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U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

DISCRETIONARY GRANT
PROGRESS REPORT

GRANTEE City and County of Denver City Planning Office	LEAA GRANT NO. 75-DF-08-0002 (F)	DATE OF REPORT 3/15/77	REPORT NO.
IMPLEMENTING SUBGRANTEE Southeast Denver Neighborhood Service Bureau (Inc)	TYPE OF REPORT <input type="checkbox"/> REGULAR QUARTERLY <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT Southeast Denver Neighborhood Service Bureau	GRANT AMOUNT \$293,579		
REPORT IS SUBMITTED FOR THE PERIOD	THROUGH		
SIGNATURE OF PROJECT DIRECTOR <i>Katherine Saltzman</i>	TYPED NAME & TITLE OF PROJECT DIRECTOR Katherine Saltzman Executive Director		

COMMENCE REPORT HERE (Add continuation pages as required.)

SEE ATTACHED NARRATIVE

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SECTION A: PROJECT ABSTRACT

The Southeast Denver Neighborhood Service Bureau delivered two basic programs through grant #75-DF-08-0002(F). The youth service diversion program met or exceeded all its operational and effectiveness objectives. The victimization component exceeded its operational objective and, while increasing the rate of crimes reported by its clientele, nevertheless fell short of its effectiveness objective. The grant included three (3) effectiveness objectives and four (4) operational objectives.

First of all, summarizing those effectiveness objectives pertinent to the youth program, a reduction in the expected recidivism rate of 45 impact and 180 potential impact offenders in Southeast Denver by 25% over baseline rearrest data was accomplished. Utilizing a Division of Youth Service (Colo.) baseline data study, the Southeast Denver program achieved a 40.9% reduction in recidivism of its clientele, exceeding its target by 15.9%. In addition, the maintenance of a reduced rearrest rate of 25% for first year clients was achieved, primarily through continued follow-up, reassignment, and other services as needed. More specifically, the recidivism rate for the 92 youth program clients who exited at the police level was 9.8. The comparable baseline rate was 15.7. Thus, the program achieved a 5.9, or 36.7% reduction compared with baseline rearrest data for similar types of offenders, exceeding the effectiveness objective by 11.7%.

As far as operational objectives were concerned, the youth program served approximately 259 of 435 referrals, exceeding by 9% the percentage of referred youth originally expected to receive services from the Bureau. In addition, only 23.9% refused service, while another 16% were found not in need of service or were unable to be contacted. Clients served received continual follow-up,

with cases being reassigned and/or reopened according to need, thus accomplishing another operational objective. Finally, achieving the objective of "continued coordination and development of community resources for better service to juvenile offenders in the Southeast quadrant," the staff participated on a regular basis in eleven (11) different programs and/or projects within the Southeast community. These are described in the body of the report.

Methodologically, the youth program found "brokerage" to be an inadequate interventive stance, primarily due to a dearth of referral sources within the Southeast quadrant. Seventy percent of referrals to the Bureau came from the Delinquency Control Division of the Denver Police Department, with the great majority of those served receiving direct counseling (individual, group and family) from the Bureau's staff. Staff also provided numerous activity, learning, and job-related programs for many of the youth served.

Turning, finally, to the victimization component of the grant, the operational goals of serving 250 actual victims of impact crime, and providing educational services for 12,000 potential victims, were greatly surpassed. Three hundred and forty-three (343) actual victims received services ranging from individual, group and family counseling to advocacy with hospitals, police and court systems. Speaking engagements and educational efforts in general reached another 26,594 potential victims of impact crime, far exceeding the original objective of 12,000.

There was one effectiveness objective for the victim component, to facilitate the reporting of criminal incidents by an additional 27% of Bureau clients. The incidence of reporting was increased from 63% to 70.6%, not accomplishing the objective and suggesting at least three things. First, counseling can be effective in increasing the rate of reporting. Second, reporting is not always appropriate or timely. Third, perhaps something more is needed in order to get the rate close to 90%.

It was through staff's attempts to answer this question, "what else can we do?", that the Victim Support System (Grant #75-DF-08-0022) was developed. It had become evident that an expanded program, according to needs expressed by clientele, might include such things as: 24 hour availability, provision of direct emergency survival services (temporary housing, transportation, food, clothing, child and medical care, and psychiatric services where appropriate), use of the Denver Police Department as a major source of referrals, provision of a full time staff attorney in order to provide legal assistance, and increased staff.

In conclusion, the two basic programs of Grant #75-DF-08-0002(F) delivered viable and effective services to both the youth and victims of crime in the Southeast quadrant of Denver. The youth program has now been included in the Division of Youth Services for the State of Colorado. The victimization component led to the preparation and acquisition of the "Victim Support System" (Grant #75-DF-08-0022), whose program is currently being delivered to residents of the entire City and County of Denver through an agency known publicly as the York Street Center.

SECTION B: PROJECT DEVELOPMENT AND OBJECTIVES

In 1973 the Task Force of the Capitol Hill Committee to Coordinate Services had focused its attention on youth and tried to get the community involved in the identification of needs and gaps in services for the youth who reside in the area. There was also a recognition of the scarcity of services for the numerous actual and potential victims in the community. The problem was to create a project which solicits community participation in the reduction of impact crime in the Southeast Denver area, especially in the Central City Community (Census Tracts 26.01, 26.02, 27.01, 27.02, 27.03, 28.01, 28.02, 28.03, 31.01, 31.02, 32.01 and 32.02). Alternative approaches were evaluated: A full blown youth service bureau, which was rejected because of the relatively low number of juvenile offenders in the area. It was also proposed that a project concentrating solely on actual and potential victims of crime would not be satisfactory since the original application for a grant had been youth and youth services.

Since the problem was to create a project which solicited community participation in the reduction of impact crime, it was decided to involve the community in two problem areas: 1) juvenile impact and potential impact offenders and 2) actual and potential victims.

The benefits accruing to the community would be:

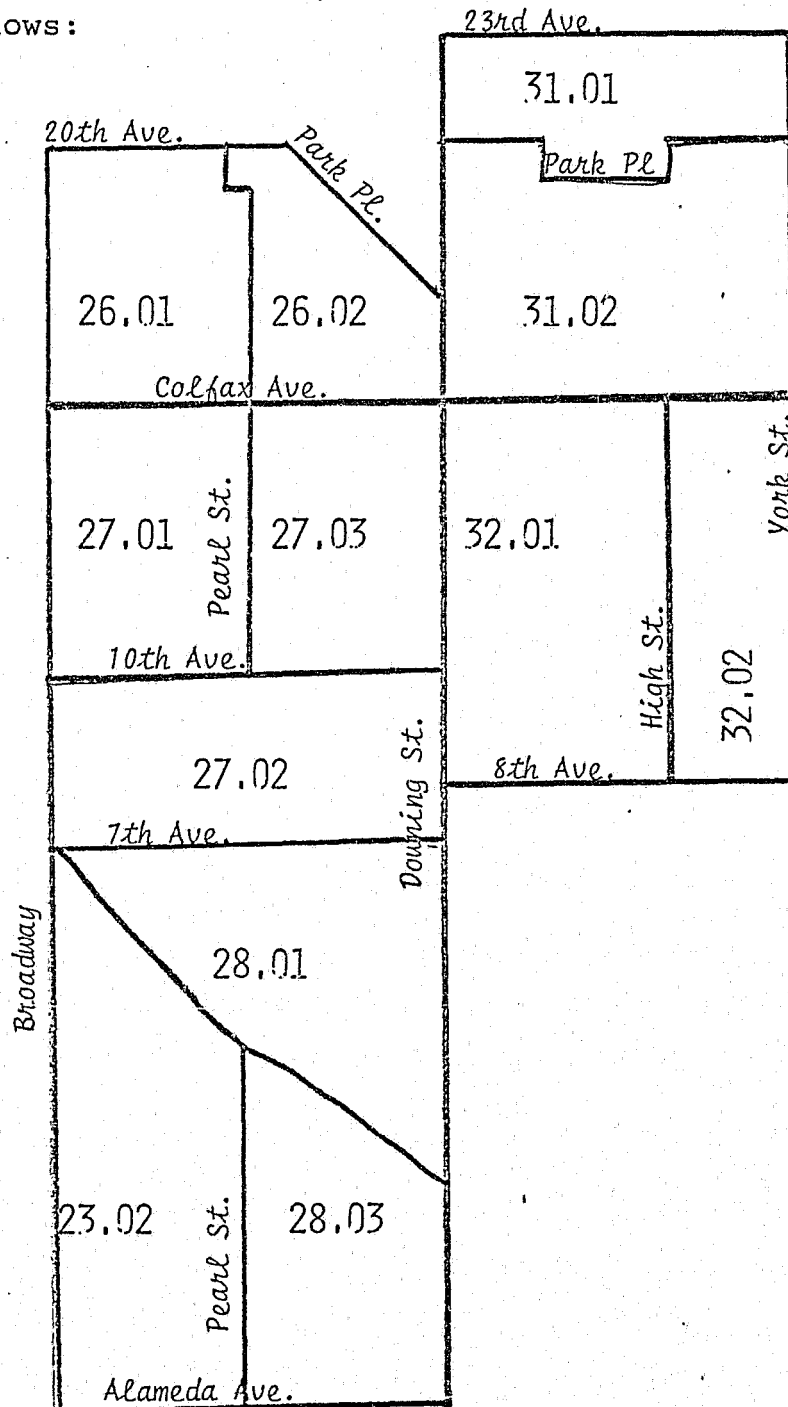
1. Reduction of impact crimes in Southeast Denver, especially in the Central City Community.
2. Encourage the community to get involved in serving youth.

3. Solicit the community's participation in a self-protection program.

The above information and decision was based on statistical information contained in Volume I and II of the Denver Anti-Crime Council's 1973 Crime Reduction Plan.

STATEMENT OF THE CRIME PROBLEM

The Southeast Denver Youth Services Bureau focused primarily upon certain actual and potential victims residing in twelve census tracts which are highly vulnerable to the impact crimes of rape, robbery, assault, and burglary, as shown by statistics in Volume II of the Denver Anti-Crime Council's 1973 Crime Reduction Plan. These twelve tracts are as follows:



CENSUS TRACTS	NEIGHBORHOOD AREAS	POLICE PRECINCTS
26.01, 26.02	North Capitol Hill	202, 203
27.01, 27.02, 27.03	Capitol Hill	301, 302
28.01, 28.02, 28.03	Speer	307, 406
31.01, 31.02	City Park West	204
32.01, 32.02	Cheesman Park	303

Emphasis was also placed upon providing counseling and referral services to juvenile impact and potential impact offenders residing in Southeast Denver (Police District 3).

The neighborhoods of North Capitol Hill, Capitol Hill, Speer, City Park West, and Cheesman Park comprise what was termed the "Central City Community". These neighborhoods contain an area of 1,884 acres, or approximately 2.9% of the total area of the City of Denver. In 1970 these neighborhoods contained 10.3% of the population of the city, yet over a two-year baseline period of July 1970 through June 1972, the Central City Community experienced 27.9% of the rapes, 22% of the robberies, 13.6% of the aggravated assaults, and 15.1% of the burglaries occurring in the city.

The subject neighborhoods are not only among the oldest in the near city area but contain much of the transient population and high density housing supporting the central city. The area is typified by a mixture of single family dwellings, apartment houses, commercial establishments, parking lots, and entertainment enterprises appealing to the younger, more transient elements of the population and visitors to the city. The area possesses the basic ingredients for crime on the streets. It has a focal point or entertainment and other commercial establishments distributed in a line through its center, It has a hospital complex in its

northeastern quadrant, hotels, motels, offices and parking lots in its northwest quadrant, and a large number of apartments in its southeast and southwest quadrants. Therefore, substantial pedestrian traffic is present throughout the area, particularly through the evening hours which account for the peak levels of crime on the street.

The high population density per residential acre, the larger numbers of single people, especially single women, the dominant age groups of 18 to 34 years and above 55 years categories, the large percentage of single people living in old converted homes or apartments as renters, usually alone, the inordinate amount of people walking or driving to public places, and the presence of numerous commercial establishments, make the Central City Community a prime target for all of the impact offenses. Given these characteristics, the number of actual and potential victims in the Central City Community is disproportionately higher than any other area of the city which is further illustrated by the following table which gives impact crime frequencies for the subject census tracts for the two-year baseline period of July 1970 through June 1972:

IMPACT CRIME FREQUENCIES BY CENSUS TRACT
JULY 1970 THROUGH JUNE 1972

CENSUS TRACTS	RAPE	AGG. ROBB.	AGG. ASSAULT	BURGLARY
26.01	17	165	63	223
26.02	22	81	65	322
27.01	20	103	45	494
27.02	16	40	23	422
27.03	41	106	62	626
28.01	9	26	10	240
28.02	28	61	56	541
28.03	12	26	17	220
31.01	19	36	56	229
31.02	46	141	85	664
32.01	24	86	42	482
32.02	4	34	10	195
TOTAL	258	905	534	4,658

The Central City Community has a low percentage of population under the age of 18 years, when compared to the city-wide average; however, among that juvenile population, there are some impact offenders, as well as some potential impact offenders.

Statistics exist as to the number of juvenile impact offenders referred to Juvenile Court who reside in Southeast Denver and as to the number of arrested juvenile impact offenders who reside in District 3 police precincts. The following table gives the number of juvenile impact offenders residing in Southeast Denver, who were referred to the Juvenile Court during the baseline period of July 1971 through June 1972:

CENSUS TRACTS	AGGRAVATED ROBBERY	BURGLARY
27.02		2
27.03		5
30.03		2
30.04	1	1
32.01		1
32.03		2
40.01		6
40.02		2
40.03		11
44.01		5
68.01	1	
68.02		1
68.03	1	1
TOTAL	3	39

Since another source for referrals of juvenile impact offenders to the NSB was from the police, statistics on juvenile arrests for impact offenses are also relevant. The following table gives the number of impact crime juvenile arrestees who reside in the pertinent police precincts, for the two-year baseline period July 1970 through June 1972:

POLICE PRECINCTS	RAPE	ROBBERY	AGG. ASSAULT	BURGLARY
301	1			4
302		2	1	5
303		1		15
304		3	6	21
305			3	4
306		1	6	16
307				2
308		1		12
309		2		4
310		2	1	14
311		2	1	17
312	1	1	7	22
313	1	2	2	22
314				3
315			1	2
TOTAL	3	17	28	180

From this statistical and demographic data the following effectiveness and operational objectives were formulated:

EFFECTIVENESS OBJECTIVES

Objective I.

Reduce the expected recidivism rate of 45 impact (burglary, robbery, rape and assault) and 180 potential impact (first time arrestees, auto theft, multiple theft, CHINS with impact backgrounds and truants) juvenile offenders in Southeast Denver (Police District 3) by 25% over baseline re-arrest data.

Objective II.

Maintain a reduced re-arrest rate of 25% for first year NSB clients through continued case follow-up, re-assignment and other services.

Objective III.

The NSB will seek to foster an increase in the reporting of impact crimes in Southeast Denver. The NSB will encourage all victims which use its services to report the offense to the police. The bureau will seek to have at least 90% of its victim clients report the criminal offense to the police. Currently 63% of all clients contacting the bureau have reported the offense. The bureau will endeavor to facilitate the reporting of criminal incidents by an additional 27% of its clients.

OPERATIONAL OBJECTIVES

Objective I.

The bureau will serve 225 juvenile offenders referred from the Police, Juvenile Court, schools and parents through crisis interven-

tion counseling, evaluation, referrals to community resources and follow-up. It is expected that a total of 450 youth will be referred to the bureau and that approximately 50% will accept the bureau's services.

Objective II.

The bureau will serve first year clients through continued follow-up and re-assignment.

Objective III.

The bureau will serve at least 250 actual victims of impact crimes. The number of weekly victim referrals has stabilized at 3-4 per week. Over an 18 month period this would supply an intake of approximately 250 victims. The NSB staff will provide educational services for 12,000 potential victims of impact crimes.

Objective IV.

The bureau will continue to coordinate and develop community resources for facilitating the delivery of effective youth services to juvenile offenders in Southeast Denver.

At the inception of this project juvenile impact offenders in Southeast Denver were not being served by a youth project funded through the Denver Anti-Crime Council, except for some overlap with Project COPE, which provided intensive supervision for juvenile impact offenders on probation.

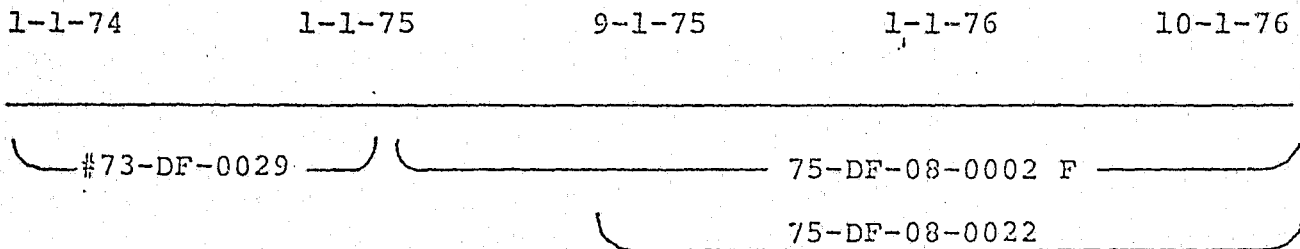
Throughout the first year of the project it became increasingly obvious that the youth and victim areas should be separate components with separate counseling staffs according to their specialty. The history of the organizational development of the project follows.

PROJECT HISTORY

Introduction

Southeast Denver Neighborhood Service Bureau, a private, non-profit, tax-exempt corporation of Colorado, has operated on three grants from the Law Enforcement Assistance Administration since the Bureau's inception in January of 1974. The project history to be presented here is intended to delineate as clearly and concisely as possible the grant numbers, corresponding dates of operation, principal goals and purposes, and staffing patterns of each of the three grants.

The history is accordingly divided into three (3) phases: the first runs from January 1974 to January 1975, and represents the acquisition of LEAA grant # 73-DF-0029 (D); the second marks the beginning of an 18 month continuation grant (LEAA grant #75-DF-08-0002 (F), January 1975 to June 1976; and the third includes both the ongoing operation of #101-514 as well as the inception of a new grant, LEAA #75-DF-08-0022, the latter beginning on September 1, 1975. Chronologically, the time frames for these three phases could be represented visually as follows:



It should be noted that grant 75-DF-08-0022 was scheduled to run one year concurrently with the final twelve months of operation of grant 75-DF-08-0002(F), both grants to end on May 31, 1976. Unfortunately, delays in receiving funds prevented implementation of 75-DF-08-0022 until September 1, 1976. This in turn necessitated a budget revision to extend victimization personnel on grant 75-DF-08-0002(F) so that both grants would end simultaneously on September 30, 1976.

As of October 1, 1976, all Southeast Denver Neighborhood Service Bureau personnel working with the victims and witnesses of crime will be included on a continuation of grant 75-DF-08-0022, thus greatly simplifying staffing patterns and operational goals on several levels. The project history is therefore followed by a statement of the problem, a delineation of present and expanded services (recommended), sections on evaluation of present programs and evaluation designs for the expanded programs, and appropriate appendices.

1st Phase - January 1974 - January 1975

In January, 1974 Southeast Denver Neighborhood Service Bureau received a grant from the Law Enforcement Assistance Administration #75-DF-08-0002(F), the major goals and objectives of which focused on diversion from the criminal justice system of youthful offenders residing in the-southeast quadrant of the city. Youths and their families were referred to the Bureau from the Delinquency Control Division of the Denver Police Department as well as from the Juvenile Courts. In accordance with national and state guidelines on the operation of youth service bureaus, SEDNSB operated

for the most part on a brokerage model, assessing the needs of youth and referring them to an appropriate social agency. When no appropriate referral existed, staff counselors delivered direct services to the youth. An extensive survey of community resources and a needs assessment of youth had indicated serious gaps in services for youth in southeast Denver as compared to services available in the other three quadrants of the city. For this reason the SEDNSB became somewhat unique in that, in addition to providing services on the brokerage model, staff counselors worked directly with youth and their families in therapeutic intervention.

SEDNSB was unique from other youth service bureaus in Denver in one other significant way. Because of the smaller number of youth referrals in the quadrant as well as the extremely high incidence of reported high impact crime (especially in the Capitol Hill area), a small victimization component was included in the agency's functions. The purposes of the victimization component were to develop programs of education and prevention for the community and to deliver direct services (both counseling and advocacy) to victims of high impact crime. During the first year of operation the Bureau provided educational programs for approximately 8,000 potential victims of crime and delivered services to approximately 125 actual victims, most of whom were sexually assaulted. The first year of program operation was carried out by the Victimization Coordinator and two part time community workers with some assistance from the counseling component of the Bureau. In January, 1975 enormous pressure to expand the program resulted

in the addition of three full time community workers. At this time SEDNSB received an 18 month continuation grant from LEAA (75-DF-08-0002(F)).

Chart I shows the organizational structure of the Bureau from January 1974 to January 1975 (see next page).

2nd Phase, January 1975 - October 1975

During the first few months of operation of grant 75-DF-08-0002(F), services to victims who had been sexually assaulted were now undergoing considerable expansion. The need had been clearly demonstrated and caseloads continued to bear witness to the fact that victims of sexual assault have for years been neglected within the criminal justice system, and especially in areas of their lives requiring emotional and situational support. Preventive education also began to grow as more and more speaking engagements were accepted.

At the same time, feedback from police officers and other helping professions within the community led to recognition of yet other groups of "victims" whose needs were largely unmet. Namely, the participants of "family disturbances" (during which actual victimization and the potential for further victimization had become more apparent), were largely neglected in terms of receiving any kind of professional intervention. It had also become evident that many potentially supportive services were lacking for victims of traditional high impact crimes: immediate survival support services, transportation, medical care, food, child care, alternative shelter, and psychiatric services.

As a result, early in 1975 SEDNSB applied for another LEAA

CHART I

Evaluation Consultant.....DIRECTOR.....Bookkeeper-Secretary

Victimization
Coordinator

Systems Specialist
Coordinator

Counseling
Coordinator

3 full time community workers
2 part time community workers
30 volunteers

2 student interns

3 full time counselors

Functions

1. Education and prevention
2. Professional training and workshops
3. Community organization and resource development

Functions

1. Needs assessment
2. Assist data collection
3. Develop community resources

Functions

1. Counsel youth and families
2. Refer youth and families
3. Counsel victims of crime

grant to expand victim services and the entire scope of the victimization program. In June the Victimization Coordinator became the Project Director and began initiating far reaching organizational changes in order to facilitate implementation of the new grant, "Victim Support System" (75-DF-08-0022).

Chart II (see next page) shows the organizational changes made to SEDNSB staffing patterns in order to interface with "Victim Support System".

3rd Phase - September 1975 - July 1, 1976

"Victim Support System" funds were received in September, 1975 and after approximately two months of hiring, training and programming, the "York Street Center" opened its services to victims and witnesses of the City of Denver. The purpose of the Center is to provide services and legal advocacy to victims of crime and family disturbance. As of July 1, 1976 a total of 1,061 victims received services from the Center. In addition to the specific program areas delineated under "existing services", the following additional programs were developed by the Center's staff:

1. Police training - extensive statewide programs carried out for the Colorado Law Enforcement Training Academy;
2. Program development for cadet training and in-service training for Denver Police Department;
3. Needs assessments and program implementation for crime and the elderly;
4. Needs assessment and program implementation for battered women;

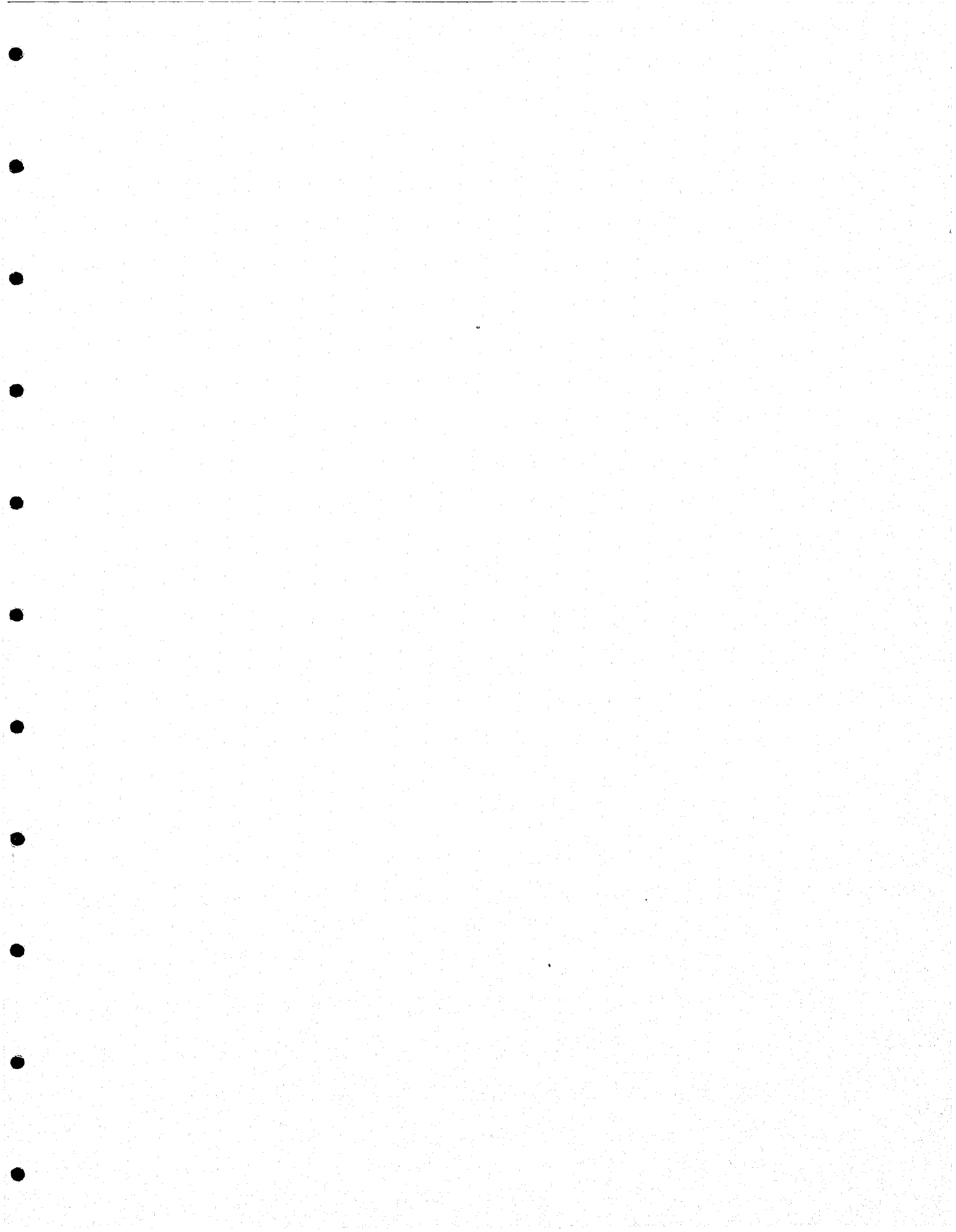


CHART II

Evaluation
Consultant.....DIRECTOR.....Bookkeeper
Secretary

1 Victim Counselor

Function:

1. Counsel victims
2. Advocate for victims

4 Victim Specialists

Function:

1. Counselors-in-Training
2. Advocate for victims
3. Professional workshops
4. Community education

Assistant Director (Youth Program)

3 Youth Counselors

Function:

1. Counsel youth and families
2. Refer youth and families
3. Community resource development
4. Youth program development

5. Expansion of educational services to the community;
6. Resource for program implementation for rural communities in the region (i.e., Durango, Grand Junction, Ft. Collins, Greeley, Colorado; Rock Springs, Wyoming; Salt Lake City, Utah).

Chart III (see next page) shows the organizational structure of all staff and functions on both grants (75-DF-08-0002(F) and 75-DF-08-0022) until August 1, 1976.

As of August 1, 1976 the Youth component (see Chart III) of the project was funded by State and City funds received through the Colorado Department of Institutions. The Youth component is now incorporated as a totally separate entity and is fiscally independent.

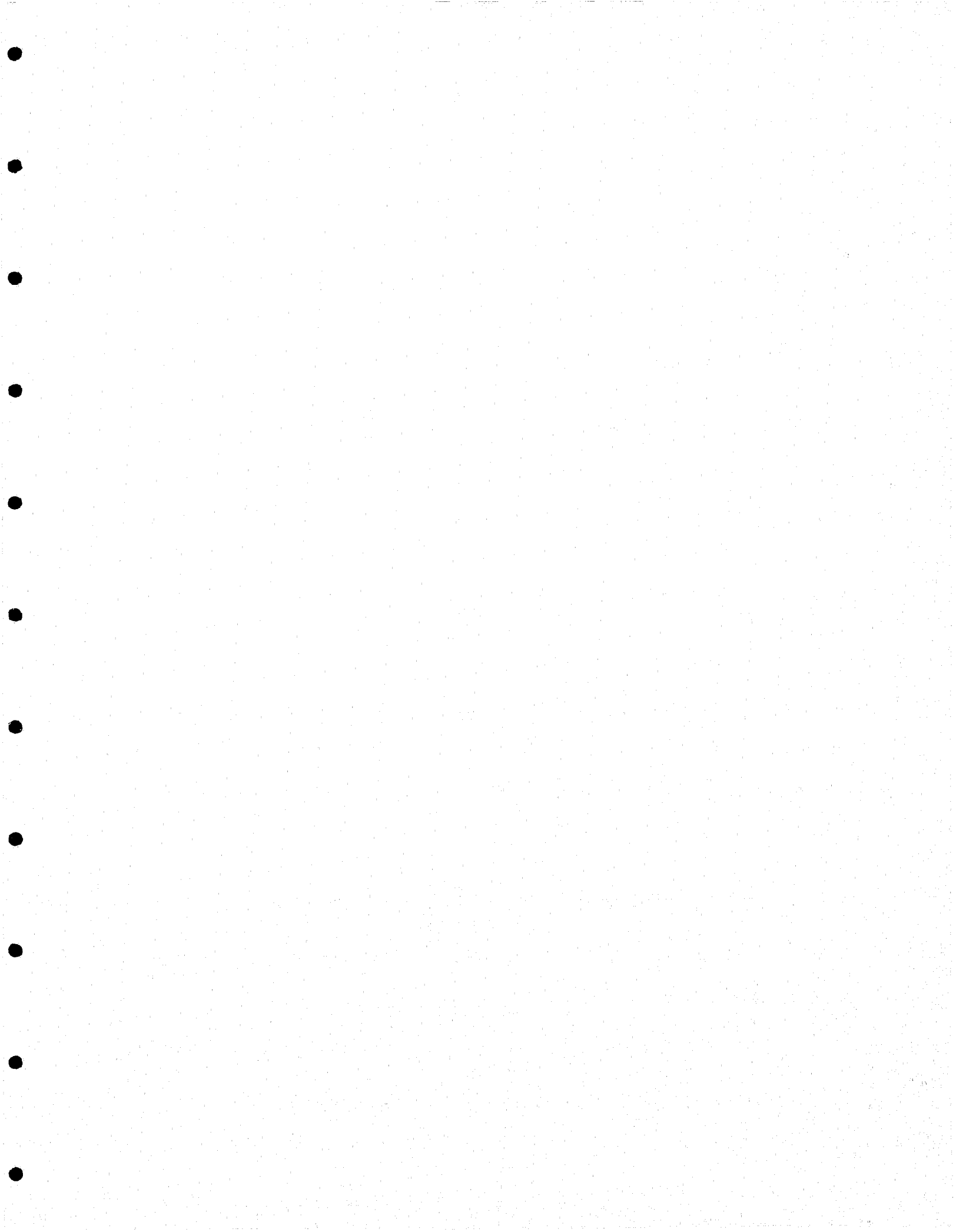


CHART III

EXECUTIVE DIRECTOR

Evaluator..... Accountant
2 Secretaries..... Janitor

Assistant Director
(Youth)

1 Secretary
3 Youth Counselors

1. Referral of youth and families
2. Direct services to youth and families
3. Program development
4. Community resource development

Southeast Denver Youth Service
Bureau
227 Clayton St.
Denver, CO 80205

A separate corporation was formed August 1, 1976. Funding was obtained from local government.

Victim Counselor

1. Counsels victims of crime
2. Advocates for victims of crime
3. Supervises victim counseling

4 Victim Specialists

1. Counselor trainees
2. Professional workshops
3. Police training
4. Community resource development

Assistant Director
(Victimization)

Crisis Team Co-ordinator

6 Crisis Counselors

1. Counsel victims of crime and family disturbance
2. Community education
3. Community resource development
4. Police training

York Street Center
1632 York Street
Denver, CO 80206

SECTION C: METHODS AND PROCEDURES

VICTIMIZATION PROGRAM

The two major objectives of the Victimization Component of the project were concerned with 1) direct services to victims of crime and 2) educational efforts aimed at prevention. The Victimization Component went through several phases of evolution and expansion because as project objectives were being met new needs were discovered in the area of victimization which needed attention.

When the project began in January, 1974 the Victimization Component consisted of one Victimization Coordinator and two part-time community workers. Within a month of operation, numerous requests for services and training in the area of victimization (particularly dealing with sexual assault) were received by the Bureau. These requests came from all over the Denver-Metropolitan area as well as more remote areas.

In order to meet the demand for growing interest in education regarding sexual assault with such a limited number of staff, several major educational programs were developed immediately. These programs included:

1. A full day conference on sexual assault aimed at educating the community and developing cooperation among various agencies. Over 300 people attended the conference, including five police agencies and approximately 60 social services agencies.
2. Formation of the Denver Coalition Against Sexual Assault which included agencies and individuals interested in furthering community education, inter-agency cooperation, and ensuring a high quality of

services to victims as they enter the system.

3. A mass media campaign was undertaken in order to gain community visibility and credibility. These efforts included public service announcements on all radio and TV stations, all local talk shows, use of newspaper coverage articles, press conferences, etc.

Despite the widespread interest in the subject of sexual assault, many frustrations occurred during the first year of operation:

1. As implied above, the staff was much too small to address all of the concerns, issues and interests raised.
2. A few persons with some credibility in the community competitively attempted to block the Bureau's efforts to implement services.
3. Several different philosophies regarding sexual assault (prevention, resistance, treatment of victims, etc.) were being presented by various groups in the community. Different messages presented for various political and emotional reasons resulted in widespread misunderstanding and conflict.
4. Although services and police assistance were available to victims, few were reporting or entering into the system.

As a result of the above difficulties as well as the success of the Victimization Component during the first funding period, three new full-time positions of Community Workers were added to the project when continuation funding was obtained in January 1975.

This expansion in personnel permitted the Victimization Coordinator to expand the program in the following areas:

1. Victim counseling
2. Victim advocacy - assistance with hospitals, police and court procedures
3. Community resource development
4. Community education and prevention
5. Consultation and assistance to other communities in the region (including Ft. Collins, Greeley, Durango, Grand Junction, Salt Lake City; Arvada, Arapahoe Adams and Douglas Counties; Brighton, Pueblo, etc.
6. Special training in sexual assault interviewing and investigation techniques and crisis intervention with victims for police agencies throughout the state.
7. Development of further programs and projects directly related to victim needs in Denver.

Methods and procedures for each of the above program areas are described below in enough detail to permit application to projects in both similar and varied settings.

Victim Counseling

Because staff counselors were primarily experienced in youth work with little training regarding major issues relating to the victim client, a sound philosophy of counseling intervention was not developed and implemented until January 1975. At that time two staff counselors were assigned to work only with victims and to develop full expertise under the guidance of the Victimization Coordinator.

Two approaches were emphasized in working with the victim: immediate crisis intervention and readjustment following the

crisis phase. Both individual and group counseling were offered to victims, including family therapy if indicated. It was important to emphasize that the victim is not an isolated individual but a member of a community and a member of a primary interpersonal system. The impact of the reactions of significant others upon the victim was of primary importance in facilitating readjustment. Crisis intervention counseling served to immediately assist the victim in overcoming feelings of loss of control, terror, isolation and humiliation. Immediate intervention was viewed as an important preventive factor against more serious, long-term reactions (including phobic reactions, acute anxiety states, traumatic neurosis, depression, etc.).

Careful attention was paid to the development of appropriate counselor attitudes toward victims, particularly in the area of sexual assault. Several difficulties were initially encountered in both male and female counselor attitudes that necessitated professional education and in extreme cases, reassignment or termination.

These attitudes included imposing political, feminist and racial views on the client as well as blaming the client for his/her own victimization. The negative effects of such attitudes upon victims could not be tolerated, and were corrected. Unfortunately, these and other destructive attitudes were also found in many other agencies attempting to counsel victims toward healthy readjustment. The efforts of the project to deal with this situation will be discussed in the section on Community Resource Development.

Availability of counseling services was offered to victims of high-impact crime on a 24-hour basis through the use of a

"Victim Crisis Line". Because of the small professional staff available, volunteers trained in counseling and human services were recruited to assist with the line after office hours. The use of the line primarily by sexual assault victims and their reluctance to talk initially to men indicated that the line should be staffed only by women volunteers. The volunteer force has remained consistently at 25 to 32 members. Extensive screening and training in all aspects of crisis intervention counseling, procedures of the criminal justice process, hospital procedures, and resources was mandatory for volunteers. A staff counselor was always on call to assist the volunteer.

Both male and female counselors have been made available to victims of high-impact crimes. Despite the widespread belief that female victims would not discuss assault with men, victims themselves would occasionally express a preference for a male counselor. The two more commonly expressed reasons for this request were 1) the victim felt more confidence in the ability of male professionals than female, and 2) the victim wished to attempt to re-establish trust with men and felt a male counselor would facilitate this process. Male counselors were also available to work with male victims and husbands and friends of female victims.

Caseload management procedures varied until May, 1975 when serious deficiencies in the former system were discovered. Specialized intake forms, progress notes, and data collection procedures for victim clients were designed and utilized. An extensive follow-up on all clients from July, 1974 to June, 1975 was attempted in order to reconstruct cases on which inadequate data had been collected. Success of these efforts was limited

due to inability to recontact former clients. Since May, 1975 all cases have been monitored on a regular basis to ensure that a high quality of service is maintained. In addition, regular case reviews have been conducted for the purpose of case management improvement and staff education (see Appendix for forms).

Victim Advocacy

During the initial project (January, 1974 to December, 1975) many well-intended individuals and agencies were attempting to advocate for victims. Unfortunately, their methods were often destructive with regard to the systems they were attempting to impact. The project was also concerned with advocacy and developed several effective approaches. It must be emphasized that these approaches will be effective only if personnel are thoroughly educated and experienced with the systems they are dealing with, and only if personnel have established a high level of credibility with regard to motives and professional skills.

Training for all staff and volunteers involved in advocacy was extensive and the training process itself was used to establish necessary credibility. The systems in which advocacy was needed included hospitals, police department and the courts.

Professional staff from each of these institutions participated extensively in training, explaining the methods and procedures, laws and policies governing the system. As a result, the individuals involved in the system became personally acquainted with project advocates and the concerns and goals of the project. Thus, when advocacy was initiated there was

little threat and little hostility compared to that encountered by other groups.

Two major methods of advocating were implemented by the project. Individual advocacy was done for an individual client who encountered problems when entering a system or who did not understand the meaning of various aspects of the system. Staff and volunteers would educate the victim regarding the system, walk the victim through the system, and intervene with individuals representing the system when necessary. In addition to the individual advocacy approach, system advocacy was developed in extensive police training, training of hospital personnel and revision of policies and procedures (triage) regarding victims' needs, and legislative changes aimed at mitigating stress placed upon the victim participating in the criminal justice process.

Community Resource Development

The development of resources for victims was an obvious need since the project's inception. Several approaches were used, some more successfully than others.

The formation of the Denver Coalition Against Sexual Assault was initiated directly by the Bureau in March, 1974. The goal of this loosely formed organization was to obtain cooperation among various agencies and projects concerned with victims. Unfortunately, differences in philosophy, style and motivation created a good deal of tension and competition among participants. The Victimization Coordinator obtained an ACTION mini-grant to assist the Coalition in fulfilling its goals and objectives. Despite funding, success was limited to the fol-

lowing accomplishments: 1) production of a film, 2) establishment of a speaker's bureau, 3) establishment of a court-watcher program, 4) establishment of several self-defense programs for women.

A more successful and time-effective approach to community resource development was that of contacting individual agencies serving various identifiable community populations. Outreach programs and special training sessions were held for mental health agencies, hospitals and clinics, Action centers, women's groups, men's service groups, school personnel, church ministry, etc. These efforts ensured an adequate level of training for professionals and enabled staff to become personally acquainted with the attitudes, skills and limitations of various organizations. Increased referrals from diverse sources was another very positive effect of this approach.

Community Education and Prevention .

Community education focused primarily on prevention efforts through increased individual awareness of crime and its effects upon the victim and the community. Various types of educational presentations and programs were developed in order to reach as much of the community as possible. These included:

1. Rape Prevention Workshops (2 - 4 hours in length) - aimed at groups of women considered highly vulnerable (nurses, teachers, telephone company employees, single women in high crime areas).
2. Rape Awareness Lectures (1 - 2 hours in length) - offered to diverse community groups including church congregations, mens groups, etc. The purpose of the

lectures was to demythologize the crime and increase community support of the victim.

3. Self-Defense Classes for Women - these classes were 3 hours in length and conducted once a week for 6 weeks. During the eighteen hours women were taught self-defense techniques and their limitations. Emphasis was placed on awareness and prevention as well as on reporting procedures. Classes were conducted cooperatively through the efforts of colleges, hospitals and police storefronts.
4. Crime Prevention for the Elderly - this program included identification of community groups, extensive speaking engagements and canvassing in the Capitol Hill area to talk individually to the older, isolated individual.
5. Prevention for Youth - an extensive and systematic program to educate youth on self-protection was instituted in all Denver Public Junior and Senior High Schools.
6. Education for Minorities - was conducted with the assistance of agencies involved in the minority communities, including Black, Hispano, physically and mentally handicapped and the deaf. Wherever possible materials were translated into forms more appropriate to the needs of these groups.
7. College and University Programs - these programs included both training for future social service professionals as well as general preventive education.
8. Mass Media and Distribution of Materials - use of all forms of mass media education was conducted throughout

the project. In addition, educational materials were distributed through over one hundred community agencies, at special events, and regularly at shopping centers in high crime areas.

Assistance to Other Communities

Assistance to other communities was provided upon request and varied extensively in form and content. The project has been contacted by mail or telephone by nearly every known crime prevention or assistance project in the country in order to share information, resources, or methodology. More direct efforts to assist other projects in developing programs involved two day weekend workshops conducted in smaller communities without extensive financial resources. Workshops varied in length and scope depending on the expressed needs in the community. Topics for workshops included: 1) financial resources, 2) developing interagency cooperation and referrals, 3) hospital triage, 4) police policies and procedures, 5) legal issues and new legislation, 6) victim counseling, 7) victim and system advocacy, 8) writing proposal and funding sources for victim projects, and 9) developing educational materials and programs.

Communities requesting and receiving such assistance included Grand Junction, Durango, Fort Collins, Greeley, Arvada; Arapahoe, Adams and Douglas Counties; Boulder, Pueblo, Colorado Springs, Brighton, Salt Lake City, Utah, and Rock Springs, Wyoming (serving all of Southwest Wyoming). Materials included in the appendix indicate the success of these efforts.

It should be noted here that the consultation provided to other communities was not expressly an objective of this project. However, the sharing of developed expertise with communities

limited in resources but enthusiastic about developing programs was considered too important to ignore even though project funds were not available for this purpose. Another important aspect of developing such programs was the extensive referral and resource network available as a result.

Training for Public Agencies

As a result of high program visibility and credibility, the project staff has been sought enthusiastically by various police agencies to conduct training sessions for officers and recruits. Initially training was done with the Denver Police Department, Aurora Police Department, Wheatridge Police Department and Lakewood Police Department, on the subject of victim interviewing techniques. In August, 1975 the Colorado Law Enforcement Training Academy invited the project to conduct regular sessions with each training class and with a statewide outreach program to all police agencies in the state. Programs for training were developed by project staff in the following areas: 1) sexual assault interviewing techniques, 2) sexual assault investigation techniques, and 3) crisis intervention techniques for family disturbance. Materials in the Appendix indicate the enthusiastic response to these programs.

Development of Expanded Program and Projects

As the project developed programs, staff came into contact with victims, police, attorneys and hospital personnel, and acquired more thorough knowledge and understanding of the victim's perspective with regard to the criminal justice system. System advocacy and education also acquainted staff with the

difficulties and frustrations experienced by various institutions and agencies who attempt to serve victims. A continuous dialogue with police and attorneys pointed to new problem areas which required attention. These problems included:

1. Lack of emergency survival services for victims of crime.
2. Lack of awareness of the incidence and volatility of non stranger-to-stranger crime (particularly assault within families).
3. The incidence of police officer injury or death in family disturbance situations.
4. The chronic frustration experienced by police officers in attempting to obtain immediate crisis services for victims.

In an attempt to address the above problems and further meet the needs of victims a proposal was written and submitted to LEAA to provide additional services. The proposal "Victim Support System" was funded in September, 1975 and began delivery of services in November, 1975. The Victimization Component of SEDNSB was reorganized and physically moved to the same location as "Victim Support System" in order to facilitate and coordinate the operations of both programs. Since November, 1975 both Victimization Components of both grants have been identified to the public as one agency known as "York Street Center". The Youth Component of SEDNSB benefitted from establishing a separate identity in the community as a project devoted strictly to youth and their families.

With the implementation of "Victim Support System" all functions, programs, and operations of both programs were

gradually integrated to enhance the efficient use of personnel and administration. However, separate fiscal records were maintained on both projects in accordance with federal requirements.

SECTION C.: METHODS AND PROCEDURES

YOUTH PROGRAM

Administrative structure and operations went through a number of significant changes, as referred to earlier in this report. Changes were from two components, one for victims and one for youth, to two corporations with separate directors, location, and totally different staffing patterns eighteen months later. The following narrative explains briefly the administrative and staffing changes that took place in the youth component.

Administratively, initially there was a lack of guidance and leadership in the Youth Program prior to the reorganization (i.e. authority and responsibility relationships of all positions in the youth area were mismatched to some degree).

A structure was never developed completely nor implemented to organize the operational functions of the Youth Program (e.g. the secretary was never encouraged nor asked to develop and organize a filing system for the Youth Program).

The Bureau used the following processes to develop an organizational structure to increase the quantity and improve the quality of services provided by the Bureau:

1. An assistant director for the youth program was hired and three counselors assigned to work only with the youth component.
2. A team approach to accomplishing the goals and objectives of the youth program was implemented. Team approach indicated that staff members exchanged and discussed ideas, skills, and knowledge, directly or indirectly related to the youth program.

An example of working as a team in the case staffing process follows:

A regular weekly case staffing meeting was set up. Once a week, a counselor presented a case that he or she was working on. The team discussed among themselves the way they each saw the situation or problem, and the best method for meeting the needs of the youth. Then, as a team, the staff members decided upon a counseling plan for the youth. Ultimately, the counselor on the case decided if the team suggestions were to be implemented.

3. Whereas early in the project the Executive Director made most of the administrative decisions with little staff consultation, a "management by participation" approach to program administration was in effect by June, 1975 under the new Executive Director, Ms. Katherine Saltzman. This approach has changed little from that time to the present.

By mid 1976 the staffing pattern had changed from what was described above to an Executive Director of the Southeast Denver Youth Service Bureau with a secretary-bookkeeper, one intake counselor, one counselor in charge of employment and activities and one counselor in charge of educational alternatives. Each of the three counselors also carried a regular counseling caseload, and had advocacy and community contact and development responsibilities.

Personnel Policies. The first year of operation (1974) produced number of problems in the personnel area. As a result, a rather lengthy Personnel Policies and Procedures manual was developed with the hope of alleviating some of these problems. This manual was revised and brought up to date at the end of the project. The

importance of such a manual cannot be overemphasized. It only makes sense to have staff and administration agree on where they stand with each other before problems arise as well as having guidelines for solving problems should they arise.

Program Development. During the duration of the project various program ideas were initiated, some with little success and others with a considerable degree of success. Probably the most notable attempt to reorganize and integrate the entire agency program took place in early 1976.

With the help of Katherine Saltzma, Executive Director, Frank Beeler, Assistant Director in charge of clinical services; Robert Lepper, Evaluator; Jack Sliemers, Assistant Director in charge of youth; and the Youth Program Staff, considerable progress was made in developing a wholistic view of life, examining the adolescent in society and what kinds of approaches can be used to bring him to a more adult maturity more quickly than he would if left to his own resources. Consideration of a philosophical approach, it is felt, is necessary from time to time, in order to keep a clear focus on both goals and objectives for youth.

Plans for new programmatic changes were finalized in May. The new program coordinated all ideas under four major headings: counseling, learning, employment, and activities. Programs are developing in these areas that will provide an integrating experience for youth. A philosophical framework was developed to relate the various programs to counseling objectives. Each program area

provides an alternative to the traditional counseling situation while still embodying basic goals for working with youth. This particular reorganization is the one currently in operation.

Throughout the project's life many ideas and elements came to the fore and then receded. All of these program elements can be conveniently divided into four client centered areas; counseling, education, employment and activities, and two community centered areas: advocacy and community development. A seventh area is staff training and development. Each of these will now be elaborated on.

1. Counseling: From its inception the project engaged in one-to-one counseling for youth along generally traditional lines. Southeast Denver always engaged in a far greater percentage of direct services than the other youth service bureaus because of the comparatively few youth serving agencies in the quadrant, among other reasons.

Particular counseling problems seem to run in bunches or spurts and so at various times over the period of the project diverse counseling groups were started and ran their natural course.

A school "growth group" was run for a period of time because one youth counselor and a school counselor identified a particular group in a particular school which wanted to focus their attention on personal, family and school problems.

Another counselor initiated a group involving mothers in an effort to focus on their needs, development and problems in living with adolescents.

Another group was attempted with youth in connection with a police storefront operation. Lack of interest by the adolescents resulted in this group's demise, however.

Still another counselor started a project of matching younger adolescents with older ones for personal growth experience. This idea worked out well for several months but then simply seemed to run its course.

Family therapy has also been an continual part of the program throughout the course of its existence, even though the need for it seems to wax and wane for little apparent reason.

2. Education: Throughout the duration of the project, education has been one of the lesser concerns of the agency. The reason for this is because the S.E. quadrant of the city is the most affluent and highly educated per capita in the city. Nevertheless, some effort was put into seeking out alternatives and assistance for those youth who showed themselves in need, by way of helping to develop alternative education resources, helping youth change schools if that would be seen as necessary. By project's end a full blown tutoring program was in effect and staffed by volunteers from neighboring colleges.

Another crucial focus has been in the area of learning disabilities and the impact of House Bill 1164. This concern was shared with the Northeast and Southwest Youth Service Bureaus. The three Bureaus met to discuss what could be done for youth with learning disabilities. These concerns were presented on April 3, 1975 to

Jim Eshno and other administrators in the Denver Public School System and certain new procedures were developed for Youth Service Bureau clients needing special education.

3. Employment: Employment of youth is always a problem because of numerous reasons. They are automatically excluded from holding certain jobs and working certain hours by Federal, State and local laws. General lack of experience in any job prevents them from obtaining work. Work habits are generally poor, and at least in this quadrant of the city get enough money from their parents to lessen their incentive to seek employment. Other benefits from holding a job, i.e. independence, satisfaction, experience, knowledge, developing good work habits, etc., are not able to outweigh completely the fact that they can get money from their parents. Add to this a high rate of unemployment among adults competing for even part-time jobs and the makings are present for lots of frustrating experiences and failure feelings.

Nevertheless a great amount of effort was put into job development as well as job readiness, and participating in Federal and local job programs.

Excerpts from previous reports indicate the extent and variety of ideas utilized over the length of the project:

Another goal has been to provide employment for youth. Efforts were initially directed towards contacting businesses in Southeast Denver to encourage and determine the hiring of youth. After contacts were made with 150 such businesses with little result, a different approach was designed. The new effort is toward an odd job concept where youths will be trained to perform such labor as babysitting, lawn care, pet and plant care, and other odd jobs, and through agencies such as the Schlessman YMCA, the Jewish Community Center, the Washington Park Community Center and Calvary Baptist Church that will be matched

to employees who are members of these organizations. This project has received support in the community and is scheduled to begin operation in June.

The main activity this quarter was centered on developing and implementing the Rent-A-Teen service. This effort has required almost all of the time of the Systems Specialist, Bente Sternberg.

The goal of Rent-A-Teen is to provide employment for youth in the areas of lawn care, pet and plant care, and other odd jobs. Through sponsor agencies like the Jewish Community center, the Schlessman Y.M.C.A., etc., this project has just been operational, and we will have a more detailed report on how the project is working and an evaluation of its goal achievement.

Mrs. Zelkin, who is a member of our Advisory Board, provided a lot of support and energy into developing and implementing the Rent-A-Teen project.

Both Jim Gray and Lila Stevens have been active in trying to develop job prospects for youth during this quarter. The economic crunch certainly hasn't made these efforts easy, but the Bureau will sponsor job programs during the summer.

In January, meetings were held with black businessmen to obtain support and commitments to the youth employment proposal developed during the previous quarter. The black businessmen were enthusiastic about this proposal and since their major interest was black youth, contact was made with Lee Haymore to involve the Northeast Youth Service Bureau in this project. Due to internal complications in the Southeast Denver Neighborhood Services Bureau, the Bureau involvement in this project was discontinued.

In February, contacts were made with 150 businesses to determine and encourage the hiring of youth. This effort yielded few results. The Commission on Youth Employment Task Force, along with NABS, has assumed the role of encouraging employees to hire youth for the summer. The Bureau has joined the Commission on this task force and in this effort.

In March, planning and organizing a Hire-A-Youth Program assumed priority. Meetings have been held to gain the cooperation of community agencies and institutions to become sponsoring agencies. Training plans have been discussed with the CSU Extension Center in Jefferson County who run training programs in this area for youth for the last three years. Volunteers have been recruited to aid with the coordination of this program.

Manpower: Bente Sternberg attended the orientation for agencies meeting at Manpower on May 16, 1975. The youth program has placed one youth from the Summer Manpower Program to work here in this office.

Hire-A-Teen: developed by SEDNSB last year is operating again this year and several of our clients have gotten job

placements through this program. Other youth register for temporary jobs such as babysitting, doing yardwork, pet care, etc.

Safeway stores hired two of our clients and Target stores one on our recommendation.

Almost half of the client intake this quarter are involved in one way or another in the employment program. Nan Judson, staff secretary, is the person principally responsible for the youth employment endeavors:

1) Job Readiness Program (JRP) aimed at preparing a youth for employment.

2) Manpower = SEDYSB was the host agency for youths placed in jobs in this quadrant through the Summer Youth Employment Program (SYEP). Six youths were placed through this program, one of them for receptionist work at this agency. Fourteen youths applied for jobs through this agency and eight of those obtained jobs.

3) Federal Job Program - five youths applied through this agency at Fitzsimmons Army Hospital, but only one was hired.

All of these programs fall generally into three areas:

job readiness, youth developing their own small jobs and businesses and developing and seeking jobs in the community. All of the material and information generated from these areas is contained in the Appendix.

4. Activities: Community activities which appeal to youth are difficult to compete with on the small and inexpensive scale demanded by the program budget. However several pilot programs, resulting from the 1975 demographic study (see Appendix) were successful.

One of these was the planned development of an outreach center at Eisenhower Park. This would enable the youth in this area to have a means of knowing what type of service our Youth Program provides, as well as how and where to make contact with the Youth Bureau. The study indicated that the highest number of high-impact

crime and rearrest referrals come from the area around Eisenhower Park. This little program did exactly that. Many youth contacts were made and clients taken in through this project.

A similar "recreation" effort took place at Washington Park Community Center. Staff was involved with 10-14 adolescents in recreational activities in affiliation with the Washington Park Community Center - a "keep them off the streets" effort. They continued to work with the Washington Park Community Center on cooperative efforts to provide activities for youth during the summer, and to increase the program's visibility on a personal, one-to-one level with youth. Encouraging word-of-mouth information among youth in the area increased the recognition and usefulness of the Bureau.

By early 1976 a number of summer activities with youth were organized and completed including several river rafting trips with Partners and two back-packing trips. A bicycle repair workshop and bicycle trip were planned for August. Eastern Mountain Sports loaned equipment to the agency for the back-packing trips. A very extensive resource file of summer activities for youth was completed.

5. Advocacy and Community Development: These two areas are difficult to separate because generally one involves the other. The youth program intensified its efforts in the area of advocacy for youth at the community, city, state and national level.

The subject of learning disabilities was taken up in the section above on education. However, since it was an advocacy issue also it deserves mention here as well.

In February, 1975, a meeting was held with Dave Miles, Jim

Eshno, and Ted White of the State Department of Education and Denver Public Schools to discuss plans and procedures of House Bill 1164. As a result of this meeting, three Youth Service Bureaus have decided to meet with Jim Eshno to discuss the problems the Bureaus have faced with the Denver Public Schools. The four Bureaus met in March to develop criteria for documentation to present to Mr. Eshno regarding the Youth Service Bureaus and schools and to plan a strategy on how to best develop a means to meet needs regarding youth with learning disabilities.

The meeting was held with Mr. Eshno April 3, 1975, and new procedures were developed in regard to Youth Service Bureau clients and special education in the Denver Public Schools.

The purpose of SEDAAN (Southeast Denver Advocates for Adolescent Needs) is to assess needs of youth in Southeast Denver and to identify gaps in service delivery. Cooperative efforts are made to develop and implement services accordingly. The results of SEDAAN activities have been: greater cooperation among agencies and institutions in Southeast Denver, more participation from community members, and greater visibility of youth advocacy. Staff counselors have all been active in SEDAAN.

At the city level, the youth program has participated in the Youth Refunding Council, which is composed of the directors of all youth serving projects in Denver. The purpose of this group is to work cooperatively to obtain the local and state funding necessary to maintain the quality of youth services of Denver.

Advocacy for youth at the city level is also being implemented

by participation of staff on the advisory board of Prodigal House. Staff have been working with the Prodigal House staff and other advisory board members to improve the delivery of services to runaway youth in the Denver area.

At the state level, another staff member is an active member of the Colorado Council of Youth Service Bureaus. The Council has provide the opportunity for youth projects in Colorado to exchange ideas and information on individual project activities, and to advocate on the state level for youth needs.

The results of all this activity was: 1) greater cooperation among agencies and institutions in S.E. Denver and the State, 2) more participation from community members, 3) greater visibility for youth advocacy, and 4) generation of a great deal of enthusiasm for program development.

6. Community Development: Community development efforts took place on a continual basis throughout the duration of the grant. However, from time to time recontacting all youth serving agencies and institutions in Southeast Denver received major attention. The objective was to develop a stronger one-to-one working relationship with individuals from these agencies to discuss ways of working together to improve the delivery of services to youth.

As a result of these contacts, the youth program improved its community image by clarifying to other agencies the purpose and function of a youth service bureau, and consequently the number of referrals from other agencies increased, especially from Junior and Senior High Schools.

The following is a list of direct and indirect services provided to community groups and agencies:

1. Providing awareness and education about youth needs to community groups and agencies.
2. Providing consultation for program development.
3. Coordination of services among agencies.
4. Coordinating delivery systems and staffing for youth services.
5. Providing in-service training to community groups and agencies in the areas of problem solving and community organization, as well as coordinating workshops for agencies and the general public.
6. Initiating community organization efforts among groups and agencies.
7. Recruitment of community agencies to fill vital community roles.
8. Broadening perspective for agency functions.
9. Providing support for agency change.
10. Acting as liaison and communication facilitator between related agencies.
11. Supporting the development of new resources for the community.
12. Spearheading efforts for increased public visibility of NSB and thereby increasing public awareness of needed services.
13. Established involvement of the four Denver Youth Service Bureaus in addressing school busing problems as a coordinated and unified effort.
14. A resource file of other agencies was developed which included all the information gathered by the Systems Specialist and was put at the disposal of all staff and has been continually updated.

The following list of agencies is typical of agencies contacted during any given quarter:

Boulder Youth Organizations
Jewish Community Center
Denver Juvenile Probation
District 3, Denver Police Department
Red Cross
South High School
East High School
George Washington High School
Colorado State University Family Action Center:
Partners
Southwest Youth Service Bureau
Northwest Youth Service Bureau
Northeast Youth Service Bureau
Prodigal House
Manpower
Safeway Stores
Target Stores
Aikido Club
Place Junior High School
Morey Junior High School
Grant Junior High School
Byers Junior High School
Merrill Junior High School
Hill Junior High School
Gove Junior High School
SEDAAN
Southwest Youth Employment Service

Some agencies with whom this agency was more involved with particular projects were the following:

A. CLETA Training. Various members of the staff participated with the victimization team in the training of police officers at the Colorado Law Enforcement Training Academy. This consisted principally in role-playing various crisis situations including confrontations between youth and parents.

B. Capitol Hill People's Fair. A great amount of staff time and energy went into the preparation for the Capitol Hill People's Fair booth for two annual fairs. Features of the booth were: clowns played by staff, body painting, foosball tournaments, T-shirts with the agency's name and logo on them, role playing, and handing

out agency brochures and other information.

C. Morey Junior High In-Service Project called: "The Juvenile Justice System and the School". In early 1975 meetings were held to determine the best approach to bring the juvenile justice system to the schools. The Northeast Youth Service Bureau decided on a youth focus and the result was the Youth Appreciation Day at Smiley Junior High. This agency, members of the Commission on Youth, Northeast and Southwest Youth Service Bureaus, the Denver Public Library, and Partners, decided to try a direct teacher approach. Morey Junior High was chosen as a pilot program. The major effort for February, 1976 was to convince Morey to have this program, establishing the necessary relationships to make this possible. An informal proposal was developed and sent to Mr. Graham Sadler at the Denver Public Library requesting their support for participation with this in-service project. Morey agreed to have this in-service April 4, 1975 from 2:30 to 5:00 P.M.

In March, Betty Emmerson, social worker at Morey, distributed a questionnaire at a faculty meeting requesting the faculty's priority areas in regard to this in-service. The results of this questionnaire were discussed by a committee of teachers, counselors, representatives from the Commission on Youth, Southwest and Northeast Youth Service Bureaus, and Southeast Denver Neighborhood Services Bureau. An agenda was planned based on the results of the questionnaire. Panel and small group participants were contacted and the program was held April 4, 1975.

An evaluation was designed to determine whether a half-day in-service on the juvenile justice system is an effective way to change attitudes toward youth in the system. The participants of this...

workshop agreed that this effort was viable, and an attempt was made with the Denver Public Schools to institute such an in-service in all the secondary schools in the system. The program and results are contained in the Appendix.

D. Youth Service Bureaus. The Directors of all the Youth Service Bureaus met regularly. The purpose of these meetings was to exchange information and to identify areas where all the Youth Programs can work together. Later this group became formally organized as the Denver Regional Youth Funding Council whose principal activity became to present a united effort to obtain State and City funding when the LEAA projects funds came to an end.

E. SEDAAN. Southeast Denver Advocates for Adolescent Needs is a group of agency representatives including probation, parole, mental health, welfare, corrections, schools, and community centers trying to assess the service gaps in Southeast Denver. This was one of the agencies in which staff participated heavily in order to determine and develop service gaps and thus meet one of its most important grant obligations.

F. CCYSB. For advocacy as well as community development reasons, staff were continually involved in the activities and concerns of the Colorado Council of Youth Service Bureau's. This agency hosted meetings and supplied leadership in several areas including legislative concerns.

G. Prodigal House. A hostel for runaways, Prodigal House fulfills a serious need in Southeast Denver. All staff in one way or another have participated in various programs at this agency including the Prodigal House Advisory Board.

7. Staff Training: Staff training and upgrading took place principally on two levels, weekly in-service sessions, and local and national conferences and workshops.

In-service training took place early in the project at the Youth Service Bureau office and later in conjunction with York Street Center. Weekly in-service subjects included:

- Communication Skills
- Counselors' Self-Accountability
- Civil Rights Training
- Chicano Culture and Cross-Cultural Conflict
- Juvenile Rights
- Runaway Youth Workshop
- Treatment Theory and Service Delivery
- Colorado Children's Code
- Legal Problems
- Treatment Methods
- Family Therapy
- Fantasy
- The Effects of Marital Separation on Children
- Workshop on Metaphoric as Opposed to Rational Processes.
- Child Abuse

Conferences and workshops give staff greater exposure to trends and opinions of a broader nature. A sampling of conferences follows:

- National Conference on Child Abuse
- National Conference of Feminist Therapists
- National Conference on Juvenile Justice
- Gestalt Institute
- National Association of Women in Human Services
- National Federation of State YSB's Assn.

All of these conferences added to the knowledge and experience of those who attended as well as those who did not attend. Knowledge gained was shared by one staff member with another in our various meetings and training sessions.

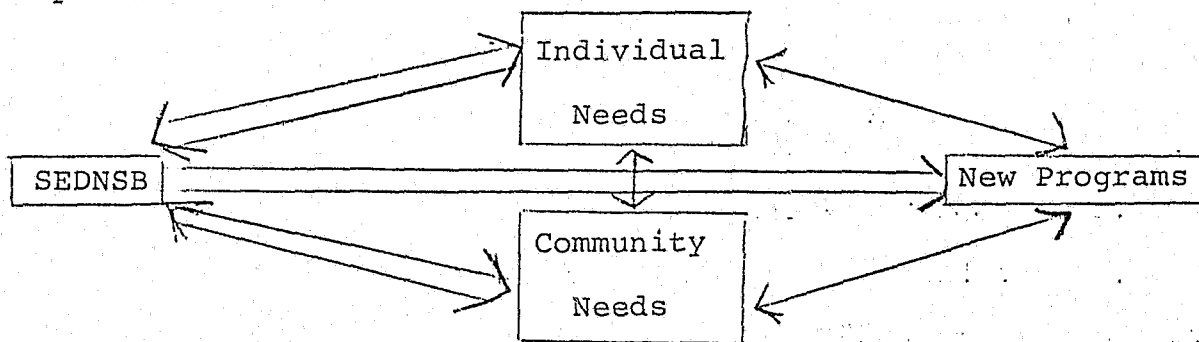
All staff members are encouraged to attend workshops and training sessions that will increase knowledge of the juvenile justice system and expand understanding of clients' needs.

Advisory Board: Working with Advisory Boards can be a very rewarding or discouraging experience. If the Board is an enthusiastic group and has a sense of direction involving specific tasks to perform, it can be a real asset to the project. Members should be chosen to truly represent the community.

The Advisory Board of this agency fluctuated between strong and weak at various times. Individual members helped the project considerably with different programmatic elements. Deenie Zelkin helped set up Rent-A-Teen. Sylvia Priest from Social Services and Norman Early from the District Attorney's office provided valuable services to youth clients. Advisory Board members participated in the development of a program proposal and budget for the continuation of the youth service delivery program.

Intake - Caseload - Follow-up

Before intake of youth clients could begin in the project, many areas had to be explored. The process whereby this was accomplished was as follows:



The process for problem identification first centered on the initial needs of the Bureau. Priorities were set in the area of

developing credibility and legitimacy for the Bureau itself, and developing referral resources for Bureau clients. The credibility process involved joining community groups and making contacts with agencies and representatives of the Southeast community, and on the part of youth, meeting them on their own "turf".

The second stage came with the influx of youth clients. The counselors, by relating directly to the clients made informal needs assessments, and relayed this information to the Systems Specialist.

In connection to this, in early 1975, a demographic study was done on the referrals made to the Youth Program. The purpose of this study was two-fold. First, to identify the target population in terms of statistical data, (i.e.: age, referral source, etc.). The other purpose was to find ways to increase our accessibility to youth who could use our services. A map was used to plot high crime and serious offense areas.

The third stage was the assessment of community needs through discussions about the problems that had been encountered by various groups and agencies. Counselors then began matching client needs to community needs, and planning community development strategies leading to the fourth stage of the program, the establishment of new programs to meet the needs of the individual clients and the community, resulting in increased intake, information dissemination, prevention, community referral resources, etc.

By far the largest single source of referrals to the agency came from the Delinquency Control Division of the Denver Police Department, accounting for approximately 78% of all referrals over the duration of the grant.

The arresting officer would refer the case to the DCD and a decision was made at that level regarding the appropriate disposition. Cases referred to the bureau were picked up at DCD at first once a week and later daily. There were several problem areas however which will be taken up in Section E.

The Denver Juvenile Court initially proved itself an ally to the youth service bureau diversion concept in many ways. During the application and development periods, it provided consistent support for the program. The Chief Judge of the Juvenile Court was cooperative and permitted the project to receive information relevant to the arrest of youth diverted to the project. The juvenile probation supervisor for the project's geographical district was a member of the advisory board and supported the project in general. The project met with the entire probation staff and developed trusting relationships with individual probation officers.

Staff met with Dave Erickson's CHINS Unit on ways of working together. This contact was found to be beneficial and has resulted in subsequent referrals from the CHINS Unit.

Staff also met with approximately twelve social workers who work with children and families from the Southeast area. They discussed ways of working together in situations where the Youth Program services could be utilized.

The social workers were responsive and said they would help in any way possible. They stated that very few children from the Southeast area were on their caseloads who could utilize our services.

The Bureau was involved with the Denver Public Schools (DPS) at all levels. At the onset of the project, the Bureau's Director

met with the appropriate administrators of the DPS and received letters of introduction and support from them. The bureau's services were introduced to the various junior and senior high school staffs and a referral system was set up. This led, over the length of the project, to many individual and group counseling sessions.

Other agencies too numerous to mention have participate to a greater or lesser degree in various programs and in making referrals to this agency. In general community participation was very good.

Intake and Caseload Procedures. Throughout the life of the project, procedures differed slightly and changed from time to time. The counseling unit of NSB operated on the belief that delinquent behavior is acted out as a result of unsatisfied needs, usually within the family context. This model called for an assessment of the youth in the family context as to his needs for emotional, medical, educational, or vocational services.

(January - June, 1975)

During the first six months of the project, the model was adhered to, but with procedures differing with each counselor. The following months brought a more consistent approach resulting from experience, interaction with administrative staff, and information gained in in-service training.

The following is an outline of the procedure involved when a youth was referred:

1. Counselor receives referral, makes initial contact, arranges for personal meeting.
2. Assesses needs of youth, family via personal meeting, input from school, court, etc.

3. Offers youth's family alternative plans of assistance, i.e. family counseling, adolescent rap group, recreational programs, job leads, etc.
4. Facilitates receipt of services, e.g. by arranging the initial appointment.
5. Does follow-up in one week to see that services are appropriate.
6. Places folio in follow-up file for long-term follow-up.
7. If notified of re-arrest by police or trouble with referral agency, the counselor recontacts the youth's family to reassess and offer new alternatives.

This procedure was followed in general throughout the project with some additions and changes.

More detail regarding guidelines for counselors, from quarter to quarter, is contained in *the* Appendix.

Caseload Management

The year 1974 was not a good year for caseload management at this agency. There was little systematic approach to working with a youth and record keeping on client contacts, and progress was almost non-existent. Missing data made an accurate evaluation impossible. In order to correct this situation, an attempt was made to recontact all clients referred to the agency since July 1974. Each youth counselor was assigned approximately forty-five (45) cases for follow-up and evaluation of client status. Whenever possible, case records were reconstructed and missing information supplied. Unfortunately, many clients had moved or were not available at the telephone number or address on record. Although this task was understandably tedious and frustrating for the staff, it was considered

essential for the protection of the integrity of data used in project evaluation. Implementation of new case management procedures in June 1975 will prevent a recurrence of this dilemma in the future. See Appendix.

The system involved several methods of monitoring the delivery of services to ensure quality and appropriateness: (1) immediately upon referral, an intake form was completed and a case file made, (2) case notes and a natural history form were written as the case progressed, (3) the Assistant Director reviewed all paperwork on a weekly basis to ensure accurate record-keeping, to assess the appropriateness and quality of activity, and to provide an on-going dialogue with counselors regarding case management, and (4) a formal case review, directed by Frank Beeler, A.C.S.W., was held weekly. Under his supervision staff members presented cases, identified major issues, and considered treatment and referral alternatives. In addition to the formal monitoring and supervision provided, this case management system was an effective method of enhancing the clinical skills of the staff. All staff members expressed their appreciation for the valuable feedback and stimulating interaction obtained through this process.

The favorable results obtained from this system are obvious: better and more consistent service delivery to clients, ability to follow-up on clients, and very important, the data collection that enabled an evaluation to be performed that would have some meaning.

A side issue to caseload management, but a very important one, was that youth became more involved in the actual operations of the agency. Several were hired at different times to help with

clerical work, janitorial work in addition to volunteer projects, youth conferences, etc. Youth in the area really did begin to feel and know that the agency did have their interests at heart.

Follow-up.

During the first half of the project, the follow-up on all clients, active, refused or referred was done by the System's Specialist. Generally this was done by telephone following prescribed forms developed by the Bureau researcher/evaluator. During the last half of the project, each counselor did his or her own follow-up. The latter process was the more successful of the two since counselor and client had been more familiar with each other from the beginning. Toward the end of the project, the client was contacted at two weeks, 3 months and 6 months.

SECTION D: RESULTS AND EVALUATION

The Southeast Denver Neighborhood Service Bureau Grant 75-DF-08-0002(F) had two basic programs. One was a youth diversion project and the other was a victimization component. This evaluation section will be divided into a "youth" part and a "victim" part. Each part will first describe the clientele and the services delivered and then address the effectiveness and operational objectives pertinent to that portion of the project.

YOUTH DIVERSION PROJECT

REFERRAL SOURCES

During the 18 month period some 435 youths were referred to the SEDNSB. The distribution of referral sources is displayed below.

<u>Referral Source</u>	<u>Number</u>	<u>Percent</u>
Delinquency Control Division, DPD	305	70.1
Denver Juvenile Court	29	6.7
Schools	33	7.6
Social Agencies	10	2.3
Walk-in, parents	28	6.4
Other (churches, etc.)	30	6.8
	<u>435</u>	<u>100</u>

AGE AT ARREST

The age of the youth program clients is displayed below.

<u>Age</u>	<u>Number</u>	<u>Percent</u>
7	1	.2
9	2	.5
10	8	1.8
11	20	4.6
12	30	6.9
13	52	12.0
14	91	20.9
15	90	20.7
16	80	18.4
17	53	12.2
18	2	.5
21	1	.2
Unknown	5	1.1
	<u>435</u>	<u>100</u>

RACE

The racial distribution of the clients is displayed below.

<u>Race</u>	<u>Number</u>	<u>Percentage</u>
Black	33	7.6
Spanish-American	35	8.0
Anglo	352	80.9
Other	4	.9
Unknown	11	2.5
	<u>435</u>	<u>100</u>

SEX

The distribution of the clients sex is displayed below.

<u>Sex</u>	<u>Number</u>	<u>Percentage</u>
Male	308	70.8
Female	127	29.2
	<u>435</u>	<u>100</u>

SCHOOLS

The schools the clients were attending when referred to the program are displayed below.

<u>Schools</u>	<u>Number</u>	<u>Percentage</u>
All elementary	47	11
Baker Jr. High	12	3
Byers Jr. High	13	3
Cole Jr. High	20	5
Gove Jr. High	13	3
Grant Jr. High	16	4
Hamilton Jr. High	12	3
Hill Jr. High	22	5
Kunsmiller Jr. High	1	0
Merrill Jr. High	14	3
Morey Jr. High	15	3
Place Jr. High	27	6
Rishel Jr. High	1	0
Smiley Jr. High	3	1
Catholic Jr. High	7	2
Other Jr. High	8	2
East High School	25	6
Washington High	25	6
Manual High	16	4
North High	1	0
South High	45	10
Jefferson High	28	6
West High	2	0
Catholic High	5	1
Other High	21	5
Metro Youth Ed. Ct.	3	1
Drop Out	6	1
Other	3	1
Unknown	24	6
	<u>435</u>	<u>100</u>

GRADE

The grade in school the clients were in when referred to the program is displayed below.

<u>Grade</u>	<u>Number</u>	<u>Percent</u>
2	1	.2
3	1	.2
4	6	1.4
5	11	2.5
6	20	4.6
7	35	8
8	76	17.5
9	76	17.5
10	79	18.2
11	48	11
12	21	4.8
Vocational School	2	.5
Drop Out	15	3.4
Other	11	2.5
Unknown	33	7.6
	<u>435</u>	<u>100</u>

PARENTS

The following table displays with whom the clients were living at the time of referral to the agency.

<u>Living With</u>	<u>Number</u>	<u>Percent</u>
Both parents	230	52.9
Father-step father	25	5.5
Mother-step mother	145	33.3
Guardian	10	2.3
Other	5	1.1
Missing data	21	4.9
	<u>435</u>	<u>100</u>

NUMBER OF SIBLINGS

The following two tables display the number of brothers and sisters the clients had.

<u>Number of Brothers</u>	<u>Number</u>	<u>Percent</u>
0	129	29.7
1	148	34.0
2	61	14.0
3	31	7.1
4	13	3.0
5	5	1.1
6	2	.5
Missing data	46	10.6
	<u>435</u>	<u>100</u>

<u>Number of Sisters</u>	<u>Number</u>	<u>Percent</u>
0	129	29.7
1	144	33.1
2	64	14.7
3	31	7.1
4	7	1.6
5	6	1.4
6	6	1.4
7	1	.2
Missing Data	47	10.8
	<u>435</u>	<u>100</u>

REFERRAL OFFENSE

The following table displays the offense for which the clients were referred to the agency.

<u>Referral Offense</u>	<u>Number</u>	<u>Percent</u>
None	92	21.1
Robbery	1	.2
Assault	23	5.3
Burglary	60	13.8
Auto Theft-Joy Riding	9	2.1
Thefts-Larceny	152	34.9
Drugs	30	6.9
Status Offense	17	3.9
Other	46	10.6
Missing Data	5	1.1
	<u>435</u>	<u>100</u>

TOTAL OFFENSES

The following table displays the total number of offenses the clients had committed at the time of referral to the agency. This data includes the current offense for which the referral was made.

<u>Total No. Offenses</u>	<u>Number</u>	<u>Percent</u>
0	90	20.7
1	269	61.8
2	42	9.7
3	5	1.1
4	6	1.4
5	3	.7
7	1	.2
Missing data	19	4.4
	<u>435</u>	<u>100</u>

NUMBER OF JUVENILES ARRESTED

The following table displays the number of juveniles arrested for the referral offense.

<u>Number Arrested</u>	<u>Number</u>	<u>Percent</u>
0	95	21.8
1	150	34.5
2	111	25.5
3	41	9.4
4	16	3.7
5	2	.5
6	1	.2
7	1	.2
8 or more	2	.5
Missing Data	16	3.7
	<u>435</u>	<u>100</u>

CLIENT INTAKE

When clients were referred to the agency a caseworker attempted to contact the client to determine if there was need for services, if they would accept services, and what services would be appropriate. The following table displays whether or not the clients were contacted, if they refused or accepted services, and if there was a need for services.

<u>Services</u>	<u>Number</u>	<u>Percent</u>
Accepted	259	59.5
Refusal of services	103	23.7
No contact or Moved	22	5
No need	47	10.8
Missing Data	4	.9
	<u>435</u>	<u>100</u>

The initial services offered to the clients after the caseworker's assessment of the client's needs are displayed below.

<u>Services</u>	<u>Number</u>	<u>Percent</u>
Agency counseling	418	96.1
Colorado General Hospital	2	.5
Family Counseling		
Bethesda Mental Health Ct.	1	.2
Partners	2	.5
Combinations of Services	12	2.8
	<u>435</u>	<u>100</u>

The final disposition of the 435 clients referred to the agency for services is displayed below.

<u>Final Disposition</u>	<u>Number</u>	<u>Percent</u>
Active cases transferred to new grant	33	7.6
Unsatisfactory termination - client terminated before caseworker deemed it appropriate	95	21.8
Satisfactory termination	125	28.7
Refused any services	103	23.7
Client moved during service delivery time	6	1.4
No need for services	47	10.8
Not able to contact client	22	5.1
Missing Data	4	.9
	<u>435</u>	<u>100</u>

The total number of referral clients that accepted and received services was 259. It should be noted though that on the average, 2.2 people (family members, e.g., mother, father, sisters and brothers) per case received services. This generates a total of 2.2 x 259, or 570 individuals to whom the agency delivered services.

Additional Referrals

When the caseworkers engaged the clients and frequently their families in agency counseling, additional client needs were recognized when this took place and when the community resources were available clients were referred to other agencies, groups or individuals. The following table displays the second referrals provided to the clients.

<u>Second Referrals</u>	<u>Number</u>	<u>Percent</u>
Manpower	10	2.3
Bethesda Mental Health	2	.5
Denver Child Welfare	2	.5
Group counseling - Hill Jr. High School	7	1.6
Mothers Group - group counseling for mothers and clients	2	.5
Private psychologist	1	.2
Employment	2	.5
Partners	22	5.1
Activities, e.g., Washington Park Rec. Program	20	4.6
Other, e.g., Hier-a-Teen, church groups	8	1.8
	<u>76</u>	<u>17.6% of 435</u>

CLIENT REARREST

The following table displays the 435 clients' total rearrest data for the grant period.

<u>Type of Offense</u>	<u>Number</u>	<u>Percent</u>
None	340	78.2
Robbery	69	15.9
Assault	9	2.1
Burglary	10	2.3
Auto Theft-Joy Riding	3	.7
Larceny	2	.5
Status	1	.2
Other	1	.2
	<hr/> 435	<hr/> 100

OPERATIONAL OBJECTIVES FOR YOUTH PROGRAM

Objective No. I

The Bureau will serve 225 juvenile offenders referred from the police, Juvenile Court, schools and parents through crisis intervention counseling, evaluation, referrals to community resources and follow-up. It is expected that a total of 450 youth will be referred to the Bureau and that approximately 50% will accept the Bureau's services.

Results: A total of 435 clients were referred to the agency; 259, or 59%, accepted services, which exceeds the 50% rate of service delivery. It also exceeds the total number of clients the Bureau expected to serve. It should be pointed out that only 103, or 23.7%, refused services. An additional 73 potential clients (16%) were either found to need no services or the Bureau was unable to contact them.

Objective No. II

The Bureau will serve first year clients through continued follow-up and re-assignment.

Results: The Bureau as a matter of course followed-up terminated clients at two and six months after client termination. As the need arose, clients were re-assigned or their case was re-opened.

Objective III. (This objective applies to the Victimization Component; it is responded to in the Victimization Component.)

Objective IV.

The Bureau will continue to coordinate and develop community resources for facilitating the delivery of effective youth services to juvenile offenders in Southeast Denver.

Results: During the grant period the staff of the youth program have been consistently involved with the development and facilitation of the delivery of effective youth services in Southeast Denver. The following is a tabulation and brief annotation of these efforts. The staff has been involved with the following agencies, organizations and programs relevant to this objective:

1. Southeast Denver Advocates for Adolescent Need. SEDAAN is an interagency-coordinating body dedicated to youth advocacy and information sharing. The NSB staff has cooperated with the SEDAAN organization throughout the agency's operation.
2. Prodigal House. A federally sponsored shelter for juvenile runaways. One member of the NSB staff has been on the advisory board throughout the NSB program history.
3. Capitol Hill United Neighborhood System. CHUNS is an area related social service committee. NSB staff served continuously on this committee.
4. Capitol Hill Committee for Coordinating Community Services. The NSB staff participated with the CHCCCS throughout the program's existence.
5. Colorado Youth Alternative Council (formerly CCYSB). The staff actively worked with the CYAC in performing its functions of statewide coordination of YSB's and other youth serving agencies. The principle program thrusts have been in providing in-service training for youth bureau

- staffs, advocates for youth and the monitoring of youth legislation.
6. Washington Park Community Center Round Table. NSB staff participated in the monthly program of speakers and discussion of social service related topics.
 7. Jewish Community Center - Hire a Youth Program. The NSB staff participated in finding, developing and implementing part time jobs for youth in conjunction with the Hire a Youth Program.
 8. Coordinated the combined efforts of all four youth diversion programs in developing a skiing program for the YSB clients. These efforts were in cooperation with the American Athletic Development Fund.
 9. Served as host agency for the Manpower-Summer Youth Employment Program.
 10. Developed a Job Readiness program within the agency to prepare the youth clients for job application searching.
 11. Participated in Operation Feel Good, an interagency city-wide information sharing group particularly concerned with substance abuse (alcohol and drugs) of youth.

EFFECTIVENESS OBJECTIVES FOR YOUTH PROGRAM

Objective I.

Reduce the expected recidivism rate of 45 impact (burglary, robbery, rape and assault) and 180 potential impact (first time arrestees, auto theft, multiple theft, CHINS with impact backgrounds and truants), juvenile offenders in Southeast Denver (Police District 3) by 25% over baseline re-arrest data.

Objective II.

Maintain a reduced rearrest rate of 25% for first year NSB clients through continued case follow-up, reassignment and other services.

Results: A very detailed and complete recidivism study was done by the Division of Youth Services of the State of Colorado in January 1976 on all of the youth diversion projects in Denver. The part of the study that applies to

Southeast Denver is included here. It should be noted that the baseline study the Division of Youth Services generated allowed the recidivism study to include all of the Southeast Denver clients. Prior to the Division of Youth Service's baseline study, the only baseline available for comparisons was the baseline developed by DACC for impact offenders. In Southeast Denver, only 19% of the clients were impact offenders. Thus the use of the Division of Youth Services study allowed for a much more comprehensive evaluation of the impact the project had on the clients recidivism. As is reported in the following Division of Youth Service's report, the Southeast program achieved a 40.9% reduction in recidivism, which exceeds the target set for recidivism. It should also be noted that since the Division of Youth Services study was based on a sample of the total clientele population, that there is no reason to suggest the results would be any different for the entire population.

Results of Recidivism Study - Division of Youth Services

Table 21 illustrates the population characteristics of the Southeast Denver Youth Service Bureau clientele over the last six months of 1976. The ratio of males to females approaches 2 to 1, and all but 14.1% of the clients are Anglos. These youth had a variety of offense backgrounds, including approximately 17% with no previous involvement in the justice system. As with most of the programs, the Southeast Denver Youth Service Bureau had large fluctuations in the numbers of referrals over the six - month period. Extremes range from 1.5% of all clients referred in August, and thus at risk for five months in this study, to 28.4% referred in November and thus at risk for two months.

Table 22 illustrates the recidivism rates for the Southeast clients who were previously involved in the justice system and for whom we had information on the

client-baseline matching variables. These clients were at risk an average of 3.4 months. The overall recidivism rate for clients who received or were assessed as not needing services is 10.1. The rate for comparable types of non-diverted juveniles is 17.1. The Southeast program achieved a 40.9% reduction in recidivism, which is greater than their evaluation requirement of a 15% reduction. Furthermore, this reduction was found to be statistically significant.

Since the Joint Budget Committee's Appropriations Report specifies for Southeast that the baseline should consist of rearrest data, we may also obtain this specific information by comparing the recidivism rates of only the juveniles exited at the police level of the justice system. For them, recidivism consists of rearrest, and therefore the baseline rate is "base rearrest data" as specified in the Appropriations Report. The recidivism rate for the 92 Southeast clients exited at the police level is 9.8. The comparable baseline rate is 15.7. Thus, the program achieved a 5.9, or 36.7% reduction in recidivism compared with base rearrest data for similar types of offenders. Again, this exceeds their evaluation requirement of a 15% reduction.

Table 21
DIVISION OF YOUTH SERVICES
DIVERSION PROGRAM EVALUATION

Client Mix Information
July-December 1976

SOUTHEAST DENVER YOUTH SERVICE BUREAU

VARIABLE DESCRIPTION	BREAKDOWN	NUMBER	PERCENTAGE	CUMULATIVE PERCENTAGE
Sex	Male	85	63.4	63.4
	Female	48	35.8	99.2
	Unknown	1	.7	99.9
Ethnic Group	Anglo	115	85.8	85.8
	Spanish Surname	7	5.2	91.0
	Black	9	6.7	97.7
	Other & Unknown	3	2.2	99.9
Number of Priors	No Previous Involvement	23	17.2	17.2
	0	78	58.2	75.4
	1	12	9.0	84.4
	2 or More	20	14.9	99.3
	Unknown	1	.7	100.0
Most Serious Prior Charge	No Previous Involvement	23	17.2	17.2
	No Priors	78	58.2	75.4
	Felony	10	7.5	82.9
	Misdemeanor	18	13.4	96.3
	Other Lesser Offense	4	3.0	99.3
	Unknown	1	.7	100.0
Age as of July 1976	12 or Under	26	19.4	19.4
	13-15	68	50.7	70.1
	16 or Over	38	28.4	98.5
	Unknown	2	1.5	100.0
Level of Exit From Justice System	No Previous Involvement	23	17.2	17.2
	Police	93	69.4	86.6
	Court Pre-filing/Filing	2	1.5	88.1
	Court Post Filing	14	10.4	98.5
	Unknown	2	1.5	100.0
Source of Referral	Courts	18	13.4	13.4
	Police and/or Other			
	Youth Service Bureau	75	56.0	69.4
	Schools	8	6.0	75.4
	Social Agencies	9	6.7	82.1
	Dept. of Institutions	-	-	-
	Self/Parent	24	17.9	100.0
Unknown	-	-	-	
Intake Disposition	Received Services	97	72.4	72.4
	No Need for Services	18	13.4	85.8
	Refused Services	11	8.2	94.0
	Unable to Contact/ Moved	6	4.5	98.5
	Pending & Other	2	1.5	100.0
	Unknown	-	-	-

Table 21 (cont.)
 DIVISION OF YOUTH SERVICES
 DIVERSION PROGRAM EVALUATION

Client Mix Information
 July-December 1976

SOUTHEAST DENVER YOUTH SERVICE BUREAU

VARIABLE DESCRIPTION	BREAKDOWN	NUMBER	PERCENTAGE	CUMULATIVE PERCENTAGE
Month at Risk	1	13	9.7	9.7
	2	38	28.4	38.1
	3	31	23.1	61.2
	4	13	9.7	70.9
	5	2	1.5	72.4
	6	37	27.6	100.0
	Unknown	-	-	-
TOTAL SAMPLE*		134	100.0	

*Southeast Denver Youth Service Bureau had 141 carryovers and new referrals from July-December 1976. Six cases had to be dropped from the study because these juveniles' court folios could not be located for coding, and 1 case had to be dropped due to coding errors.

Table 22
 DIVISION OF YOUTH SERVICES
 DIVERSION PROGRAM EVALUATION

Comparison of Client and Baseline Recidivism Rates
 SOUTHEAST DENVER YOUTH SERVICE BUREAU

VARIABLE DESCRIPTION	BREAKDOWN	NUMBER AT RISK	CLIENT		BASE RECID RA
			NUMBER OF RECIDIVISTS	RECIDIVISM RATE	
Sex	Male	77	6	7.8	15
	Female	30	3	10.0	17
Ethnic Group	Anglo	94	7	7.5	16
	Spanish Surname	4	1	25.0	18
	Black	8	1	12.5	11
Number of Priors	0	77	6	7.8	15
	1	11	1	9.1	21
	2 or More	20	2	10.0	18
Most Serious Prior Charge	No Priors	77	6	7.8	15
	Felony	9	1	11.1	21
	Misdemeanor	18	2	11.1	19
	Other Lesser Offense	4	0	0	20
Age as of July 1976	12 or Under	25	2	8.0	12
	13 - 15	55	6	10.9	15
	16 or Over	28	1	3.6	21
Level of Exit From Justice System	Police	92	9	9.8	15
	Court Pre-Filing/Filing	2	0	0	2
	Court Post-Filing	14	0	0	22
Source of Referral	Courts	16	0	0	19
	Police and/or Other				
	Youth Service Bureau	74	7	9.5	14
	Schools	2	0	0	20
	Social Agencies	3	0	0	22
	Dept. of Institutions	-	-	-	-
Self/Parent	13	2	15.4	18	
Intake Disposition	Received Services	72	7	9.7	18
	No Need for Services	17	2	11.8	11
	Refused Services	11	0	0	15
	Unable to Contact/Moved	6	0	0	10
	Pending & Other	2	0	0	4
Month at Risk	1	8	0	0	5
	2	35	2	5.7	10
	3	27	4	14.8	13
	4	11	1	9.1	18
	5	1	0	0	29
	6	26	2	7.7	29
ALL CLIENTS WHO RECEIVED OR WERE ASSESSED AS NOT NEEDING SERVICES		89	9	10.1	17

- Victimization Component

Referral Source

During the 18 month project, some 266 victims were referred to the agency for service. The following table displays the referral sources:

<u>Referral Source</u>	<u>Number</u>	<u>Percent</u>
Denver Police	22	8
D.A. Office	6	2
Visiting Nurse's Program	4	2
Eastside Action Center	1	.4
Westside Action Center	1	.4
Self	92	35
Institute for Research on Violence	1	.4
Denver General Hospital	6	2
Colorado General Hospital	4	2
Family Member	17	6
Neighbor	2	1
Friend	27	10
Program Staff Member	1	.4
High Street Center	2	1
Volunteer Listener	3	1
Boulder Rap Line	1	.4
T.V. - Radio	2	1
Telephone Book	2	1
Colorado Nursing Association	2	1
Valley View Hospital	1	.4
Private Doctor	4	2
Speaking Engagement	2	1
York Street Center	1	.4
Planned Parenthood	2	1
Southwest Denver Mental Health	1	.4
Jeffco Mental Health	2	1
Schools	6	2
Private Therapist	2	1
Welfare	3	1
United Way	2	1
Air Force Base - Social Worker	1	.4
Aurora Mental Health	4	2
General Rose Hospital	1	.4
Aurora Police Department	2	1
Adams Co. Mental Health	1	.4
Veteran's Administration	1	.4
St. Elizabeth	1	.4
National Organization of Women	1	.4
Job Corps	1	.4

<u>Referral Source</u>	<u>Number</u>	<u>Percent</u>
Westside Neighbors Against Crime	1	.4
Senator Wirth's Office	1	.4
Community Service	1	.4
Abortion Referral & Counseling Service	1	.4
Private Attorney	1	.4
Women's Resource Center	1	.4
Gestalt Institute	1	.4
Answering Service	1	.4
Woman to Woman Bookstore	1	.4
Unknown	<u>22</u>	<u>8</u>
	266	100

Age of Clients

The following table displays the ages of the clients referred to the program:

<u>Age (years)</u>	<u>Number</u>	<u>Percent</u>
1 - 10	6	2
11 - 20	93	35
21 - 30	79	30
31 - 40	13	5
41 - 50	7	3
51 - 60	7	3
61 & over	11	4
Unknown	<u>51</u>	<u>19</u>
	266	100

Race

The following table displays the race of the clients served by the program:

<u>Race</u>	<u>Number</u>	<u>Percent</u>
Black	12	4.5
Chicano	22	8.3
Anglo	127	47.7
Indian	3	1.1
Oriental	1	.4
Unknown	<u>101</u>	<u>38</u>
	266	100

Sex

The following table displays the sex of the clients:

<u>SEX</u>	<u>Number</u>	<u>Percent</u>
Male	16	6
Female	249	93.6
Unknown	<u>1</u>	<u>.4</u>
	266	100

Marital Status

The following table displays the marital status of the clients:

<u>Status</u>	<u>Number</u>	<u>Percent</u>
Single-Never Married	112	42.1
Married	34	12.8
Separated	7	2.6
Divorced	17	7.1
Widowed	9	3.4
Remarried	2	.8
Cohabiting	4	1.5
Other	4	1.5
Unknown	<u>70</u>	<u>23.6</u>
	266	100

Years Residence in Denver

The following table displays the number of years the clients lived in Denver:

<u>Years Residence (years)</u>	<u>Number</u>	<u>Percent</u>
1-5	33	12.4
6-10	12	4.5
11-15	12	4.5
16-20	6	2
21-25	7	2.6
26-30	4	2
31 and over	14	5.3
Unknown	<u>178</u>	<u>67</u>
	266	100

Hear of Agency

The following table displays how the clients initially heard of the program:

<u>Hear of Program</u>	<u>Number</u>	<u>Percentage</u>
Denver Police Department	20	8
District Attorney's Office	5	2
Contact by Agency	1	.4
Visiting Nurses	4	2
Eastside Action Center	2	1
Westside Action Center	1	.4
Malcolm X	1	.4
Institute for Research on Violence	1	.4
Denver General Hospital	7	3
Colorado General Hospital	4	2
Friends	37	14
Family Member	6	2
Brochures	2	1
Staff Member	6	1
High Street Center	2	1
Volunteer Listener	4	2
Boulder Rap Line	1	.4
T.V. - Radio	4	2
Telephone Book	10	4
Colorado Nurses Association	2	1
Valley View Hospital	1	.4
Representative Schroeder's Office	1	.4
Private Doctor	6	2
Speaking Engagement	9	3
York Street Center	1	.4
Planned Parenthood	2	1
S.W. Denver Mental Health	2	1
Jeffco Mental Health	2	1
Schools	8	3
Private Therapist	2	1
Welfare	3	1
United Way	3	1
Social Worker	1	.4
Aurora Mental Health	3	1
General Rose Hospital	1	.4
Aurora Police Department	3	1
Adams Co. Mental Health	1	.4
Lutheran Hospital	1	.4
Veteran's Administration	1	.4
Westside Crime Prevention	1	.4
St. Andrew's Church	1	.4
St. Elizabeth's Church	1	.4
N.O.W.	1	.4
Newspapers	5	2
Job Corps	1	.4
YMCA - YWCA	2	1
Westside Neighbors Against Crime	1	.4
Senator Wirth's Office	1	.4

Hear of Agency (continued)

<u>Hear of Program</u>	<u>Number</u>	<u>Percentage</u>
Community Service	2	1
Abortion Referral & Counseling Svc.	1	.4
Private Attorney	1	.4
Women's Resource Center	1	.4
North Denver Youth Services	2	1
Gestalt Institute	2	1
Assembly of God Church	1	.4
Brandon House	1	0
Suicide Prevention Center	1	.4
Woman to Woman Bookstore	1	.4
Unknown	<u>67</u>	<u>25</u>
	266	100

Type of Victimization

The following table displays the types of offenses the clients were victimized to:

<u>Types of Victimization</u>	<u>Number</u>	<u>Percentage</u>
Robbery & Assault	7	3
Assault	13	5
Rape	182	68
Attempted Rape	26	10
Burglary	7	3
Family Disturbance	2	1
Attempted Suicide	2	1
Purse Snatching	5	2
Indecent Exposure	2	1
Child Molestation	6	2
Obscene Phone Calls	1	.4
Sexual Assault - Male to Male	4	2
Threats	1	.4
Theft	2	1
Arson	1	.4
Unknown	<u>5</u>	<u>2</u>
	266	100

Location of Victimization

The following table displays the location of the victimization:

<u>Location</u>	<u>Number</u>	<u>Percentage</u>
Private Home	52	20
Individual Apartment	36	14
Park	7	3
Bar	1	.4

Location of Victimization (continued)

<u>Location</u>	<u>Number</u>	<u>Percentage</u>
Friend's Home	3	1
On Street	27	10
Mountains	5	2
Acquaintance's Home	6	2
School	8	3
Field	2	1
Place of Employment	2	1
Motel	4	2
Car/Van	16	6
Warehouse	1	.4
Auto Theft	1	.4
Gas Station	1	.4
Jail	1	.4
Parking Lot	2	1
Hotel Lobby	1	.4
Nursing Home	1	.4
Unknown	<u>64</u>	<u>24</u>
	266	100

Relationships

The following table displays the relationships between the participants in the victimization process:

<u>Relationships</u>	<u>Number</u>	<u>Percentage</u>
Stranger to Stranger	107	40.2
Acquaintance	78	29.3
Family	16	6
Unknown	<u>65</u>	<u>24.4</u>
	266	100

Police Called

The following table displays whether or not the police were called as a result of the victimization:

<u>Police Called</u>	<u>Number</u>	<u>Percentage</u>
Yes	164	61.7
No	74	27.8
Unknown	<u>28</u>	<u>10.5</u>
	266	100

Police Called Before or After Contact with the Agency

The following table displays the number of clients that called the police either before or after contact with the agency:

<u>Police Called</u>	<u>Number</u>	<u>Percentage</u>
Before	146	54.8
After	13	6.7
No Call	74	27.8
Unknown	<u>28</u>	<u>10.8</u>
	266	100

Complaint Signed

The following table displays the number of clients that signed a complaint:

<u>Complaint Signed</u>	<u>Number</u>	<u>Percentage</u>
Yes	108	40.6
No	57	21.4
Unknown	<u>101</u>	<u>37.5</u>
	266	100

Of the clients that signed a complaint, 90 or 83% of them signed the complaint before contacting the agency. Eighteen, or 17% of the complaints were signed after the clients had contacted the agency.

The following sections display the services delivered to the clients by the Victim Support part of the bureau's program.

The total number of cases for which services were delivered was 266. The total number of clients served was 363. This represents an average rate of 1.4 clients per victimization.

Advocacy Services

The case workers delivered advocacy services to the clients when the clients were having difficulty progressing through the various systems of the courts, hospitals and welfare agencies, when the involvement in those agencies was a result of the victimization.

Advocacy Services (continued)

The following table displays the number and type of advocacy services provided:

<u>Advocacy</u>	<u>Number</u>
Courts	16
Hospitals	7
Welfare	5
D.A.'s Office	7
Legal Aid	4
Police	12
Landlord	1
Private Attorney	1
Mental Health Organizations	<u>11</u>
	64

Counseling Services

The case workers provided counseling services for the clients when they were appropriate. The following table displays the types of direct services provided the 266 cases:

<u>Type of Direct Service</u>	<u>Number</u>
Individual Counseling	108
Family Counseling	11
Group Counseling	1
Information by Phone	65
Phone Counseling	50
Phone Counseling & Referral	11
Information in Person	2
Information, evaluation & advocacy	2
Other	<u>16</u>
	266

Of the cases that received person to person counseling, the average number of hours spent counseling per case was slightly greater than 5 hours per case.

Referral Service

The case workers referred clients to other agencies and individuals when the clients needs were better served elsewhere. The following table displays the

Referral Service (continued)

referral services delivered to the clients:

<u>Referrals Out</u>	<u>Number</u>
Bethesda Mental Health	2
Gilpin House	2
Eastside Mental Health Center	2
Private Psychiatrist	1
Private Psychologist	4
Adams Co. Mental Health	5
D.G.H. Family Planning Unit	3
Legal Aid	1
Malcolm X	3
Boulder Valley Clinic	1
Colorado General	3
Jeffco Mental Health	5
Abortion Referral & Counseling Svc.	2
Planned Parenthood	3
Women in Transition	1
Welfare	1
York Street Center Victim Group	2
Private Attorney	2
Lawyer Referral Service	1
Facet Institute	3
St. Vincent de Paul	1
York Street Family Dist. Group	6
DGH Psych. Emergency	1
F.I.S.H.	2
Grand Junction Rape Team	1
General Rose Hospital	1
Traveler's Aid	1
Westside Mental Health	<u>1</u>

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In addition to the counseling, advocacy and referral services delivered to the clients, the project also had an educational program. The program had two thrusts. One would be described as an education-prevention program that was aimed at the general public. This program was characterized by lectures, discussions and seminars with the content involving awareness of the problems inherent in the crime in Denver, Colorado, and prevention of victimization as well as crime reporting procedures.

The other thrust in the educational program could best be described as a training program for professionals. In this context, professionals mean

police, nurses, mental health workers, social workers, professional associations, and others related to the protection and service delivery to actual and potential victims of crime.

The following table displays the data relevant to the education-prevention program:

<u>Program Type</u>	<u>Number of Participants</u>
Education-Prevention Program	22,726
Training Program	<u>3,868</u>
TOTAL	26,594

Operational Objectives for the Victimization Component

Objective III (Objectives I, II, & IV, pertain to the Youth Diversion Project)

The bureau will serve at least 250 actual victims of impact crimes. The number of weekly victim referrals has stabilized at 3 - 4 per week. Over an 18 month period, this would supply an intake of approximately 250 victims. The Neighborhood Services Bureau staff will provide educational services for 12,000 potential victims of impact crimes.

Results: The project served a total of 245 cases involving victimization by impact crimes (rape, robbery, burglary, assault). Since the average number of victims per case was 1.4, the total number of victims of impact crimes served was 343, which exceeds the target of 250 set for this objective. The Neighborhood Services Bureau staff provided educational services to a total of 26,594 potential victims of impact crimes. This exceeds the target of 12,000 set for this goal.

Effectiveness Objective for Victimization Component

Objective III (Objectives I and II apply to the Youth component)

The Neighborhood Service Bureau will seek to foster an increase in the reporting of impact crimes in Southeast Denver. The Neighborhood Service Bureau

will encourage all victims which use its services to report the offense to the police. The Bureau will seek to have at least 90% of its victim clients report the criminal offense to the police. Currently, 63% of all clients contacting the Bureau have reported the offense. The Bureau will endeavor to facilitate the reporting of criminal incidents by an additional 27% of its clients.

Results: Of the total of 266 cases, data relevant to whether the crime was reported are available on 238 cases. In these 238 cases, 146 or 61.3% had called the police prior to contacting the agency. In addition, 18 cases, or 7.6%, reported the crime to the police after contact with the agency. The 7.6% increase in reporting does not meet the expected increase in reporting rate of 27% set as a target for this objective.

It is not clearly understood why the target set for this objective was not met. There seem to be at least two possibilities. One is that the project through its very intensive educational program may have begun to reach a higher percentage of the community members who have a strong bias against becoming involved with the criminal justice system. Yet these same people become willing to participate in the victimization program when they become informed of its existence. A second factor is that by the time some victims come to the project, the crime is too old to report. This, of course, varies with the particular crime and circumstances. In a rape case, if the woman did not get medical attention shortly after being raped, the necessary evidence could well have been destroyed, before the victim contacted the project.

In the current grant, additional effort and attention is being focused on this problem.

SECTION E.: COMMENTS AND CONCLUSIONS
YOUTH COMPONENT

Under Grant #75-DF-08-0002(F); State #101-514, the project fared far better than in 1974, as is reflected in the evaluation. It met and even exceeded grant objectives in numbers of youth contacted, fewer refusals than anticipated and a lower recidivism rate based on re-arrest than expected (39%). All this is elaborated on and expanded in Section D.

The concept of diversion makes a lot of sense philosophical-ly as well as realistically. Any large metropolitan area which has a large youth population must of necessity deal with individual cases individually. Status offenders and first time misdemeanants cannot be dealt with in the same manner. Though there is a movement to decriminalize and deinstitutionalize status offenses and "victimless crime" still the youth who gets into trouble occasionally or even frequently can still be dealt with more successfully in a community -based, community - operated program. The community frequently is at the root of the youth's problem sociologically and so the community should accept its responsibility and work with the youth. To jail and file on the youth consistantly is not only a manifestation of the community ducking its responsibility, but the results of incarceration frequently release to the community a youngcriminal, and the community situation ends up worse than before.

In spite of all this, any community changes its emphasis on which youth it wants to file on and which it does not, and how many offenses and what kind it will tolerate. Many factors determine this and it is impossible for any diversion project to be immune from the effects of this emphasis.

In the original grant it was anticipated that there would be far more impact offenses among juveniles than there actually were (rape, robbery, assault, burglary). Since original baseline studies were done with this in view, evaluations became difficult and tenuous when the anticipated impact crimes did not materialize.

When diversion projects depend on other agencies and institutions in the community for funding as well as referrals, it becomes apparent that all persons will not be operating from the same philosophical base or power base. For example, though crime was on the increase in Denver according to some, and one-half of the crime was being committed by juveniles, numbers of referrals from the Denver Police Department decreased and those referred were younger and for lesser offenses. An escalation toward a hard line policy toward juveniles seemed apparent, with more youth being prosecuted and fewer diverted.

The major referral problem of the entire project in this quadrant was the lessening of and cessation of referrals from DCD with no advance warning and little apparent reason. It is felt that differences in philosophy are the major reason for this problem and, despite the project's expressed concern, no major advances were made to reconcile them.

When referrals lessened or ceased, staff concentrated more heavily on increasing referrals from other agencies and on strengthening community base. At least one program failed partly because of no referrals and partly for lack of planning and enthusiasm. An anti-shoplifting program was initiated and a

student intern from the Denver University School of Social Work worked on the program for about two months during a low referral period. Lack of interest of the business community and low client referrals were the main reasons for its failure. It was agreed that the idea itself is a good one and so perhaps another attempt should be made at another time.

Refusals.

By the beginning of 1975, the refusal rate on families had dropped. This was due in part to the fact that an introductory letter was sent to the family before a telephone contact was attempted. Families were more receptive to calls and some even contacted the bureau first. By project end refusals were down to 24%.

Referrals Out.

Early in the project the staff and administration became aware of the low percentage of the total cases that are referred out for service from community agencies. This was discussed on numerous occasions. The concensus was that counselors are willing to make referrals, but find a lack of adequate options, that cost for services is prohibitive, and that other agencies are not diligent in their pursuit and follow-up of families. This continued to be a problem as far as the police recordkeeping was concerned. Even though the grant stipulated no percentages regarding brokerage versus direct services the DCD was never convinced and so continue to count direct services by the bureau as refusals.

Needed services which were never filled by any agency were principally in the area of employment. Though this area received a great deal of attention from staff, only so much can be done by a project such as this with the national and local unemployment rate among both adults and juveniles so high. This problem got worse in Denver towards the project's end.

Lowering the recidivism rate of clients was a prime objective and consequently much thought and effort was expended on this objective and its meaning. Recidivism in this grant was defined as re-arrest. The counseling unit recontacted all but a few of these youth offering them services again. The counselors were asked to evaluate the reasons for recidivism and came up with the following:

- Referral resources do not make commitments to youth-family and therefore there is no follow-up resulting in a re-occurrence of the original problem.
- The family failed to agree there is a problem and cooperate in seeking services.
- The youth was not desirous of changing his/her behavior.

The counselors felt that considerations should be made in more detail about the re-offense:

1. The pattern and frequency of rearrests should be analyzed in relationship to stress on youth, changes in his context, and his feelings about stress and change.
2. In some cases the offenses became less serious or less frequent indicating success rather than failure.
3. Some rearrests are for minor offenses, i.e. curfew and CHINS and therefore need to be classified differently than ar-

rests for auto theft or burglary.

Over all the recidivism data measures only very superficial elements; date, offense, police disposition. It does not assess a youth's actual involvement in the offense (guilt or innocence), the emotional, social, behavioral context in which it occurred, and a statement from the "offender".

It is true to the inconsistency of the juvenile justice system that all of these factors are considered at other levels, but not when considering recidivism.

Further, the counselors reported that youth who were not doing well, but who did not demonstrate this in anti-social behavior, were considered well-adjusted even though they may have had internal conflicts.

This misplaced emphasis results in arbitrary standards for the availability of services that penalize those who do not overtly demonstrate within narrow boundaries, their pain or problems.

Internal Problems

Internal conflicts at times resulted in the cessation of some potentially good programs. Several changes in the positions of director and assistant director resulted in different emphasis in program which sometimes precipitated internal conflicts. Staff personality conflicts plus lack of commitment, coupled with lack of organization and strong leadership, resulted in the first 240 cases having no retrievable data collected on them (from January 1974 until June 1975).

Until a changeover in staff took place and responsibilities

were delineated realistically, the many program components could not be carried out efficiently.

Confidentiality of information on youth was of major concern during the latter period of the grant. Elaborate procedures were initiated halfway through the project to ensure confidentiality and security of all records and information. See Appendix.

Funding.

Long before the project's end, the SEDNSB began working in union with the other YSB's on obtaining State Revenue Sharing (75%) money and City of Denver match (25%) so that the diversion programs would continue to provide services to youth.

The Commission on Community Relations, the Commission on Youth, DACC, and the Denver youth projects became involved in developing a refunding package for all youth projects in Denver, at a cost of \$1.25 million. The package was part of a larger request which was presented to the state legislature for consideration.

The Denver Regional Youth Funding Council was the major force for unifying the efforts at obtaining refunding and SEDNSB has been an active participant in these efforts. By use of publicity, contacting various representatives and senators, and becoming more familiar with the legislative process, the Council was successful.

The refunding package was approved and as of August 1, 1976, the Youth Program of the Southeast Denver Neighborhood Services Bureau will receive all funds through the Colorado State Division of Youth Services. A fiscal management system based on contracts and purchase of services is currently being developed. Each month the bureau will make one draw-down to cover all expenses for that

period of time. Employees will make individual contracts with the agency. A number of meetings were held with the Division of Youth Services director, Orlando Martinez, and staff to work out contracts, program proposals, financial draw-downs, etc. ...

Many of the issues and concerns arising with the new project are contained in the Appendix. Because of this change in funding source, it was anticipated that a new corporation would have to be formed in order to ensure separation of the agencies. The process of incorporation will be started in August, 1976. ...

Even though re-funding by the state is now an accomplished fact, living within the reduced budget will be a serious problem.



CONTINUED

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SECTION E: COMMENTS AND CONCLUSIONS

VICTIMIZATION COMPONENT

At this writing the Victimization Component of SEDNSB has been integrated into the ongoing program of Victim Support System now beginning its second year of operation. With regard to program development and organization, delivery of services to clients, and new concepts of victimization, the Victim Support System may be said to owe a good deal to the small, experimental Victimization Component of SEDNSB.

The initial program planning for the Victimization Component resulted in the establishment of three major goals:

1. Community Education regarding crime, including prevention, the nature of sensitive crimes, and services for victims.
2. Services to Victims, including counseling, advocacy, and 24-hour availability.
3. Community Resource Development, emphasizing cooperative efforts among all agencies and institutions with victim contact.

These goals were carried out during the first year of operation (January 1974 to December 31, 1974) by one full time Victimization Specialist and two part-time community workers. The Youth Counseling Staff and Volunteers assisted in the counseling and advocacy portion of the program.

Several problems and issues became apparent during this first year which were corrected during the second funding period. These issues are discussed below with recommendations:

Competition

Competition between Youth and Victimization Components of the project. Because the two programs had entirely separate goals and objectives and staffing patterns overlapped in some program areas, it was difficult for the Project Director to give both components equal emphasis. The popularity and publicity received by the Victimization Component in the community tended to enhance the effect of overemphasis on this component, while the lower-key Youth Component was struggling to obtain referrals and to gain community attention. In May 1975, the Project Director reorganized staffing patterns so that attention to one program would not detract from the other. Thus, each component had a "program leader" and a staff committed to only one program area. Although it was initially difficult for some individual staff members to make this transition, each component was able to operate more smoothly and efficiently after reorganization.

When two very different programs are to operate under one project administration, it is necessary to clearly define staffing patterns, leadership roles within the organization, and the need for publicity and community attention in program areas requiring extensive education.

Community Image

This issue created some conflict on two different levels:

1) organizational and 2) community.

On the organizational level the name "Southeast Denver Neighborhood Service Bureau" created a good deal of confusion. Of the city-

wide youth programs each of the other quadrants was called a "Youth Bureau" which clearly indicated purpose and function. The word "Neighborhood" left some confusion and doubt about the S.E. program. In addition, although the youth program was limited to the south-east quadrant, the victimization program was city-wide. Again, there was confusion regarding purpose, nature, and catchment area.

Thus, in an attempt to create a program title which projected an accurate image to the community, a misnomer was created which worked to the detriment of both programs. This problem might have been avoided if each program had been given a separate, more descriptive title under the name of a single corporation.

Another problem with regard to community image concerned feminist politics. Although it is true that the feminist movement brought a great deal of attention to sensitive crimes (particularly rape) and that most rape crisis centers were operated by feminist groups, the SEDNSB Victimization Component made a conscious choice to avoid a feminist image for the following reasons: 1) most of the victims receiving service were not feminists and were not favorably disposed to feminism; 2) feminism is considered a political orientation not necessarily relevant to the needs of the client; 3) feminists in the community had created an attitude of defensiveness, anger, and suspicion among agencies and institutions with victim contact; and 4) the feminist image would have been detrimental to the Youth Component.

Although the low-key, objective, non-political, professional approach taken by the Victimization Component was highly regarded

throughout the community, the "militantly feminist" contingent was highly resentful and still makes highly personalized attempts to damage the program's reputation. These attempts have failed, because the quality of the program speaks for itself.

There were many attempts made to defuse political combat initially, from talking personally to leaders about our goals and intentions to forming a coalition. When these attempts failed, the project personnel decided to become totally disinvolved and to develop a sound professional image in the community. This approach seems to have worked best, largely destroying the credibility of detractors while allowing personnel to put their energy into constructive and positive work to attain program quality that is recognized. This recognition culminated with a strong endorsement from the Denver NOW in direct opposition to this small but vocal militant faction.

Program Development

Because the initial program of SEDNSB Victimization Program was rather limited in scope as compared to the scope of "Victim Support System" a brief analysis of program development will be presented here.

Initially, because of the very limited staff, program objectives were kept relatively narrow concentrating on the crime of sexual assault. This crime was the most emotionally traumatic for victims of the high-impact crimes, the most under-reported, the most mythological, and the most emotionally charged crime for the public. The tremendous onslaught of requests for public speaking, newspaper coverage, and TV and radio programming during the first three months of project operation, indicated the needs and interest of the community regarding this topic.

The pursuit of the three major goals mentioned in the introduction to this section, brought project staff into close contact with police, district attorneys, hospital staff, and nearly every community agency and institution in the Denver-Metro area. Because the Criminal Justice Process was seen as a major deterrent to reporting and prosecuting in the community, special attention was given to working with police, DA's, and courts. A process of mutual education was begun in order to lower defensiveness, to gain cooperation and mutual understanding, and to implement changes within the system. Although system change was not always possible or practical, efforts at sensitizing individuals within the system met with success, and project staff were frequently called into the system to assist a victim. The question became, is system change practical and worthwhile, if the individuals within the system lack sensitivity? This question was answered as systems changes were observed and victims reported back that their experiences were still negative because of individual behavior. Thus, program emphasis was placed on individual advocacy for the victim within the existing systems, and educational efforts aimed at individuals working within those systems. Although system change may be viewed as a more efficient way to effect permanent change, unfortunately this approach is too simplistic in that it overlooks the fact that individuals comprise the system and those individuals change over a period of time. One must also remember that systems are not deliberately set up to make things more difficult for the victim, but that there are inherent complexities

that the average person does not understand and which become even more bewildering and stressful in a time of crisis.

As a result of working closely with individuals in the Criminal Justice System, staff awareness regarding numerous crime issues was increased tremendously. Two major program areas which were developed as a direct result of talking with police and hospital personnel were 1) crime prevention and services for the elderly, and 2) assistance for the battered woman and her children.

The elderly program was undertaken on a relatively small scale (1 staff person) in March, 1975 and has since been expanded under Victim Support System. Awareness of the special needs of the elderly regarding prevention and services led to a general concern for special victim populations who are isolated in the community: the deaf, the physically and/or emotionally handicapped, the emotionally disturbed, etc. Each of these populations are highly vulnerable and tend to be misunderstood or discredited within the system. Again, change within systems was not practical due to the highly specialized needs of these victims, so emphasis was placed on identification and advocacy.

The problems of the battered woman came to light in a more subtle way. As staff trained more and more law enforcement officers and rapport and credibility grew, officers began talking more openly about their own job frustrations and concerns. One of these concerns was the "Family Disturbance Call". Officers indicated that these situations were recurring, time-consuming, highly dangerous, and unresolvable from their viewpoint. Crime statistics reinforced the idea that non-stranger-to-stranger crimes were abundant, accounting for about 14,000 police calls per year, many of them call-backs.

As police described the specifics of these situations, staff became aware of the need for further intervention to alleviate escalation before a serious crime was committed.

Thus, in order to enhance services to victims of high-impact crime as well as to embark on a program of assistance to police in handling family disturbance situations, Victim Support System was developed. This program has several unique features including:

1) 24-hour availability of emergency survival services and crisis intervention counseling, 2) legal services for clients who meet financial guidelines, 3) extensive systems advocacy, and 4) use of police as a major source of referral.

As Victim Support System was implemented it became a major referral resource for the Denver Police Department (referred to 4:1 over any other agency). Most of the clients referred by the police had not been receiving services from any other agency. The crime of wife battering was uncovered as a major area of victimization that had required attention but that the extent and seriousness of which was really known only to the police.

Attempts to work with the batter woman under Victim Support System have met with some frustration due to the emotional, legal, and economic complexities of these situations. Numerous modes of intervention have met with limited success, indicating a need for further program development. The direction of development at this time is to provide a shelter for women and children and to introduce protective legislation.

The above narrative was given to provide an indication of the techniques and methods which were used to develop the program of

the SEDNSB Victimization Component and subsequently the Victim Support System. In summary, the following suggestions are made to assist those who wish to develop relevant, timely programs:

1. Become fully educated to a system before proposing changes within it.
2. Enlist the aid of persons within the system to implement change rather than attempting to force it from external pressure.
3. Evaluate the possible short and long term effects of system change and implement only those that seem effective, permanent and practical.
4. Use a low-key, non-political approach that enlists cooperation.
5. Demonstrate the benefits of the program to the individuals within the system and to the community.
6. Gather all possible information about the community from all elements within the community. An informal approach to problem identification can be as fruitful as a formal approach. Both are necessary.
7. Allow and encourage staff to explore areas of special interest as they relate to the project and community needs.
8. Keep current goals of project well focused so that over-extension and fragmentation do not occur.

Staff Morale and Cooperation

Because of the complexities, emotions and frustrations which revolve around work with both juvenile offenders and the victims

of serious crime, close attention was paid to staff morale during the life of the project. Some of the regular frustrations that staff encountered which had a potentially negative effect included:

1. Youth offender recidivism and statistical inference of failure despite the less measurable effects of improved parent/child relationships, better school performance, improved attitudes, etc.
2. Low client intake because of lack of appropriate referrals.
3. Feelings of frustration, anger and/or fear at the amount of visible violence that occurs in the community.
4. Feelings of failure and/or guilt when a client is seriously revictimized or killed (battered women).
5. Frustration at the slowness and cumbersomeness of most systems and the resulting insensitive treatment of the client.
6. Feelings of competition among staff members.

The above staff morale problems are common to almost any social service organization and can have seriously detrimental effects on the quality of service delivery to clients. The following techniques have met with success in working with both SEDNSB staff and Victim Support System staff:

1. Encourage an environment that creates openness among staff members and administrators so that grievances and frustrations are aired immediately.
2. Give recognition to the abilities and potential of individuals by allowing some freedom in job development.

Encourage some diversity in activity, to ensure feelings of success.

3. Keep goals and objectives focused so that expectations are clear.
4. The work of administration should clearly be in support of staff efforts to deliver quality services.
5. Allow staff input whenever possible and keep staff informed of major issues which could possibly effect the project or its programs.
6. Policy making lines should be clearly delineated and the reasons for policy decisions should be understandable.
7. Definite personnel policies and procedures should be implemented in conjunction with a detailed set of grievance procedures.
8. Administrators should be directly involved in some program areas in order to stay in meaningful contact with employees.

These suggestions may sound overly-simplified, if not somewhat sterile. When a staff is working in an environment that deals with violence, crisis and poor mental health, it is important to recognize the emotional drain that can occur on staff and the resulting effects on staff attitude and energy. These effects can be minimized by encouraging openness, respect for differences, mutual support, objective analysis of failure, and recognition of success.

END