.

The relationships between Shelter House and other organizations seem to be at a high level. Other agencies consider Shelter House important to their own work with juveniles. Very little disagreement between Shelter House and the others was revealed. Where disagreement exists, it is based on differing philosophies about the treatment of juvenile offenders, and is usually worked out by informal interaction of individuals from the two organizations. In general the responses showed an acceptance of Shelter House as a respected member of the juvenile justice system of Story County.

6.0 APPENDICES TO SECTION 2.0



### CURRENT GOAL STATEMENTS

On July 16 and 17, 1974, three METCOR staff met for several hours with Shelter House's Director and Youth Workers to discuss and refine definition of program goals, so that indicators of success might more easily be identified. This effort to increase specificity resulted in the following careful rewording of some program goals:

1. To help the target population of Shelter House Juvenile Corrections Project, mainly juvenile offenders and their families, to find individually and socially acceptable solutions, i.e., alternative behavior, to identified presenting problems.
  - a. To help by providing services and coordinating resources which will aid the juvenile offender in identifying, assessing and understanding his/her presenting problem(s);
  - b. To reduce the incidence of presenting problems by providing individualized treatment plans which will help clients find solutions to their presenting problems.
2. To lower the rate of recidivism among juvenile offenders in Story County.

3. To reduce the flow of juvenile offenders through the court system, while increasing the delivery of other needed social services to them within the community.
4. To increase community awareness of both the problems and the service needs of youthful offenders.
5. To maintain a well supervised, short-term residential program for juveniles, primarily as an alternative to detention in the Story County jail.
6. To reduce the number of Story County juveniles committed to state correctional facilities.

SHELTER HOUSE CORRECTIONS PROJECT (AMES, IOWA) -- METCOR EVALUATION

MASTER CODE for data from client files, 11/1/73 - 10/31/74

- C1 - C3 Case number  
- "001" ff., numbered consecutively
- C4 Card number  
- "1" = card 1  
- "2" = card 2
- C5 - C6 Age of client at entry
- C7 Sex of client  
- "1" = male  
- "2" = female
- C8 Residence: home address of client  
- "1" = Ames  
- "2" = out of Ames, but in Story County  
- "3" = out of Story County, but in Iowa  
- "4" = out of Iowa  
- "9" = not ascertainable
- C9 Active client stage of treatment as of May 1, 1974 (or...as of October 31, 1974, for case numbers 143 ff.)  
- "1" = stage 1  
- "2" = stage 2  
- "3" = stage 3  
- "4" = stage 4  
- "0" = N/A (inapplicable because no longer active client)
- C10 Inactive client as of May 1, 1974 (or...as of October 31, 1974, for cases 143 ff.)  
- "1" = successfully terminated  
- "2" = partially successful completion of treatment, but client terminated services  
- "3" = unsuccessfully terminated  
- "4" = referral/placement  
- "9" = not ascertainable  
- "0" = N/A (inapplicable because still active client)
- C11 -C12 Number of months in program as of May 1, 1974 (or as of Oct. 31)
- C13 Was client re-entered or re-admitted to program?  
- "1" = yes  
- "5" = no

C14- C15 Estimated total # of counseling sessions as of May 1, 1974 (or October 31, 1974 for cases 143 ff.)

C16 Client contact with police  
- "1" = P.O. contact: handled informally  
- "2" = Formal P.O. contact: juvenile parole  
- "3" = Formal P.O. contact: adult offender  
- "0" = N/A, i.e., never involved with police or P.O.

C17- C18 Client's most serious offense  
- "01" = traffic offense  
- "02" = shoplifting  
- "03" = B & E  
- "04" = larceny  
- "05" = vandalism  
- "06" = runaway  
- "07" = possession of alcohol  
- "08" = controlled substance  
- "09" = incorrigible behavior  
- "10" = auto theft  
- "88" = other type offense  
- "99" = not ascertainable  
- "00" = N/A, inapplicable

C19 Source of referral  
- "1" = P.O./Parole/Court  
- "2" = self  
- "3" = parent  
- "4" = school  
- "5" = other agency  
- "6" = police  
- "7" = doctor/minister/lawyer  
- "8" = citizen/friend/other client  
- "9" = not ascertainable

C20 Home and family as presenting problem  
- "1" = yes  
- "5" = no

C21 Dependent neglect as presenting problem  
- "1" = yes  
- "5" = no

C22 Child abuse as presenting problem  
- "1" = yes  
- "5" = no

C23 Present runaway as presenting problem  
- "1" = yes  
- "5" = no

- C24 Past runaway as presenting problem  
- "1" = yes  
- "5" = no
- C25 School problems as presenting problem  
- "1" = yes  
- "5" = no
- C26 School dropout (past or present) as presenting problem  
- "1" = yes  
- "5" = no
- C27 Serious drug problem as presenting problem  
- "1" = yes  
- "5" = no
- C28 Moderate drug problem as presenting problem  
- "1" = yes  
- "5" = no
- C29 Drug experimenter as presenting problem  
- "1" = yes  
- "5" = no
- C30 Alcohol problem as presenting problem  
- "1" = yes  
- "5" = no
- C31 Sexual problem (i.e., boy-girl) as presenting problem  
- "1" = yes  
- "5" = no
- C32 Problem pregnancy as presenting problem  
- "1" = yes  
- "5" = no
- C33 V.D. as presenting problem  
- "1" = yes  
- "5" = no
- C34 Legal problems as presenting problem  
- "1" = yes  
- "5" = no
- C35 Emotional problems as presenting problem  
- "1" = yes  
- "5" = no

- C36 Youth Worker one-to-one counseling as type of service rec'd  
- "1" = yes  
- "5" = no
- C37 Preparation of treatment plan as type of service rec'd  
- "1" = yes  
- "5" = no
- C38 Formation of treatment team as type of service rec'd  
- "1" = yes  
- "5" = no
- C39 Family counseling as type of service rec'd  
- "1" = yes  
- "5" = no
- C40 Evaluation services as type of service rec'd  
- "1" = yes  
- "5" = no
- C41 Specialized services as type of service rec'd  
- "1" = yes  
- "5" = no
- C42 Referral to another agency as type of service rec'd  
- "1" = yes  
- "5" = no
- C43 Drug counseling as type of service rec'd  
- "1" = yes  
- "5" = no
- C44 Legal assistance as type of service rec'd  
- "1" = yes  
- "5" = no
- C45 Group sessions as type of service rec'd  
- "1" = yes  
- "5" = no
- C46 Professional consultant services as type of service rec'd  
- "1" = yes  
- "5" = no
- C47 P.O.A. or volunteer as type of service rec'd  
- "1" = yes  
- "5" = no

- C48 As result of services client has (as of May 1 or October 31)  
- "1" = improved  
- "2" = stayed the same  
- "3" = too early to tell  
- "4" = regressed
- C49 While on the program, client was convicted of new offense  
- "1" = yes  
- "5" = no
- C50 After successful termination, client was convicted of new offense  
- "1" = yes  
- "5" = no
- C51 After leaving Shelter House live-in program, client was  
- "1" = placed back home or with relative  
- "2" = placed in group home/T.C./or detention  
- "3" = placed in foster home  
- "4" = placed in private institution  
- "5" = placed in state institution  
- "6" = place in vocational rehab program  
- "7" = into independent living  
- "8" = other  
- "9" = not ascertainable  
- "0" = N/A, inapplicable because client did not live at Shelter House
- C52 Placement was  
- "1" = successful  
- "2" = unsuccessful  
- "3" = too early to tell  
- "9" = not ascertainable  
- "0" = N/A (inapplicable)
- C53- C56 Date (month & year) of intake  
For example: October, 1973, should be coded "1073"
- C57 School of client  
- "1" = Ames High  
- "2" = Central Junior High  
- "3" = Welch Junior High  
- "4" = Nevada  
- "5" = Roland-Story  
- "6" = Boone  
- "7" = Gilbert  
- "8" = other school  
- "9" = not ascertainable  
- "0" = N/A
- C58- C59 Last grade completed in school  
(enter grade, using the two columns)  
- "99" = not ascertainable

- C60 Number of contacts before intake  
- "1" = none  
- "2" = some (0: to three contacts)  
- "3" = considerable (more than three)  
- "9" = not ascertainable
- C61 Identity of Probation Officer  
- "1" = Anne Lewis  
- "2" = N. Carolan  
- "3" = Clair Keigly  
- "4" = \_\_\_\_\_ (write in other name, if needed)  
- "5" = \_\_\_\_\_ ( " " " " " " )  
- "8" = other  
- "9" = not ascertainable  
- "0" = N/A
- C62- C63 Age at first arrest  
- (enter age, using the two columns)  
- "99" = not ascertainable  
- "00" = N/A
- C64 Is this client a "first offender?"  
- "1" = yes  
- "5" = no  
- "9" = not ascertainable  
- "0" = N/A
- C65 Number of times suspended or expelled from school  
- "1" = never  
- "2" = a few times (=2-4 times)  
- "3" = many times (=5 or more times)  
- "9" = not ascertainable
- C66 Client's expression of vocational goals  
- "1" = quite clear and definite  
- "2" = vague, doubtful, undecided  
- "3" = explicit statement of having no vocational goals  
- "9" = not ascertainable
- C67 Client's expression of recreational interests (preference)  
- "1" = active outdoor recreation  
- "2" = relatively quiet indoor rec (e.g., reading, music, cooking, talking with friends)  
- "3" = explicit statement of having no recreational interests or hobbies  
- "9" = not ascertainable



- C68 Client's church attendance
  - "1" = once a week
  - "2" = once a month
  - "3" = a few times a year
  - "4" = rarely
  - "5" = never
  - "9" = not ascertainable
  
- C69 Drug of choice # 1
  - "1" = pot
  - "2" = alcohol
  - "3" = uppers
  - "4" = downers
  - "5" = hallucinogens
  - "6" = heroin
  - "9" = not ascertainable
  - "0" = N/A (i.e., inapplicable because not a drug user)
  
- C70 Drug of choice # 2  
(Use same coding categories as C69)
  
- C71 Alcoholism in client's immediate family?
  - "1" = yes
  - "5" = no
  - "9" = not ascertainable
  
- C72 Drug abuse in client's family (i.e., drug other than alcohol)?
  - "1" = yes
  - "5" = no
  - "9" = not ascertainable
  
- C73 Number of siblings
  - "1" = one
  - "2" = two....etc., thru "8"
  - "9" = not ascertainable
  - "0" = N/A (i.e., client is only child)
  
- C74 Father's occupation
  - "1" = Common laborer
  - "2" = Skilled laborer
  - "3" = Professional
  - "4" = Businessman
  - "5" = Farmer
  - "3" = other
  - "9" = not ascertainable
  - "0" = N/A (e.g., client's father deceased)

- C75 Mother's occupation  
- "1" = housewife full-time  
- "2" = working outside the home part-time  
- "3" = working outside the home full-time  
- "9" = not ascertainable  
- "0" = N/A
- C76 Marital status of client's parents  
- "1" = marriage intact  
- "2" = parents separated  
- "3" = parents divorced  
- "9" = not ascertainable
- C77 Dominant parent (as perceived/expressed by client)  
- "1" = mother  
- "2" = father  
- "9" = not ascertainable
- C78- C79 Number of days client was in residence at Shelter House  
- (Code 01 or 02, etc., up to normal maximum of 30 days)  
- "00" = N/A (i.e., client never in residential program)
- C80 Member of Treatment Team (in addition to Y.W. & client): Probation Officer?  
- "1" = yes  
- "5" = no

GARD TWO

- C1 - C3 Case number  
- (same as C1 - C3 on Card One)
- C4 Card number  
- (Code "2")
- C5 Member of Treatment Team: Lawyer?  
- "1" = yes  
- "5" = no
- C6 Member of Treatment Team: Psychologist?  
- "1" = yes  
- "5" = no
- C7 Member of Treatment Team: Social Worker?  
- "1" = yes  
- "5" = no

- C8 Member of Treatment Team: Psychiatric Social Worker?  
 -"1" = yes  
 -"5" = no
- C9 Member of Treatment Team: Volunteer (P.O. Aide)?  
 -"1" = yes  
 -"5" = no
- C10 Member of Treatment Team: Intern?  
 -"1" = yes  
 -"5" = no
- C11 Member of Treatment Team: Parent(s)?  
 -"1" = yes  
 -"5" = no
- C12 Member of Treatment Team: School Counselor?  
 -"1" = yes  
 -"5" = no
- C13 Member of Treatment Team: Minister?  
 -"1" = yes  
 -"5" = no
- C14 Member of Treatment Team: Police Officer?  
 -"1" = yes  
 -"5" = no
- C15 Member of Treatment Team: client's employer?  
 -"1" = yes  
 -"5" = no
- C16- C17 Number of recorded Treatment Team meetings  
 -Code correct number: "01", ff.  
 -"99"= not ascertainable
- C18- C19 Treatment Goal # 1  
 -"01"= to change inappropriate behavior  
 -"02"= to learn better ways to solve problems  
 -"03"= to gain training for &/or secure employment  
 -"04"= to stay away from drugs  
 -"05"= to improve family relations  
 -"06"= to change current living environment  
 -"07"= to return to school or begin Main Street  
 -"08"= to develop understanding of problems  
 -"09"= to establish realistic goals  
 -"10"= to improve physical health  
 -"11"= to solve legal problems  
 -"12"= to secure shelter, food, clothing  
 -"13"= to grow up & act responsibly  
 -"14"= to stop illegal/delinquent acts

Note: these categories are taken from new Treatment Planning form which went into use in May, '74. However, C. says it should be possible to interpret notes on bottom of Treatment Review sheet, and fit data into these categories.

(list continued next page)

- "15" = to learn how to trust and show feelings
- "88" = other
- "99" = not ascertainable

C20- C21 Treatment Goal # 2  
-(Use same categories as preceding item.)

C22- C23 Treatment Goal # 3  
-(Use same categories as preceding item)

C24- C25 Treatment Goal # 4  
-(Use same categories as preceding item)

C26- C27 Treatment Goal # 5  
-(Use same categories as preceding item)

C28 Degree of progress toward attainment of Treatment Goal # 1  
- "1" = most unfavorable outcome: situation worse  
- "2" = less than expected success: situation seems the same, little or no change  
- "3" = expected level of success: some clear change for the better  
- "4" = more than expected success: very good progress, much change for the better  
- "5" = most favorable outcome: excellent progress  
- "9" = not ascertainable (i.e., Treatment Goal # 1 formulated, but degree of progress impossible to ascertain)  
- "0" = N/A (i.e., no formulation of Treatment Goal # 1)

C29 Degree of progress toward attainment of Treatment Goal # 2  
-(Use same categories as preceding item)

C30 Degree of progress toward attainment of Treatment Goal # 3  
-(Use same categories as preceding item)

C31 Degree of progress toward attainment of Treatment Goal # 4  
-(Use same categories as preceding item)

C32 Degree of progress toward attainment of Treatment Goal # 5  
-(Use same categories as preceding item)

C33- C34 Estimated number of group sessions client participated in during this six-month period  
-(Code "01", "02", or whatever...)  
- "99" = not ascertainable  
- "00" = N/A (not assigned to a group)

C35- C36 Estimated number of professional consultations on this client during this six-month period  
-(Code "01", "02", or whatever...)  
- "99" = not ascertainable  
- "00" = N/A (Professional Consultant not involved in case)

## SHELTER HOUSE

### PROGRAM TREATMENT PROCEDURES

Successful completion of treatment, within the Shelter House program, consists of a final staff decision based upon tangible outcomes. These outcomes are based upon observations of the client by the staff regarding behavior and activity in the following areas:

1. Client's ability to meet regularly scheduled appointments, abide by program rules and meet all legal or judicial conditions which apply.
2. Client's demonstrated progress in following through on program coordinated referrals, training, educational or rehabilitation services.
3. Client's ability to accept responsibility, meet obligations and act in a responsible manner within the program, with other community representatives, in other agency settings and with family members.
4. Client's capability to engage in problem-solving as demonstrated by a willingness to achieve the goals of the treatment plan.
5. Client's plan for re-entry into the community reflecting an ability to meet basic needs and continue rehabilitative, educational, occupational, or therapeutic counseling as needed.
6. Remission of the client's primary social or personal problems, or progress of a sufficient degree in solving such problems that additional services could best be provided by other professional agencies or individuals.
7. Client's demonstrated ability, over a minimum 90 day period of time past discharge, to maintain suitable living arrangements, a means of self-sufficiency (if applicable), and to demonstrate no evidence of illicit or illegal activity.
8. Client's and family report of improvement in relationships, verified by counselor, indicating satisfactory progress.

9. Counselors' judgements and opinions regarding the client and his/her over-all progress and problems while enrolled in the program.

It is recognized that not all these areas of observation will apply to each and every client. The final process of ending services because of successful treatment consists of a final case staffing which focuses on these areas and is approved by the director. While there is no empirical method to define success when providing counseling, intervention, diversion or sheltercare services, by stressing a review of behavior changes, observations of the client and the reports from the counselors directly involved in working with the client, it is felt that more objective decisions regarding the client can be made.

Failure to achieve satisfactory completion of treatment within the Shelter House program consists also of final staff decisions approved by the director patterned on outcomes based on observation, behavior and counselor reports. These decisions are made based on the following guidelines:

1. Continued program rule violations by the client resulting in expulsion.
2. Multiple enrollments in the program by the client without satisfactory progress resulting in final discharge without completion of treatment goals.
3. Continued or repeated criminal or illegal activities on the part of the client while enrolled in the program.
4. Consistent repetition of behavior, attitudes or interactions which contribute to disruption and/or crisis situations in the client's life which block any significant growth or development for the individual.

5. Inability of the client, over time, to sustain an involvement in school, treatment, training, family relationships or other essential relationship, where there is clear evidence that no external or environmental conditions exist which would adversely affect such involvements.
6. Repeated and sustained indications of unwillingness on the part of the client to comply with reasonable requests or expectations related to treatment, program activities or guidance and counseling.

Shelter House does not consider an individual a failure if satisfactory completion of treatment is not achieved. Rather, an attempt is made to secure for the client the necessary services needed through another agency; to refer the client for additional evaluation or consultation services, or arrange a suitable living situation for the client based on the current level of personal and social functioning. Thus, most clients who cannot benefit from the Shelter House program will be transferred to an agency or social service setting better able to provide the type of services needed. This transfer consists of concentrated direct service counseling and referral to ensure continuity of service for the client.

Follow-up is defined as direct service activity designed specifically to (1) ensure successful referral of the client to social service providers while enrolled and after discharge from the program and (2) to promote restoration of the individual to the community and assist in helping the client make an adequate adjustment in the community. A side benefit of follow-up is that it allows for rapid intervention after basic services have been provided, should problems re-emerge or new problems in living occur for the individual. Prior to the discharge of any

client having successfully completed treatment, a follow-up sequence is arranged. The follow-up procedure operates in the following manner:

1. Follow-up with a client is scheduled to begin two weeks after transfer to follow-up status and occurs at two week intervals for a maximum period of ninety days. Unless circumstances are such to warrant additional services after the ninety day period, follow-up services will cease and the case will be closed.
2. If additional follow-up services are needed, a second ninety day period of work with the client in this phase of treatment will be authorized.
3. During the follow-up phase of service, regular contact with the client will occur. Consultation with representatives of agencies to which the client has been referred will be carried out to assess degrees of involvement. Checks of client progress in other social settings will be carried out.
4. Follow-up services will supply base-line information regarding client progress drawing from client's self-reports, reports from other professionals and officials working with the client, and counselor's review of the client's ability to function in the community or another agency setting.

Placement of a client is defined as the transfer of services from the Shelter House project to another service provider able to offer a client a suitable resident or live-in environment. When a transfer placement is made, follow-up services are offered. Transfer placement, by definition, requires adequate evidence of supervision of the client in the living situations.

Recidivism is defined as the return and acceptance of a client in the Shelter House program after services to the client have been transferred or closed because of successful completion of treatment.



Recidivism, by definition, means relapse and is not used by Shelter House unless a client has completed treatment and returns or terminates treatment at a referred agency and returns.

The treatment goals for Shelter House clients are incorporated into a treatment plan which is completed for all clients soon after the intake process has been finished and an initial case review and staffing has been carried out by the treatment team. The treatment plan reflects the following goal orientations:

1. Identification of major reality issues in the client's life which require the client's understanding and assessment.
2. The client's assessment of goals, needs and requirements for self sufficiency in the short-term and long-term future.
3. An assessment of the client's non-counseling needs relating to occupational skill up-grading, general education, job preparation or utilization of community resources and the provision of appropriate resources to meet such needs.
4. The counselor, staff, consultant and agency representatives point of view regarding the type of treatment most suited to the client's personal, social and emotional needs and the development of a program to satisfy justified therapeutic requirements.
5. A goal statement of desired and anticipated outcomes for the client in terms of behavior changes, insight and understanding of self and self in relationship to others, and adaptation in the way the client interacts and utilizes the social settings provided to him or her based on the treatment provided.
6. Projections regarding the duration of involvement with the client to achieve goals established in the treatment plan and regularly scheduled case review to monitor progress and make changes in the treatment plan if needed.

The treatment plan for Shelter House clients is reality-oriented and requires the active participation of the client in the establishment of goals. It also requires on-going review and assessment to determine the degree of progress or lack of progress in achievement of the goals of the treatment process.

SHELTER HOUSE EVALUATION

Interview of Former Client

Date: \_\_\_\_\_

Code: \_\_\_\_\_

1. Did the people at Shelter House give you the kind of help you think you needed?

Yes \_\_\_\_\_ No \_\_\_\_\_

In what ways?

2. If you had a friend in trouble or needing help, would you suggest that they get in touch with Shelter House? Would you tell him/her to go to Shelter House for help?

3. What did you like (like most) about Shelter House?

4. What did you dislike (like least) about Shelter House?

5. Are things better for you now than before you went to Shelter House?

Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, how?

6. Were there any things you got from Shelter House that you couldn't get anywhere else?

Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, what?

7. Do you have any suggestions about what could be done to make Shelter House more helpful to the people who come there? What can the people who run Shelter House do to make it better? What changes would you suggest for Shelter House?

8. What do you think is the purpose of Shelter House? How well do you think Shelter House is accomplishing this purpose?

9. Is there anything else you would like to add?



6.1 APPENDICES TO SECTION 3.0

PERSONS INTERVIEWED ON INTRAORGANIZATIONAL RELATIONS  
BY MERWIN CROW ON 10/29 & 30, 11/5/74

George Belitsos, Director of Shelter House Corrections Project

Bob Hanson, Director of Youth Services Bureau

Martin Miller, Ph.D., Board Member

Rick Swalwell, House Parent

Theresa Swalwell, House Parent

Jeanne Peters, House Coordinator

William Tysseling, Board Member

Russ Sorenson, Consultant

Jan Dale, Ph.D., Mental Health Center/Consultant

Maggie Jensen, Youth Worker

Chris Raker, Intern

Kim Wulfert, Intern

Don Heck, Cherokee Youth Worker

Bonnie Tiedeman, Volunteer

Kathy Knapp, Volunteer Coordinator

Joyce Shook, Volunteer

Nadeene Heck, Youth Worker

Anne Lewis, Chief Probation Officer, Board Member

Phyliss Miller, Ph.D., Consultant

## QUESTIONS USED IN INTERVIEWS

ON INTRAORGANIZATIONAL RELATIONS, 10/29/74 - 11/5/74

What problems exist in staff communication?

What role problems? Authority problems?

What is the level of congruence between the perceived/  
experienced roles and responsibilities of staff and their  
written job descriptions?

How are program decisions made?

Is it possible to track one or two relatively important  
decisions, using a case-study approach?

How do decisions evolve and who has what input in the process?

Do program decision-makers experience any areas where  
information needed for management or policy decisions  
is consistently lacking or inadequate?

What do individual staff see as their own inservice training needs?

How well are these needs being met?

Where is there shortfall? What growth potential is being  
neglected?

Are staff satisfied with the reporting requirements/protocol/criteria  
which they must observe?

How are volunteer staff accountable for their work? Are there  
any problems there?

What reporting and recording procedures do they use?

Volunteers and interns: how well integrated are they with paid staff?

What do they look like as a group? What kind of people are they?

Why do they get involved? Why do they stop being involved?

How effective is screening and training of volunteers?

Are the procedures for recruiting and hiring new staff working o.k.?

Has the amount of staff turnover been much of a problem?

If so, what could be done to reduce it?

Do Shelter House staff see themselves as part of an "alternative  
social services agency?"

If so, on what assumptions is that self-image based?

How is that self-image carried out in practice?

Has the program served as an "agent of social change?"

Is there much tension felt between "individual  
needs" of clients vs. "socially acceptable"  
solutions?

Have changes in the program's case management system and supervisory procedures been developmental or trial-and-error?

Why has there been a tendency for Shelter House to move from being mainly a coordinating and referring agency (an oiling-the-gears agency) to being more and more involved in direct delivery of services and treatment?

What specific gaps in available services have been filled by Shelter House?

What gaps has the program not been able to fill?

How well has the "team approach to treatment" been working?

Does it tend to break down anywhere?

Are there problems of team coordination?

Who supervises whom about what?

Consultants: do they make their greatest contribution in direct client care or in service to staff by way of advice, direction, etc.?

How smooth are the working relationships of staff and consultants?

In group sessions, for example, is it co-leaders/co-therapists working, or is it a professional working with a paraprofessional trainee?

How is it decided that a professional consultant is needed for diagnosis and/or treatment?

**END**